

**Assessing the Impacts of Advocacy  
Initiatives  
On**

**INDIGENOUS PEOPLES'  
DEVELOPMENT AGENDA  
IN NEPAL**

**FOCUSING ON THE FIFTEENTH  
FIVE-YEAR PLAN  
2019/20- 2023/24**



**INDIGENOUS  
NAVIGATOR**



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This book is the result of the endeavors of Nepalese indigenous peoples' advocacy and activism for the realization of rights and equitable access to state resources through planned development of indigenous peoples at a time when Government of Nepal was formulating 15th Five Year Plan (2019/20- 2024/25). It is the outcome of collaborative efforts of indigenous leaders, intellectuals, development workers and activists belonging to indigenous peoples' organizations, professional and socio-cultural organizations, indigenous grassroots organizations and non-indigenous professionals and officials. It is also a status document of indigenous peoples' struggle for identity, right and resources.

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**Advocate Shanti Kumari Rai**  
**Chairperson**  
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## Preface

The indigenous peoples of Nepal have been constantly advocating for inclusive and justifiable development in the nation. It is plausible to maintain inclusive democracy, equality and prosperity. Nepal has witnessed discrimination and oppression against historically marginalized communities based on ethnicity, race, sex, region, religion. Indigenous Peoples of Nepal is one of the major sections of the society; accommodate approx. 35.81% national populations, marginalized from the development process of the nation.

Meaningful participation of historically marginalized communities in the planning process is inevitable to ensure equal development of all sections of the society. For that the periodic plan of the government of Nepal is expected to be inclusive from its planning process to implementation and monitoring. But it is far from the aspirations of the indigenous peoples and other marginalized communities. However, indigenous peoples have been collectively acting to ensure the planning document inclusive and participatory.

For this, the indigenous peoples' organization, National Foundation for Development of Indigenous Nationalities (NFDIN); Nepal Federation of Indigenous Nationalities (NEFIN), National Indigenous Women's Federation (NIWF); Youth Federation of Indigenous Nationalities, Nepal (YFIN, Nepal); Nepal Indigenous Disabled Association (NIDA); Federation of Nepalese Indigenous Nationalities Journalists' (FoNIJ); Lawyers' Association for Human Rights of Nepalese Indigenous Peoples (LAHURNIP); have restlessly worked to support the National Planning Commission and intervene in the planning process to make it inclusive. Remarkably, the hard work of Dr. Chaitanya Subba, former member of NPC, and his team has been instrumental to prepare a concrete document. Most importantly, these organizations have collectively prepared a "Proposed Five Years (2019/20 – 2023/24) Indigenous Peoples' Development Plan" and presented to the respective authority responsible for preparation of the Fifteenth Plan (Fiscal Year 2019/20 – 2023/24), such as NPC, planning commissions in the provinces and local governments. In the course of preparation this document consultations have been made with the representatives of NPC, provincial governments, local governments, indigenous peoples organizations from federal to local levels. Basically, the document is prepared to enhance inclusive development and democracy.

The Indigenous Navigator- a set of tools to systematically monitor the level of recognition and implementation of the rights of Indigenous Peoples, Indigenous and Tribal Peoples Convention, 1989 (ILO C. 169) and the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) are guiding international human rights instruments pertaining to indigenous peoples for formulation of this document.

The present report is the comparative analysis of the final planning document of the government of Nepal and the proposed fifth year plan of the indigenous peoples. The first chapter deals with the details of the proposed indigenous peoples' development to be incorporated in the NPC's 15th Plan. It was prepared as a development advocacy document for Nepalese indigenous peoples to pursue all three levels of government, primarily focusing on central (federal level) government. For this purpose, it was widely used. The second chapter contains the major development outlines of five years of the Government' 15 Plan that are directly and indirectly related to indigenous peoples

*(Janajati/Asivasi Janajati/ disadvantaged communities/marginalized and endangered ethnicities).* Apparently, it is evident that after the persistent initiatives of indigenous peoples many issues/ demands and activities, which were presented to the NPC in time, have been accommodated to a some extent in the planning document. However, the demand of separate section for the development of indigenous peoples in the five-year plan document of government it has not been accepted. The planning document lately published has indicated that there are some spaces for the incorporation of indigenous development demands in future for which IPOs should strive continuously. The third chapter presents the glimpse of the analysis of the development strategies and working policies scattered throughout the 15th plan document which are the bases of planned programs or projects. In the chapter, it is argued that such consideration is a positive signal and set precedents for future interventions in planning process of the government. The final chapter provides, to a considerable extent, the scenario of the achievements of indigenous peoples' Sustainable Development Goals compared to other caste and ethnic groups of the country despite limited disaggregated data by caste, ethnicity and gender. The chapter divulges that the asymmetry in the distribution of achievements of SDGs across different caste, ethnic, cultural and gender groups persist following the patterns and trends of historical hierarchical caste system in the national benefit-sharing, the higher the caste status, the higher the share in sustainable development achievements or national outputs and the lower the caste status the lowest share in development achievements or national outputs.

Dr. Chaitanya Subba, Former member of NPC  
Tahal B. Thami, Director, LAHURNIP  
Durga Mani Rai (Yamphu), LAHURNIP  
Manoj Rai (Aathpahariya), LAHURNIP



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## ABBREVIATIONS AND ACRONYMS

CBS	Central Bureau of Statistics
CEDAW	Convention on the elimination of all forms of Discrimination against Women
GESI	Gender Equality and Social Inclusion
GoN	Government of Nepal
GPI	Gender Parity Index
ILO Convention 169	International Labour Organization Convention on Indigenous and Tribal Peoples in the Independent Countries, 1989 (No. 169)
IPO	Indigenous Peoples' Organization
IPs	Indigenous Peoples
LAHURNIP	Lawyers Association for the Human Rights of Indigenous Peoples
MDGs	Millennium Development Goals
MoH	Ministry of Health
NCP	Nepal Communist Party
NDHS	Nepal Demographic and Health Survey
NEFIN	Nepal Federation of Indigenous Nationalities
NLSS	National Living Standard Survey
NPC	National Planning Commission
PPI	Poverty Probability Index
SDGs	Sustainable Development Goals
SOSIN	A Study on State of Social Inclusion in Nepal
ToR	Terms of Reference
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples

# 1

## INTRODUCTION

### 1. Context

The share of indigenous peoples (*adivasi janajati*) in Nepal's population has remained contentious for decades. They comprised 35.5 per cent of the total population (18,491,097) in the 1991 census<sup>1</sup>, 37.2 per cent in the 2001 census, and 36 per cent in the 2011 census (CBS 2012). The decadal changes in the indigenous peoples' population ratio are unknown. Within a single decade of 2001–2011, the population of Sunuwar, Bhote and Sherpa decreased by 41.5, 30.4 and 26.9 per cent respectively, whereas that of a few numerically small indigenous populations (fewer than 84,115 in 2011) increased well above the average national population growth rate, for example that of Byasi or Sauka (85.2%), Hayu (60.6%), Danuwar (58%), and Yakkha (43.1%)<sup>2</sup>. They constitute more than 50 per cent of the population in 34.6 per cent (n=1395) of all wards (3,973 wards of rural and urban municipalities) of the country and share 25 to 50 per cent of the total population in another 23 per cent (945)<sup>3</sup> of the wards. The share of indigenous peoples in population by caste and ethnicity raises questions on the distribution of the country's resources. However, these questions have not been taken seriously till now. Although planned development efforts began almost six and half decades ago, the aspect of distributive justice started being taken into consideration only since the mid-1990s. Indigenous peoples' development became integral part of the national development only since the Eighth Plan (1992–1997), albeit with meagre resource allocation. The issue came into focus in the Tenth Plan (2002–2007), which emphasized social inclusion, with schemes of inclusive development and development initiatives with justice<sup>4</sup>.

For the first time in the country's planned development efforts, the first plan of Republican Nepal<sup>5</sup>, ie the Three-Year Interim Plan (2007/08–2010/11), tried to comprehensively address the indigenous peoples' development aspirations. This spirit gradually faded in the subsequent development plans, and the agenda of socioeconomic inclusion was gradually overtaken by the patronage-seeking tendency of so-called political inclusion. Huge financial resources have been invested

<sup>1</sup> Acharya et al. 2008:14

<sup>2</sup> Subba et al. 2014:20

<sup>3</sup> Tamang and Gurung. 2014:16

<sup>4</sup> Tenth Plan. 2002

<sup>5</sup> NPC. 2007. Three-Year Interim Plan (2007/08–2009/10)

in each periodic plan till the end of the Fourteenth Plan (July 16, 2019). Indigenous peoples are, however, hardly benefitting from such investments due to their limited access to productive resources and power politics. The Government of Nepal (GoN) has recently formulated Fifteenth Five-Year Plan (FY 2019/20–2023/24), with an estimated investment of Rs 9,230 billion (public sector: 39%, private sector: 55.6% and cooperative sector: 5.4%). After in-depth internal consultations, the representative and professional organizations of indigenous peoples had participated in the plan formulation process and had articulated their issues, demands and aspirations. They finalized a plan document on indigenous peoples' development<sup>6</sup> following the format and broader framework and directions of the National Planning Commission (NPC) and presented it at a consultation programme organized by the NPC Secretariat. The development principles and policies articulated by the Constitution of Nepal 2015 were followed as the basics of development planning for the country's indigenous peoples, and indigenous development aspirations were dealt with primarily under the fold of the Sustainable Development Goals (SDGs) and Nepal's commitment to international conventions. The Approach Paper of the Fifteenth Plan<sup>7</sup> indicates that some ideas (strategies and policies) and actions (programmes and projects) suggested by indigenous peoples' organizations (IPOs) have been accommodated to some extent, whereas many others were not accepted or were undermined. The consolidated full plan document (with detailed programmes and projects) has further accommodated indigenous peoples' expectations in the revised strategies and policies, and most indigenous development claims have been converted into universal development aspirations. Unlike the past practices, the Fifteenth Plan contains a separate annex, Annex 1: Programmes and Projects to be Implemented in the Fifteenth Plan. The plan document, however, has left some spaces through comprehensive programmes or wide-ranging projects for further accommodation of the indigenous peoples' aspirations and demands, which will necessitate some level of indigenous activism. Now, questions are raised that how far the government is sensitive to indigenous peoples' development and what impact the development agenda of IPOs has made on the government's development plan formulation. In this context, the Lawyers Association for the Human Rights of Indigenous Peoples (LAHURNIP) carried out an assessment of the impacts of advocacy initiatives on indigenous peoples' development agenda, entitled *Assessing the Impacts of Advocacy Initiatives on Indigenous Peoples' Development Agenda* focusing on the 15<sup>th</sup> Five-Year Plan (2019/20–2023/24) in Particular.

## 2. Purpose

The main purpose of the assessment of the impacts of advocacy initiatives on indigenous peoples' development agenda focusing on the Fifteenth Plan was to identify the indigenous peoples' development strategies, operational or working policies, and the programmes and projects to be incorporated in the plan document suggested by the IPOs. To fulfil this purpose, the following activities were carried out:

- 2.1. Review of the SDG targets of the GoN;
- 2.2. Review of the Fifteenth Plan, particularly the Approach Paper;
- 2.3. Review of the Five-Year Plan of Indigenous Peoples of Nepal in the context of the Fifteenth Plan;

<sup>6</sup> Indigenous Peoples' Development Plan, 2019

<sup>7</sup> NPC, April–May 2019. Fifteenth Plan (FY 2019/20–2023/24): Approach Paper

- 2.4. Assessment of the extent of issues that have been addressed in the planning documents of the GoN; and
- 2.5. Suggesting the strategies for further advocacy initiatives to be taken by LAHURNIP, IPOs and other likeminded organizations.

### 3. Methodology of the assessment study

In line with the terms of reference of the assessment project, the following activities were carried out:

- 3.1. Desk/document review was the primary method of inquiry for the identification and exploration of subject-matters or issues of study. The following documents were intensively reviewed and examined:
  - a) Tenth Plan, Three-Year Interim Plan, subsequent three-year plans, including the Fourteenth Plan, were reviewed to see the trends of development endeavours of indigenous peoples in the government plans;
  - b) The Fifteenth Plan document, which is currently in the form of an approach paper, was reviewed intensively and the strategies, policies and development agendas that accommodate indigenous peoples' suggestions and demands were identified and their development agendas (programmes, projects, policies, and legal interventions) that can be incorporated in the document were identified;
  - c) The Fifteenth Plan was reviewed extensively. The narratives, facts and figures of the Approach Paper and Fifteenth Plan documents were comparatively scrutinized and the revised versions relevant from indigenous peoples' perspectives were identified. The contents that were not specifically targeted at indigenous peoples but considered relevant to their context were identified. The programmes and projects cited in Annex 1 were scrutinized and the activities under them that were beneficial to indigenous peoples in one way or another were located to examine government responses.
  - d) An indigenous peoples' development plan (containing strategies, Working policies and major actions/programmes following the format of the government plan), which was to be incorporated in the Fifteenth Plan, was prepared through extensive consultations with IPOs and professionals. Relevant documents were thoroughly scrutinized and the provisions, language and statements objectionable or unpalatable to government planners were identified.
  - e) Documents relating to the consultations on the indigenous peoples' development plan for incorporation in the Fifteenth Plan, held in the Kathmandu Valley and different places outside it and participated in by representatives, leaders, activists, intellectuals, professionals, and political leaders belonging to indigenous peoples, which were prepared for the formulation of the indigenous peoples' development plan for the Fifteenth Plan, were reviewed for understanding the indigenous peoples' activism.
  - f) International basic documents dealing with indigenous peoples' rights such as ILO Convention No. 169, UN Declaration on the Rights of Indigenous Peoples (UNDRIP), International Covenant on Civil and Political Rights, International Covenant on Social, Economic and Cultural Rights, Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Convention on the Rights of the Child (CRC), and other international instruments of which

Nepal is party were reviewed and the spirits or intentions of relevant provisions were adapted for incorporation in the plan document for the realization of such rights.

- g) The government documents relating to SDGs/targets and indicators made public were scrutinized and the caste and ethnicity-disaggregated data were analysed and their relevance examined to identify the beneficiaries of development investments.
- 3.2. Consultation workshops and focus group discussions (FDGs) were organized for understanding the feelings and perceptions of the activists, planners and leaders of indigenous peoples regarding the government responses to indigenous peoples' development claims and demands as well as their assessment of the impacts of their advocacy initiatives in this regard; and
- 3.3. Opinions and feedback were sought through formal and informal consultations with the leaders, activists, intellectuals, and professionals belonging to indigenous peoples for revising or refining and strengthening the development advocacy initiatives and realization of rights.

#### **4. Organization of report**

This report contains mainly five chapters: i. Introduction, ii. Indigenous Peoples' Development Plan, iii. The Fifteenth Plan, iv. Indigenous Peoples' Development in Fifteenth Plan: Impacts of Indigenous Advocacy, and v. Indigenous Peoples towards Achieving SDGs.





# Indigenous Peoples' Development Plan

## 1. Plan formulation process

The preparatory activities of the NPC for the formulation of the Fifteenth Plan (2019/20–2024/25) impelled IPOs and their activists to prepare their own development plan for incorporation in the Fifteenth Plan. IPOs, including Nepal Federation of Indigenous Nationalities (NEFIN), representative, traditional and professional organizations of indigenous peoples, used the financial and technical resources of LAHURNIP for this purpose.

LAHURNIP, with the collaboration of IPOs, is implementing Indigenous Peoples' Navigator and SDG project, focusing on highly marginalized indigenous peoples in seven districts. Under the project, two-day community-level training and orientation programmes were organized in Kanepokhari and Gramthan of Morang district in early January 2019 with the aim of enhancing the effectiveness of indigenous peoples' participation in public policymaking processes and development activities. Likewise, a one-day interaction programme on indigenous peoples' rights and issues of development and policy formulation was organized in Kathmandu on August 7, 2019 to provide basic information on the needs and concerns of marginalized indigenous peoples of rural areas. Similar programmes were organized for highly disadvantaged and marginalized groups to enable them to speak out and influence decisions that affect them: in Nawalparasi district, focusing on Bote; in Baglung district, focusing on Chantyal; in Sindhupalchok district, focusing on Majhi; in Lalitpur district, focusing on Pahari; and in Morang district, focusing on Santhal. These activities provided feedback for the formulation of a development plan for indigenous peoples from grass roots level.

A national or country-level alliance-building workshop and a follow-up meeting of strategic partners for action were organized in Kathmandu on August 13, 2019 and September 8, 2019 respectively, involving indigenous activists and other stakeholders to prepare a country strategy and action plan to draw the attention of governments of all levels to the rights, concerns and development of indigenous peoples while formulating the five-year plan and revising laws and policies or enacting new laws. A workshop on communication and advocacy strategy-building was also organized on September 1-4, 2019 in Bhaktapur to launch a communication and advocacy campaign. These activities provided basic information for the preparation of the development plan.

Several informal meetings of IPOs were organized at LAHURNIP's office in late 2018 and early 2019 to discuss their development agendas and the Fifteenth Plan. At these meetings, the IPOs expressed their commitment to prepare a five-year development agenda or programme, which was later submitted to NEFIN and LAHURNIP. Consultation workshops of experts belonging to indigenous peoples were organized in mid-February and early March 2019 to identify indigenous issues and work out an indigenous peoples' development plan for the Fifteenth Plan. A dialogue on indigenous peoples' development agendas and Fifteenth Plan was held in Kathmandu on February 25, 2019. A high-level dialogue on the existing development policies and practices, development issues and concerns, and rights enjoyment of indigenous peoples was organized among political leaders, policymakers, IPO representatives, experts belonging to indigenous peoples, government officials (representatives of ministries, commissions, and other government entities), and international donor agencies in Kathmandu on April 23, 2019.

Similarly, interaction and consultation programmes were organized in different parts of the country to identify and highlight indigenous peoples' concerns in relation to their rights enjoyment, SDG achievements, and development plan for ensuring their prosperity and happiness. Programmes were organized in Biratnagar (January 30–31, 2019), Janakpur (February 2, 2019), Kathmandu (January 7, 2019), Dhangadi (February 7, 2019), Surkhet (February 9, 2019), Butwal (February 11, 2019), and Pokhara (February 5, 2019) to deliberate on indigenous peoples' issues and development plans. A total of 429 participants, including 120 women, participated in these programmes and held meetings with the chief ministers of the provinces concerned after the end of the programmes to draw their attention to indigenous peoples' development plans in the course of formulating provincial development plans and approving the federal plan.

In each of the interaction, consultation and dialogue programmes, the highlights of the SDGs, outline documents of the Fifteenth Plan (long-term vision, SDGs, general outline—national vision, review of the Fourteenth Plan, and achievements, issues, problems, challenges and opportunities, national/sectoral vision, goal, objectives, strategies, Working policies, major programmes, expected results/achievements—qualitative and quantitative—were shared, format of the plan documents and indigenous peoples' needs, issues, concerns, and aspirations were extensively discussed. As NPC was focusing on the development of the Approach Paper of the Fifteenth Plan in the first phase of the planning process, IPOs also emphasized following the same track and made submissions accordingly. IPO representatives decided to follow up on the process continually. After the preparation of a draft document on indigenous peoples' development, a presentation was made at a programme at the NPC, where the vice-chair and two members of the NPC offered their suggestions. Those suggestions were subsequently incorporated in the document. The final document was submitted to the NPC before the Approach Paper of the Fifteenth Plan was made public.

## 2. Format of the planning document

The NPC documents that were made public in the course of the Fifteenth Plan were taken as basic literature for the formulation of the indigenous peoples' development plan. In every periodic plan document since 1997, some provisions concerning indigenous peoples' development have been incorporated and some programmes on their uplift and empowerment have been implemented. The resources allocated for their empowerment or development were highly inadequate to improve their quality of life because of their age-long bitter experiences of confiscation and

alienation of land, restrictions on access to natural resources, and political, cultural and religious oppressions, leading to their penury and powerlessness. Although the move towards inclusive development was much vouched for in recent years, it had become a mere tokenism in the government's development plan. Official data demonstrate that the country is gradually making impressive progress and is now in a stage of leapfrogging to attain national prosperity and people's happiness. Lack of disaggregated data is camouflaging the distribution patterns of development benefits and prosperity-sharing. There is little doubt that the increasing inequality reveals uneven distribution of resources and that the sharing of power and distribution of resources, financial in particular, are correlated. Unfortunately, with a few exceptions, indigenous peoples have never been made participants, or even observers, in the process of formulation of development plans. As a result, development is becoming ruination, rather than riches, for majority of indigenous peoples, adding indignity to their widening indigence.

Indigenous peoples' development plan has to follow the model or format of the NPC to be incorporated into the official national plan of development and to receive technical and financial resources to be implemented; otherwise, indigenous peoples will have to remain content with whatever perks they get from the state coffer. The government has already started to control the flow of grants or alternative resources other than its own from international agencies to IPOs. Collection of voluntary personal donations, whether internal or external, is also under strict official scrutiny. Because of these reasons, IPOs have to compromise with the government for the materialization of their development aspirations. They have to develop their development strategies, policies, programmes and projects by complying with the constitutional visions, principles and policies of development and governance, government's commitment to achieve the periodic targets of SDGs 2030, Nepal's Long-term Vision 2100 BS (2043 AD), preliminary outlines of the Fifteenth Plan made public in the course of national and regional (provincial and local) consultations and the outlines or themes of the proposed Approach Paper of the Fifteenth Plan shared at consultation programmes of planners, politicians, academics, business people, industrialists, senior bureaucrats, and other stakeholders<sup>8</sup>.

The indigenous peoples' development plan has been formulated following the format of the Approach Paper of the Fifteenth Plan. The visions, goals and objectives of the Approach Paper were not much contentious as they could equally apply to indigenous peoples. Several development strategies and Working policies, though not specifically mentioned, were also found suitable to indigenous peoples. It was widely felt that the indigenous peoples' development plan should be worked out according to governmental sectoral development practices and should spell out, to a reasonable extent, the development strategies and Working policies and Expected achievements, embedded within the development agendas and actions, in line with the Approach Paper, additionally providing details of vital actions (major programmes/projects) to be incorporated in the full plan document

### 3. Sectoral themes and content

The indigenous peoples' development plan covers the following areas or sectors in line with the sectoral and multi-sectoral development practices of the GoN to suit the structure of public

<sup>8</sup> NPC, 2019. Fifteenth Plan: Approach Paper

administration (ministries, constitutional bodies, highest-level public offices):

**a) Macroeconomic sector:**

- (i) Cooperatives
- (ii) Industry
- (iii) Tourism

**b) Agriculture, forestry and natural resources sector:**

- (iv) Agricultural development
- (v) Livestock development
- (vi) Food security and nutrition
- (vii) Land management
- (viii) Water resources
- (ix) Forest, biodiversity and watershed
- (x) Mineral resources

**c) Social sector:**

- (xi) Education
- (xii) Health
- (xiii) Drinking water and sanitation
- (xiv) Youth
- (xv) Women
- (xvi) Children and adolescents
- (xvii) Senior citizens
- (xviii) Persons with disability
- (xix) Sports
- (xx) Social security and protection

**d) Infrastructure sector:**

- (xxi) Modern infrastructure
- (xxii) Hydroelectricity
- (xxiii) Transportation infrastructure: road
- (xxiv) Communication and information technology infrastructure
- (xxv) Rural development
- (xxvi) Housing and settlement development
- (xxvii) Reconstruction

**e) Democracy and good governance:**

- (xxviii) National unity and recognition/respect
- (xxix) Human rights
- (xxx) Judicial system

- (xxxi) Public administration reforms
- (xxxii) Administrative good governance
- (xxxiii) Sustainable development and environment protection
- (xxxiv) Plan formulation and implementation

**f) Interrelated subjects/areas:**

- (xxxv) Statistical system
- (xxxvi) Poverty alleviation and inequality reduction
- (xxxvii) Labour and employment
- (xxxviii) Human resource development
- (xxxix) Inclusion
- (xl) Sociocultural diversity
- (xli) Disaster risk reduction and management
- (xlii) Climate change

Indigenous peoples' development agendas have been proposed for being addressed in the government's sectoral and inter-sectoral plans. Proposed development agendas or actions and sectors for accommodating them are presented in Table 2.1.

**Table 2.1: Indigenous peoples' development agendas and sectors for their incorporation**

S.N.	Indigenous Peoples' Development Agenda/Action/Claim	Sectors/interrelated sectors for incorporation/ Accommodation
1.	Identity recognition and identification	Sociocultural diversity, Democracy and good governance
2.	Cultures, customs, traditions, institutions, tangible and intangible heritage	Sociocultural diversity, Inclusion
3.	Participation, consultation, consent and meaningful inclusion, gender equality	Democracy and Good governance
4.	Land, natural resources and territories, agricultural productivity	Economic sector: Agriculture and Natural resources
5.	Customary laws, traditional judicial institutions and access to justice	Democracy and Good governance: Judicial system
6.	Education, health, social security, housing, poverty reduction	Social sector (education, health, social security), Infrastructure sector (housing), Interrelated sector
7.	Human/peoples' rights	Democracy and Good governance
8.	Employment, traditional occupations, entrepreneurial development, productivity enhancement	Interrelated sector, Economic sector
9.	Human resource development	Social sector
10.	Accessible modern infrastructure	Infrastructure sector
11.	Promotion of ethnic, cultural, linguistic, religious diversity and plurality	Sociocultural diversity, Inclusion
12.	Autonomous areas, protected areas and special areas	Democracy and Good governance
13.	Self-determined development, data disaggregation by caste/ethnicity and gender	Inclusion; Plan formulation, implementation and monitoring and evaluation; interrelated sector (statistical system)
14.	Biodiversity and environment	Interrelated sector

## 4. Plan Details

The objectives, strategies, working policies, programmes/projects, and expected achievements of indigenous peoples' development plan submitted to the NPC for consideration and incorporation in the Fifteenth Plan are sketched out in the subsequent sections.

### 4.1. Cooperative sector

#### Objective

To engage the highly deprived or ultra poor communities or peoples and classes in the process of economic and social empowerment through cooperatives.

#### Strategy

- 1) Provide financial and technical support and assistance to business and vocational enterprises run by members of highly deprived or ultra poor communities or peoples and classes through cooperative institutions.

#### Working policy

- 1) Financial and technical support shall be provided to vocational or business enterprises or schemes run or organized by indigenous youths through cooperative institutions following the traditional indigenous models of cooperatives.

#### Major programmes

- (1) Instituting and managing cooperative organizations following traditional or indigenous models of cooperative like *Kwhana Tukusa* (Khokana cooperative);
- (2) Nationwide indigenous youths' training and orientation programmes on cooperative-based manufacturing or industrial production and service businesses or operations through their indigenous institutions;
- (3) Special training programmes on registering and managing cooperatives and entrepreneurial undertakings for indigenous youths;
- (4) Technical and financial support to cooperatives, business enterprises and economic institutions run by indigenous youths.

#### Expected achievements

By the end of the plan period:

- 150,000 indigenous youths from 3,000 wards of the country are running 3,000 cooperatives, substantially contributing to the GDP.

### 4.2. Entrepreneurial development

#### Strategies

- 1) Institute institutional, legal and policy reforms in the industrial development sector;
- 2) Adopt capacity development, financial support and various promotional measures for the development and proliferation of industries in all sectors.

### Working policies

- 1) All kinds of support—technical, financial and institutional—shall be provided to traditional indigenous occupations or vocations and small and medium industries or enterprises based on indigenous knowledge, skills, innovations, distinct practices, and cultures.
- 2) Laws shall be amended or new laws shall be enacted to legalize and recognize customary transaction of traditional indigenous home-made products like yeast cakes, home-brewed liquor, '*Jhyau*' (a kind of dry lichen-based snack), food and other culture-specific preparations, varieties of pickles and relishes, handicrafts, artefacts, herbal medicines, etc, marketed under community quality control, and the intellectual property right of indigenous peoples concerned with such products shall be protected with defined procedures.
- 3) Technical, financial and institutional support shall be extended to traditional enterprises and occupations operated specifically by girls or women belonging to indigenous peoples for their operational strengthening, modernization and extension.
- 4) Special projects shall be launched to turn indigenous peoples at risk of extreme poverty (viz Santhal, Jhangad, Munda, Meche, Kisan, Danuwar, Majhi, Dhanuk, Hayu, Thami, Pahari, Chepang, Pahari, Byansi, and so on) into entrepreneurs, manufacturers or builders and business people.

### Major programmes

- (1) Promotion of small- and medium-sized enterprises and cottage or rural industries based on traditional indigenous knowledge, skills and occupations;
- (2) Institution-building and mobilization for the revitalization and proliferation of indigenous occupations or vocations and their adaptation to modernity, marketization of such products and intellectual property rights protection of produced goods;
- (3) Institutional, legal and policy reforms of the sector of industrial development, incorporating provisions of legalization, protection and marketization of home-brewed liquor based on traditional knowledge and skills to counter burgeoning liquor industries and ever-increasing flow of foreign liquor of multinational companies, and selling and exporting native yeast cakes, among others;
- (4) Technical, financial and institutional support to the youths and entrepreneurs belonging to indigenous peoples for their entrepreneurial development and running of competitive enterprises;
- (5) Special support to ultra poor indigenous peoples displaced from their traditional occupations or vocations because of development projects to start new culturally-appropriate occupations, businesses and industries in the new economic environment.

### Expected achievements

#### By the end of the plan period:

- Production of traditional occupations has increased four times, and 30 per cent of the families primarily dependent on seasonal agricultural work have become entrepreneurs, capable of substantially contributing to GDP.

### 4.3. Tourism

#### Objective

To contribute to the tourism economy by diversifying tourism destinations and products.

#### Strategy

Collaborate primarily with private sectors through provinces and local levels for the identification, development and diversification of tourism destinations and products.

#### Working policies

- 1) The territories and localities predominantly populated by indigenous peoples shall be named after them and cultural museums and information centres shall be established there to link them to the chain of tourism development.
- 2) The income level of indigenous peoples shall be increased through activities like home stays, eateries and restaurants, resting places, information centres, entertainment programmes, trekking guide, and other services.
- 3) Indigenous peoples' distinct culture of hospitality and friendliness shall be linked to tourism development and utilized as a tourism product.

#### Major programmes

- (1) Special projects of restoring indigenous names of indigenous territories and villages or renaming them, reflecting typical cultures to link them to the chain of tourist destinations;
- (2) Tourism infrastructure-building initiatives, targeting indigenous peoples and their territories;
- (3) Protection, development and reconstruction of religious, spiritual, archaeological, and cultural heritage sites of indigenous peoples to turn them into tourist destinations, along with heritage preservation;
- (4) Development and expansion of home stay services, adventure sports, sightseeing, ecotourism, agricultural tourism, internet services, and other digital facilities.

### Expected achievements

#### By the end of the plan period:

- Tourism infrastructures are developed in all areas densely populated by indigenous peoples and income generation opportunities are made available to indigenous peoples living there.

### 4.4. Population and migration

**Strategies:** (relevant ones among NPC-specified)

#### Working policy

A special action plan shall be formulated and implemented for the protection and development of those indigenous peoples who are in small numbers and whose population growth is stagnant or negative, such as Kusunda, Bankariya, Raute, Surel, Hayu, Raji, Lapcha (Lepcha), Kisan, Meche, and Kusbadiya.



## Major programme

Special action plan for the protection and flourishing of endangered indigenous peoples.

## Expected achievements

Numerically small and endangered indigenous peoples have been identified and are being fully protected, physically, socially, culturally, and economically.

## 4.5. Agriculture development

### Strategies

- 1) Attain rapid pro-poor agricultural growth through extensive application of modern technology, abundant availability of manure and fertilizer, easy access to finance and increased productive capability of indigenous farmers.
- 2) Increase the production of basic food grains and crops of comparative advantage by providing agricultural training and equipment to agriculture-dependent indigenous farmers at par with farmers from dominant communities.

### Working policies

- 1) Irrigation facility, improved seed, manure, fertilizer, modern agricultural equipment, modern agricultural training, and physical, technical and financial grants shall be made available to indigenous farmers to transform their traditional, subsistence-oriented agricultural system to a sustainable, profit-oriented and commercial agricultural system.
- 2) The upper ceiling of land ownership holding of traditional land, community land, cultural land and infertile slope farmland shall be increased and financial, material and technical support shall be provided to increase the productivity of marginal land or to run alternative occupations on such lands.
- 3) Indigenous marginal farmers shall be encouraged to participate in planned activities ranging from production to marketization/commercialization of food grains and crops of comparative advantage according to the value chain system by involving them in cooperative farming.
- 4) Land shall be leased and technical, material and financial support shall be provided to landless indigenous farmers to practise organic farming using modern farming techniques.
- 5) The agricultural produce of indigenous farmers shall be insured free of charge.
- 6) Indigenous fisherfolk who have traditionally been subsisting on fishing in rivers, ponds or lakes of their territories over centuries and who are on the verge of occupational displacement, such as Majhi, Bote, Tharu, Sonaha, Danuwar, Santhal, Jhangad, Rajbansi, and Dhimal, shall be made competitive fish farmers or entrepreneurs by providing them with ponds, rivers or lands for those purposes and extending financial and technical support to them. Essential support shall also be provided to them to start bait-producing industries and do bait-selling business.

### Major programmes

- (1) Transformation of subsistence-based traditional agriculture of indigenous peoples;
- (2) Promotion and modernization of individual, collective and cooperative farming of indigenous peoples who are marginalized and experiencing food insecurity;
- (3) Special programmes on the protection, multiple use and productivity enhancement of barren and marginal or infertile land of indigenous peoples;

- (4) Projects to provide land and technical and financial support to landless or marginal farmers or those possessing unproductive land belonging to indigenous peoples to start integrated or diversified organic farming;
- (5) Schemes of extending support to indigenous fisherfolk living on traditional subsistence fishing to start modern commercialized fish farming;
- (6) Crop insurance for indigenous farmers.

## Expected achievements

### By the end of the plan period:

80 per cent of the indigenous peoples dependent on subsistence agriculture are involved in market-oriented commercialized agriculture.

## 4.6. Livestock development

**Strategies:** (relevant ones among NPC-specified)

### Working policies

- 1) Material, technical and financial support shall be provided to those indigenous peoples who are practising yak, sheep, goat, pig, poultry, horse or cow farming or other traditional livestock occupations prevailing in their ancestral occupational and cultural lands or territories for their development and commercialization.
- 2) Grasslands of indigenous peoples' traditional pasture territories shall be developed to grow abundant grasses and the ponds or lakes of pasture lands will be protected to meet the needs of domestic or wild animals and birds.
- 3) Support shall be provided to promote and commercialize indigenous peoples' traditional livestock and related production such as milk, cheese, wool, meat, eggs, and others.
- 4) Unequal and unjust legal provisions relating to slaughtering livestock reared for meat production, selling or buying and marketing shall be amended.
- 5) Insurance of the cattle farmed by indigenous peoples shall be done free of any kinds of charges or fees.

### Major programmes

- (1) Modernization and promotion of traditional livestock farming occupations and development of pasture areas;
- (2) Equitable promotion of traditional production and distribution of livestock products and legal reforms to regulate production, buying or selling and marketing of a variety of meat;
- (3) Expansion of cattle insurance to cover all indigenous cattle-breeders and herders.

## Expected achievements

### By the end of the plan period:

Livestock production of indigenous peoples has increased by 30 per cent and their income and food security have improved substantially.

## 4.7. Food security and nutrition

### Objective

To ensure basic food availability to peoples and areas at risk of food insecurity and malnutrition.

### Strategy

Guarantee the exercise of indigenous peoples' right to food security.

### Working policies

- 1) Healthy and nutritious food shall be supplied to indigenous peoples facing food deficiency due to insufficient food production of their own free of cost for a certain period and at a low cost for the rest of the period.
- 2) Priority shall be given to the indigenous peoples facing food deficiency in employment in infrastructure development works and other jobs.
- 3) Special arrangements shall be made for regular supply of nutritious food without price or at low price to infants and children belonging to indigenous peoples who are experiencing food scarcity.

### Major programmes

- (1) Food production and foodstuff and nutrition supply projects, targeting food-deficient indigenous peoples and neighbouring non-indigenous families and areas;
- (2) Special programme of nutritious food supply, targeting infants and children of poor, marginalized and endangered indigenous peoples.

## Expected achievements

### By the end of the plan period:

Indigenous peoples' quality of life has improved, as demonstrated in the 25 per cent decrease in the rates of stunting, wastage and underweight of indigenous children under five years of age due to increased consumption of nutritious food as a result of gradual reduction in hunger and extreme poverty.

## 4.8. Land management

### Objective

To ensure production growth through proper use of land and equitable distribution of benefits therefrom.

### Strategy

- (1) Give land with priority to those indigenous peoples who have experienced historical injustice of expropriation of ownership of land and are now landless or are occupying marginal lands.
- (2) Give access to natural resources of ancestral territories to those who have been deprived of their customary rights to develop and use natural resources for their livelihood according to their needs and interests.

## **Working policies**

- 1) Indigenous peoples' ownership and right to use the land they have been traditionally occupying and using shall be recognized. In addition, arrangements shall be made for the continual use or reuse of the lands they have had traditional access to for livelihood and subsistence activities even if they have not exclusively occupied them.
- 2) The traditional ways of life of disappearing nomadic indigenous peoples shall be acknowledged and their access to natural resources of the areas traditionally roamed by them shall be ensured.
- 3) Any attempts having intention of confiscation of indigenous peoples' land ownership and expropriation of resources of their territories shall be totally discouraged. Acts of land expropriation or alienation through intimidation, use of force, fraudulent action or deception in the past shall be investigated, and land ownership shall be duly restored, and if restoration is impossible or impracticable, fair compensation shall be given to victims.
- 4) Indigenous peoples shall not be displaced or removed forcibly from their lands. If the state has justifiable grounds to appropriate the land owned or occupied by indigenous peoples, it shall do so only after obtaining free, prior and informed consent (FPIC) of the concerned and shall provide just and fair compensation for the land appropriated and the loss that has occurred due to land dispossession.
- 5) If the relocation of indigenous peoples from their ancestral lands is necessary as an exceptional measure, such acts of relocation shall be done only after obtaining free, prior and informed consent of the peoples concerned, and fair compensation and relief shall be provided for the loss and harm caused and trauma or suffering inflicted. When the causes of relocation cease to exist, relocated peoples shall be brought back to their traditional lands.
- 6) The traditional access of indigenous peoples to the natural resources of their lands and territories shall be protected. They shall be made participants in the use, management and protection of local natural resources.
- 7) In the course of formulating policies, laws and plans relating to the use and management of the lands densely populated by indigenous peoples, adequate consultations shall be held with them to seek their consent.
- 8) Those lands that are under the traditional ownership and use of indigenous peoples which have not been surveyed and whose ownership was stated otherwise during the cadastral surveys of the past due to various reasons, or those lands which are mentioned as uncultivated or barren or public without identification or recognition of owners in survey field books shall be re-surveyed and their land ownership titles shall be distributed to the indigenous groups or individuals concerned.
- 9) Landless indigenous peoples shall be provided land with priority and ownership titles of land shall be issued to them.

## **Major programmes**

- (1) Amendment and execution of the policies and laws relating to the ownership and use of land, acquisition and transfer of ownership of land and property, compensation for land injustice contextualizing indigenous peoples;
- (2) Rehabilitation and empowerment of landless indigenous peoples like former bonded labourers, herders and domestic workers;

- (3) Scientific survey or mapping, re-examination of ownership and determination of community or indigenous lands;
- (4) Redistribution of land to poor and marginal landholders and victims of land injustice belonging to indigenous peoples;
- (5) Identification, remapping and management of ancestral lands and territories of indigenous peoples.

## Expected achievements

### By the end of the plan period:

Land ownership of all indigenous peoples is protected, all land disputes and conflicts are resolved and no one is landless.

## 4.9. Water resources

**Strategies:** (relevant ones among NPC-specified)

### Working policies

- 1) Public utilization of water resources shall be done systematically and reasonably with the consent of indigenous peoples, recognizing their traditional access to, and use of, water resources as well as their spiritual and cultural relationships with them.
- 2) A plan for the management, utilization and protection of watersheds, wetlands, water sources, springs, ponds, lakes, and other water resources as well as their ecology suitable to the geography and nature shall be formulated and implemented in consultation with, and with the cooperation of, indigenous peoples.

### Major programmes

- (1) Amendment of laws and policies for multipurpose development and multidimensional use of water resources, respecting the spiritual and cultural relationships of indigenous peoples with them;
- (2) Policy reforms relating to benefit-sharing of water resource management and utilization and water resource ecology protection, ensuring access of indigenous peoples and local people;
- (3) Formulation of policies relating to the use of lands in elevated riverbed or riverbanks for the welfare of poor indigenous peoples and local communities;
- (4) Review or formulation of policies on indigenous peoples' participation in integrated water resource management.

## Expected achievements

### By the end of the plan period:

- (1) Laws relating to water resources are amended and water resources are systematically and rationally utilized, strengthening indigenous peoples' spiritual and cultural relationships with them.
- (2) Indigenous peoples' participation in integrated management of the water resources of their territories has increased cent per cent.

## 4.10. Forest biodiversity and watershed

### Objective

- 1) To protect, rehabilitate and sustainably use forests, biodiversity and watersheds;
- 2) To distribute the benefits derived from forest, biodiversity and watershed heritage equitably.

### Strategies

- 1) Systematize indigenous peoples' access to forests and forest wealth for their prosperity and happiness;
- 2) Distribute the benefits derived from forest, biodiversity and watershed management equitably by institutionalizing gender equality and social inclusion.

### Working policies

- 1) To streamline indigenous peoples' journey towards prosperity and happiness, their traditional access to the forests and forest resources of their lands and territories shall be re-systematized with their free, prior and informed consent.
- 2) Arrangements shall be made for indigenous peoples to carry out their traditional religious and cultural activities in forest areas without hindrance;
- 3) Indigenous peoples' access to, participation in, and control over the protection, management, and use of all types of forests, conservation areas, wildlife reserves, wetlands, and other watersheds as well as biodiversity shall be increased.
- 4) Indigenous peoples shall be consulted while protecting and using specific plants or trees related to their religions and cultures.
- 5) Indigenous peoples shall be encouraged and mobilized to protect forests and biodiversity, along with preventing soil erosion, by using their traditional knowledge, skills, knowhow, and technology.
- 6) The forests in the areas densely populated by indigenous peoples that were owned, used and protected by them before the nationalization of forests shall be managed, protected and utilized through their forest user committees.

### Major programmes

- (1) Revision of laws, rules, regulations, and practices to ensure access of indigenous peoples to forests and forest resources and to allow them to perform their religious and cultural activities in forests without obstruction or harassment;
- (2) Policy (legal) reforms to enhance indigenous peoples' participation in the development and management of public, community, and leasehold forests;
- (3) Policy reforms relating to indigenous peoples' participation in the protection, management, development and use of national forests, parks, protected areas, reserves, Terai arc landscape, pasturelands, watersheds, and biodiversity;
- (4) Meaningful inclusion of indigenous peoples in forest user groups and committees and building their cooperatives relating to forest produce;
- (5) Policy formulation relating to special protection, management and use of trees, gardens and parks of spiritual and cultural values to indigenous peoples;

- (6) Enhancing the involvement of indigenous peoples in the development and extension of commercial communal farming of medicinal herbs and non-timber forest products;
- (7) Documentation, registration and use of the skills, techniques, sociocultural systems and intellectual property relating to forest management, soil erosion prevention and biodiversity improvement of indigenous peoples;
- (8) Amendment to the laws, rules, regulations, and policies relating to the protection and management of the forests under the ownership, protection and management of indigenous peoples before the nationalization of forests and the forests in the areas densely populated by indigenous peoples through their user committees;
- (9) Development of a cooperative-oriented community agricultural forestry system;
- (10) Equitable distribution of access to, and benefits of, genetic resources to indigenous peoples;
- (11) Technical and financial support for the protection, development and extension of private, collective or jointly-owned forests.

## Expected achievements

### By the end of the plan period:

- (1) The income of indigenous peoples has increased substantially as a result of improved access to forest resources as well as forest laws, rules and policies that are sensitive to indigenous people.
- (2) Indigenous peoples' spiritual and emotional satisfaction is heightened due to their increased religious and cultural activities in forest areas.

## 4.11. Mineral wealth

### Strategy

- 1) Revitalize and strengthen indigenous peoples' traditional practices relating to the extraction and use of mineral resources to broaden economic growth.

### Working policies

- 1) Procedures shall be established for holding consultations with indigenous peoples to determine the positive or negative impacts of mineral resource exploration and extraction projects on them prior to starting such project in their areas.
- 2) Indigenous peoples shall be provided with technical and financial support for operating mines, such as copper, iron ore, salt deposits, coal, gold, precious stone mines, that they used to operate in the past but now stopped due to various reasons.

### Major programmes

- (1) Amendment to the laws relating to investigation or exploration, extraction or exploitation, and use of mineral resources in the lands and territories predominantly inhabited by indigenous peoples;
- (2) Re-operation of mines once operated by indigenous peoples but now closed under modern management and commercialization of mineral products.

## Expected achievements

### By the end of the plan period:

Laws relating to sub-surface resources are amended, feasibility studies of traditional mines are conducted, and commercially viable mines are brought into operation with the participation of indigenous peoples concerned.

## 4.12. Education

### Objective

To produce citizens equipped with a quality, employment-oriented and useful education.

### Strategies

- 1) Make education inclusive, equitable, useful, multilingual and multicultural, and promote the use of mother tongue as the medium of instruction at basic level of education;
- 2) Make the education system and education programmes consistent with a quality, employment-oriented and useful education suitable to the situations, necessities and aspirations of indigenous peoples.

### Working policies

- 1) Child education shall be imparted in mother tongues by providing the children at child development centres with opportunities to learn in their mother tongues. Education in mother tongue shall be made mandatory from grades 1 to 3, and education in basic level (up to grade 8) shall be imparted in mother tongue (except Nepali and English), adopting the multilingual teaching system. For secondary level (grades 9–12), the policy of providing education in the first language (mother tongue), second language (official language) and third language (foreign language) shall be adopted. At this level, learning of employment-oriented languages like Arabic, Chinese, Hebrew, Japanese, Korean, Malaysian, etc shall also be encouraged.
- 2) Educational and reference materials shall be prepared at the local level with the support or assistance of local mother tongue experts to create an environment conducive to teaching in mother tongue.
- 3) The posts of mother tongue teachers shall be created in each school, local persons capable of teaching in mother tongues shall be appointed and mobilized as teachers and teacher training shall be provided to them.
- 4) Arrangements shall be made to provide non-formal education, including oral literacy, written literacy, post-literacy education, and lifelong education in mother tongue. For this purpose, textbooks, educational materials, reference materials, along with offline (CD, DVD) and online materials, shall be prepared in mother tongues.
- 5) Children's literature programmes shall be organized in mother tongues. A multilingual book corner and an e-library, if possible, shall be established in each school.
- 6) Textbooks, auxiliary/supplementary educational materials, children's literature, electronic materials, and other educational materials for teaching and learning activities in formal, non-formal and informal education in mother tongues shall be developed with the assistance of mother tongue experts or knowledgeable persons and produced and distributed.



- 7) Arrangements shall be made to impart education to students of private schools and religious schools like *Ashram, Gompa, Gurukul, and Madarasa* in mother tongue.
- 8) Teaching and learning in mother tongue shall be encouraged in higher education. Multicultural education shall be promoted through textbooks, text materials, auxiliary/supplementary educational materials, literature, and other academic materials developed and produced in mother tongue.
- 9) Educational programmes and services shall be conducted incorporating indigenous peoples' histories, knowledge and technologies, value systems, and growing social, economic and cultural aspirations.
- 10) Indigenous peoples shall be encouraged to establish educational institutions and facilities or alternative parallel education system and institutions for quality education through the medium of mother tongue by fulfilling the government's minimum standards, and technical, material and financial support shall be provided to such institutions and systems or facilities.
- 11) Children and adolescents belonging to indigenous peoples whose school enrolment rate, class/grade retention rate, and primary cycle completion rate are low shall be provided mid-day meal, stationery, scholarships, and financial support for the family as cost opportunities for their learning continuation and improvement in educational attainment.
- 12) Special measures shall be adopted to improve access of educationally backward indigenous youths to higher technical education.
- 13) Institutional arrangements shall be strengthened for determining equivalence of technical and vocational qualifications of traditionally skilled indigenous peoples to make their skills in demand in the labour market, and opportunities such as distance education, open education, lifelong education, and formal education shall be expanded to further their skills and proficiency.
- 14) Multicultural universities shall be established for multilingual development and teaching, promotion of multicultural education, and linguistic, cultural and academic advancement.

### Major programmes

- (1) Mother tongue-based child development centres
- (2) Strengthening and extension of multilingual education
- (3) Development, production and publication of multicultural curricula, textbooks, and auxiliary/supplementary educational materials, children's literature, and management or recruitment of teachers
- (4) Implementation of student financial and other essential support schemes and special support system for parents for continuation of education of children and youths of deprived, marginalized and endangered indigenous peoples
- (5) Special support for educational institutions and facilities or alternative education system and institutions providing quality education in mother tongues
- (6) Identification and strengthening of indigenous peoples' traditional educational or training institutions
- (7) Expansion of higher technical institutions and management of scholarship and educational loans to enhance access of educationally backward indigenous youths to higher technical education

- (8) Expediting the process of determining equivalence of technical and vocational qualifications of traditional knowledge, skills and efficiency of indigenous peoples
- (9) Special measures to enhance access to mobile skills development training, open education, distance education, lifelong education, and formal education to raise educational status and upgrade occupational or professional skills of indigenous peoples
- (10) Inclusive industrial development programmes
- (11) Establishment of at least one multicultural or multilingual polytechnic and open university in each province
- (12) Reforms or amendment to policies and laws to make school management and governance inclusive and efficient
- (13) Development and extension or expansion of special curricula, textbooks, text materials, pedagogy, and counselling facilities to improve learning outcomes of indigenous students.

## Expected achievements

### By the end of the plan period:

- (1) All indigenous children have attained basic education in mother tongue and, as a result, their access to secondary and higher education has improved because of enhanced learning ability.
- (2) All indigenous youths have obtained certificates of equivalence of qualifications of their occupational or professional skills or abilities and formal training and education for expediency to enter the labour market and full use of improved productivity.
- (3) Indigenous youths have become energetic, productive and creative due to their enhanced access to educational opportunities.

## 4.13. Health and nutrition

### Objective

To make indigenous peoples' access to all types of health services unconstrained and friendly.

**Strategies:** (relevant ones among NPC-specified)

### Working policies

- 1) Adequate availability of health services to indigenous peoples of all regions and socioeconomic status shall be ensured. In addition to extension of government health services, technical, material and financial support shall be provided to indigenous peoples if they want to design and deliver such services under their own responsibility and control to enjoy the highest attainable standard of physical and mental health.
- 2) Free health insurance shall be provided to all indigenous peoples.
- 3) Expansion of health services shall be done, making them community-based as far as possible. Such services shall be planned and administered with the participation of indigenous peoples, considering their economic, social, cultural, and geographic conditions as well as their prevailing traditional preventive care, healing practices and medicines.
- 4) Traditional medicines and medicinal herbs, animals, minerals, and other traditional healthcare/healing practices shall be protected, promoted and modernized to make healthcare accessible and affordable to all. In the same vein, *Amchi* system and other traditional, alternative or

complementary healthcare system shall also be promoted to make all kinds of healthcare available and effective.

- 5) The employment and training of the local community health workers shall be prioritized and emphasis shall be laid on basic health services by closely linking them with the healthcare services at different levels.
- 6) Free healthcare services of all types and levels shall be provided to socioeconomically marginalized, minority and endangered indigenous peoples and people of remote and difficult areas.
- 7) Financial support shall be provided to poor indigenous persons for the treatment of both acute or communicable diseases and chronic or complicated diseases and mental illnesses.
- 8) Communities and health service institutions shall be mobilized to make indigenous peoples' sexual and reproductive health and child healthcare easily available, of better quality and effective.

### Major programmes

- (1) Improvement of health service management for inclusive, effective, and sensitive and responsive health service delivery.
- (2) Expansion of community health services and mobilization of indigenous health workers
- (3) Arrangement of free health service or treatment of all types of diseases for poor, marginalized and endangered indigenous peoples
- (4) Promotion of indigenous peoples' traditional, alternative, complementary treatment or healing systems, prophylactic measures, psychotherapy, *Amchi* system of healthcare, and other traditional healthcare institutions
- (5) Indigenous human resource development programmes for affordable, effective and quality health service delivery at all levels of the state
- (6) Indigenous peoples-centred health insurance for the increment in their access to health services
- (7) Promotion of traditional production of herbal medicines and drugs from mineral and animal substances
- (8) Financial support for the treatment of severe diseases to all indigenous persons except the affluent ones
- (9) Supply of healthy and nutritious food and nutrition education targeting poor and marginalized indigenous peoples
- (10) Establishment of national centres for reducing health inequality.

### Expected achievements

#### By the end of the plan period:

- All indigenous peoples are receiving healthcare services without obstructions.
- Poor indigenous peoples with severe diseases are receiving financial support for the treatment of their diseases.
- All indigenous peoples are covered by health insurance and their health status has improved significantly.

## 4.14. Drinking water and sanitation

**Strategies** (relevant ones among NPC-specified)

### Working policy

- 1) Clean and quality drinking water and basic sanitation shall be provided to all indigenous families.

### Major programmes

- (1) Improving drinking water and basic sanitation services, targeting indigenous families
- (2) Reform of policies and practices relating to effective protection of rivers, rivulets, water sources, ponds, lakes, wetlands, and watershed areas and environment management.

## Expected achievements

### By the end of the plan period:

- (1) All indigenous families are receiving drinking water of basic level, and 30 per cent of them are receiving drinking water of improved quality (high and medium level).
- (2) Eighty per cent of areas predominantly inhabited by indigenous peoples are declared open defecation-free areas and activities polluting water sources and watersheds are fully controlled.

## 4.15. Youth

### Objectives

- 1) To improve skills and capabilities of youths.
- 2) To make youths industrious, employment-oriented and self-reliant/self-employed.

### Strategies

- 1) Expand opportunities of technical and vocational skill development.
- 2) Encourage youths to start and run enterprises and occupations.
- 3) Promote occupations, enterprises and industries run or managed by youths.
- 4) Enhance access of youths to financial resources.
- 5) Ensure inclusive and meaningful participation of youths in policy decision-making to implementation at all three levels of government.

### Working policies

- 1) The capacity, skills, proficiency, and productivity of indigenous youths shall be increased rapidly, and they shall be gradually employed in decent work.
- 2) All unemployed indigenous youths shall be involved in youth self-employment programmes.
- 3) Scholarships, educational loans and special motivational support shall be provided to poor, marginalized and endangered indigenous youths for pursuing a higher education that is useful to life.
- 4) Proportional inclusion of youths in state structures shall be ensured, taking account of their diversity.

### **Major programmes**

- (1) Special programmes for capacity development and productivity enhancement of indigenous youths
- (2) Youth self-employment and youth enterprise support programme for unemployed indigenous youths
- (3) Motivational support for higher education to youths belonging to poor, marginalized and endangered indigenous peoples
- (4) Indigenous youth cooperative or entrepreneurial campaigns
- (5) Proportional inclusion of indigenous youths in state structures

### **Expected achievements**

#### **By the end of the plan period:**

The occupational and practical capacities, skills, proficiencies, and productivity of 1.5 million indigenous youths have increased and they have become active participants in different fields of national life.

### **4.16. Women**

#### **Objective**

To ensure equal access of women to resources, opportunities and benefits by promoting their equal innovative and leadership roles for economic prosperity and sustainable development.

#### **Strategies**

- 1) Formulate sectoral policies, laws and programmes relating to gender equality by all levels and sectors.
- 2) Institutionalize a gender-responsive governance system in all levels of government, sectors and agencies or institutions.
- 3) Economically empower and socially transform indigenous women, giving utmost priority to the economically deprived and socially backward among them.

#### **Working policies**

- 1) The legal provisions of proportional inclusive representation of women shall be amended, taking account of their identity and diversity.
- 2) Special targeted programmes of social, economic and cultural empowerment shall be implemented, taking indigenous women's identity and diversity into account.
- 3) The right to information and education in mother tongue or local language shall be ensured in practice for indigenous women.
- 4) The products of indigenous women based on their traditional occupations, skills and knowledge shall be promoted and special arrangements shall be made for the branding, packaging, community certification of quality standards, and marketization or commercialization of such products.
- 5) Special programmes shall be launched to raise indigenous women's proportion in managerial positions.

- 6) The access of indigenous women from remote and inaccessible areas to reproductive health shall be increased by adopting special measures.

### **Major programmes**

- (1) Amendment to laws and rules to make women's inclusive representation proportionate to the diversity of women
- (2) Identity- and diversity-based women-targeted socioeconomic empowerment programmes
- (3) Reforms of laws and policies to enable indigenous women to receive information and education in their mother tongues
- (4) Promotion and commercialization and marketization of products of indigenous women
- (5) Indigenous women-targeted management and leadership development training and orientation
- (6) Special programmes on reproductive health to enhance access of women of remote and inaccessible areas to such services.

### **Expected achievements**

#### **By the end of the plan period:**

- (1) Laws, regulations and policies are reformed or amended to ensure the rights and serve the interests of indigenous women, and a large number of indigenous women are empowered socially, culturally and economically and, as a result, their representation has improved.
- (2) Reproductive health (maternal mortality rate, pre- and post-natal care, institutional delivery) of indigenous women of remote areas has improved dramatically.

## **4.17. Children and adolescents**

### **Objectives**

- 1) To protect and promote the rights of children and adolescents.
- 2) To eliminate all forms of violence, including physical and mental violence, discriminations, mistreatment, exploitation and neglect, against children and adolescents.

### **Strategies**

- 1) Increase access of children to early child development for their mental, emotional and physical development.
- 2) Eliminate all forms of violence against children and adolescents and keep them safe.
- 3) Provide protection and security to helpless, orphan, disabled, weak and abandoned and unclaimed children and adolescents.
- 4) Eliminate all forms of child labour.

### **Working policies**

- 1) Family conditions and situations of indigenous children compelling them to engage in physical labour shall be identified and measures shall be adopted to bring total changes in such conditions or situations.

- 2) A clean and fair environment that motivates indigenous children and adolescents to name themselves in dignified terms in their own mother tongues, inspires them to learn basic education in their own mother tongues, and encourages them to lead life according to their own traditions and cultures shall be created.
- 3) An environment that ensures that indigenous children and adolescents enjoy their rights guaranteed by the country's Constitution and national and international laws at par with non-indigenous children and adolescents shall be built.
- 4) Intellectual and emotional development and growth of self-esteem of indigenous children and adolescents shall be realized through infant care and child development services and multilingual and multicultural education.

### **Major programmes**

- (1) Eradication of indigenous child labour programme
- (2) Identity strengthening of indigenous children and adolescents
- (3) Reforms of laws and practices for the prevention of discrimination, abuse and ill-treatment of indigenous children and adolescents
- (4) Protection of the rights of indigenous children and adolescents
- (5) Special arrangements for the intellectual and emotional development and growth of self-esteem of indigenous children and adolescents and promotion of social harmony.

### **Expected achievements**

#### **By the end of the plan period:**

Child labour among indigenous peoples has been eliminated and an environment to live, get education and enjoy facilities with dignity is built.

### **4.18. Senior citizens**

#### **Objective**

To provide essential services and facilities to senior citizens.

#### **Strategy**

- 1) Build a caretaking, nurturing and appropriate environment for senior citizens through familial and social and institutional means.

#### **Working policy**

- 1) Social security and protection, including senior citizen allowance, caretaking service, various support, free healthcare or treatment and public service facilities, shall be extended to indigenous senior citizens above the age of 60.

### **Major programmes**

- (1) Special programmes on social security and protection of indigenous senior citizens.

### **Expected achievements**

By the end of the plan period:

All indigenous senior citizens above the age of 60 are receiving social security and protection services.

#### 4.19. Persons with disability

##### Objective

- 1) To socioeconomically empower persons with disability.

##### Strategies

- 1) Review laws and policies on the rights of persons with disability.
- 2) Create an environment of easy access, availability and opportunity to persons with disabilities by making disabled-friendly physical infrastructures.

##### Working policies

- 1) Special support shall be provided to the families of persons with disability for their special care, nourishment, education and healthcare.
- 2) Decent employment shall be guaranteed to persons with disability of indigenous origin.
- 3) Representation of persons with disability in all state institutions shall be ensured, addressing their identities and diversity.

##### Major programmes

- (1) Special support for the families of persons with disability for special care, nourishing, education and healthcare.
- (2) Decent employment of persons with disability of indigenous origin.
- (3) Amendment to laws and regulations relating to representation of persons with disability, addressing their specificities, identity and diversity.

#### Expected achievements

##### By the end of the plan period:

- (1) All indigenous families having members with disabilities are receiving special support for the care of disabled members;
- (2) All indigenous persons with disabilities are employed in decent jobs.

#### 4.20. Sports

##### Objective

To mainstream sports in all spheres.

##### Strategies

- 1) Build, protect and upgrade sports infrastructure with the coordination and cooperation of governments of all levels.
- 2) Make arrangements for the identification, capacity and skills development, encouragement and motivation of promising sportspersons.



### **Working policies**

- 1) Physical structures and essential sports infrastructure shall be built to re-popularize and promote indigenous peoples' traditional sports.
- 2) Indigenous sportspersons shall be encouraged, motivated and rewarded in various ways.

### **Major programmes**

- (1) Identification, protection and promotion of indigenous peoples' traditional sports
- (2) Training and encouragement to sportspersons of indigenous traditional sports
- (3) Construction of physical infrastructures of sports for organizing traditional indigenous sports.

### **Expected achievements**

#### **By the end of the plan period:**

- (1) At least 50 indigenous traditional sports have been revived and promoted;
- (2) At least 30 sports infrastructures (competition space, playground, covered hall) have been constructed.

## **4.21. Social security and protection**

### **National goal**

To make Nepal a welfare state.

### **Objective**

To provide social security and protection to all citizens to build a civilized and just society.

### **Strategies**

- 1) Provide social justice by making social security and protection and public services available to deprived, marginalized and endangered indigenous peoples.

### **Working policies**

- 1) Free medical treatment and other healthcare services, special mother-child care, free quality education, nutrition and food security, safe home, employment and occupational security, and other social security and occupational benefits shall be provided to deprived, marginalized and endangered indigenous peoples.
- 2) Life subsistence allowance and support shall be provided to all persons with disability.

### **Major programmes**

- (1) Extension of social security programmes, focusing on deprived, marginalized and endangered indigenous peoples
- (2) Campaigns for increasing indigenous peoples' participation in special social security and protection schemes
- (3) Life subsistence allowance and assistant support distribution to persons with disability

- (4) Elimination of discrimination and malpractices in the delivery of social security facilities, including the distribution of integrated social security package.

## Expected achievements

### By the end of the plan period:

All deprived, marginalized and endangered indigenous peoples are receiving essential social security and protection benefits and facilities and are experiencing preliminary level of social justice.

## 4.22. Modern Infrastructure

### Strategy

- 1) Ensure meaningful participation of indigenous peoples in all stages of development process in the course of administering and implementing physical infrastructure development projects in their ancestral or densely populated areas.

### Working policies

- 1) A system of indigenous peoples' participation in the formulation, implementation and evaluation of national, regional and local development projects and programmes that affect their ways of life, belief systems, institutions, spiritual welfare, lands, social and cultural progress and involve them with priority in decision-making shall be introduced and, thus, the exercise of the right to self-determined development of indigenous peoples shall be institutionalized.
- 2) Assessment and evaluation studies on the social, spiritual, cultural and environmental impacts of development projects on indigenous peoples and their territories shall be conducted with the effective participation of indigenous peoples concerned.
- 3) Modern facilities like parks, gardens, etc, shall be developed in open spaces, grass fields, barren lands, shrub lands, common lands, and other spots of indigenous peoples' ancestral areas and natural surroundings with their participation, advice, consent and approval.

### Major programmes

- (1) Reform of laws, regulations, policies and directives regarding the formulation, implementation and evaluation of development projects in line with international laws and rights-based development principles and approaches
- (2) Policy reforms in relation to indigenous peoples' participation in social, spiritual, cultural, economic and environmental impact study of projects
- (3) Development of infrastructures and facilities or amenities in unused and open spaces in the areas of indigenous peoples with their consent.

## Expected achievements

### By the end of the plan period:

Indigenous peoples' right to self-determined development has been realized and development with justice has been institutionalized.

## 4.23. Hydroelectricity

### Objective

To ensure hydroelectricity supply to each house in the country.

### Strategy

- 1) Make hydroelectricity production, extension and distribution projects and services just and useful to indigenous peoples.

### Working policies

- 1) The provisions/arrangements of obtaining free, prior and informed consent of indigenous peoples, including local communities, before starting a survey and before the construction of hydropower development, extension and distribution projects, and providing compensation for the loss suffered by the families, if displaced, shall be made effective.
- 2) Round-the-clock electricity supply to all houses of indigenous peoples throughout the country shall be ensured.
- 3) Fifty per cent exemption on electricity bills shall be given to the families of deprived, marginalized, minority and endangered indigenous peoples.

### Major programmes

- (1) Revision of the laws and policies on hydropower development, extension and distribution
- (2) Reform of laws, regulations and policies on indigenous peoples' free, prior and informed consent and compensation
- (3) Electricity supply to all houses of indigenous peoples and some concessions on electricity charges to specific families.

## Expected achievements

### By the end of the plan period:

Hydropower development and distribution has become just and electricity is available round-the-clock to all houses.

## 4.24. Transportation infrastructure: road

### Strategies

- 1) Construct and extend road transportation infrastructure without causing loss or damage to houses, lands, religious, archaeological and historical sites and heritage.
- 2) Connect extremely remote and inaccessible areas through safe transport facilities and other modern development infrastructure.

### Working policies

- 1) Transportation infrastructures, including roads, which may cause damage or loss to indigenous peoples' homelands, houses, settlements and spiritual, cultural, archaeological and historical heritage shall not be developed, and if construction or reconstruction is essential, action shall be taken for solution only after obtaining free, prior and informed consent of the indigenous peoples concerned.

- 2) Modern and safe transportation facilities shall be provided to the people of geographically remote and inaccessible areas by extending road networks with priority.
- 3) The naming of the highways, public ways and important roads shall be done equitably from the names of indigenous historical or literary personalities and martyrs, along with national figures.
- 4) The old names of roads, ways and paths shall be restored with the suggestions, advice and consent of indigenous peoples concerned.

### **Major programmes**

- (1) Reforms of transportation infrastructure development policies
- (2) Extension of safe road networks in remote and rugged areas
- (3) Naming the postal highway as Nathu Danuwar, vice-commander of the Nalapani War (Nepal-British war at Nalapani), one of the great historical personalities and a great patriot
- (4) Adoption of the policy of naming major roads appropriate to cultural diversity
- (5) Rehabilitation of old names of old roads, ways, paths and trails.

### **Expected achievements**

#### **By the end of the plan period:**

- All the processes of road construction and extension are indigenous peoples-friendly.
- Remote and rugged areas are connected by road networks.
- Transportation facilities are available within 15 minutes' walking distance.

## **4.25. Communication and information technology infrastructure**

### **Objectives**

- 1) To expand easy access to and use of communication and information technology to all citizens.
- 2) To increase the number of informed and civilized indigenous peoples by improving access to communication and information technology.

### **Strategies**

- 1) Expand the access to telecommunication and broadband services throughout the country.
- 2) Enhance the access of indigenous peoples to communication and information technology.
- 3) Develop and promote the cinema sector as an industry by developing infrastructure.

### **Working policies**

- 1) Effective measures shall be adopted to ensure adequate reflection of indigenous peoples' aspirations and sentiments as well as diversity of opinions and cultures in government-owned communication media. Private communication media shall be encouraged to reflect indigenous peoples' cultural diversity in their publications and broadcasts.
- 2) Incentives shall be provided to those mass communication media that publish or air information, education and recreation or entertainment materials or programmes one-third of their space or air time in the mother tongues of indigenous peoples.
- 3) The access of indigenous peoples, including indigenous women, to the internet and other information and communication technology shall be increased rapidly.

- 4) Support shall be provided for the production and distribution of audio-visual materials like films, documentaries, and other information and education materials produced in mother tongues or other appropriate languages to raise awareness or enhance knowledge of indigenous peoples.
- 5) Regular material and financial support shall be extended to indigenous film festivals as incentive.

### **Major programmes**

- (1) Reforms of the policies and programmes of communication and dissemination of the government media
  - a. Revision and rectification of the government's media communication and dissemination policies to adapt to cultural diversity and specificity.
  - b. Reforms of the content, time and programmes of government media.
  - c. Extension of the time and media for the dissemination, publication and broadcasting of indigenous peoples' cultures, conditions, problems, issues, interests, concerns, and opinions.
  - d. Dissemination and publicity of real, factual, unbiased, non-partisan public welfare messages, information or opinions from government and nongovernmental print and electronic media.
- (2) Encouragement and incentives to communication media that disseminate or air education, information and entertainment programmes in indigenous languages.
- (3) Scheme for increasing internet access of indigenous peoples.
- (4) Production and dissemination of audio-visual, electronic and print materials in mother tongues or appropriate languages for raising awareness and increasing knowledge of indigenous peoples.
- (5) Technical and material support and financial grant to indigenous film production, demonstration, exhibition and festival organization.
- (6) Formation of a federal communication commission for equitable distribution of licences of electro-magnetic frequencies and media regulation to enhance access of those who have no access to electro-magnetic media and other media to promote diversity and inclusion in airwaves, promote diversity and inclusion in programme production, empower powerless peoples, and to manage media persons, editors and reports in a way that represents diversity.

### **Expected achievements**

#### **By the end of the plan period:**

The coverage of cultures, concerns and opinions, and mother tongue materials of indigenous peoples has increased two folds and the number of internet user indigenous families has increased by four times (from the baseline of 7.2% in the hills and 0.7% in the Tarai).

## 4.26. Rural development

### Objective

- 1) To make rural life simple, easy, comfortable and productive.

### Strategy

- 1) Make modern infrastructure available to all by making rural development activities directed towards the empowerment of the poor, neglected and marginalized people.

### Working policies

- 1) Indigenous peoples' coercion-free consent and voluntary and active participation shall be ensured while formulating, implementing and evaluating rural development projects that affect their ways of life, cultures, spirituality, historical heritage and livelihoods.
- 2) Adequate and meaningful participation of indigenous peoples at village or ward level shall be ensured while discussing and taking decisions on subjects of public and development concern, as well as while organizing public hearings and social audit programmes.
- 3) Proportional inclusion and participation of indigenous peoples concerned shall be ensured in all types of user groups or committees, school management committees and other groups, committees, forums, and centres.
- 4) Poverty reduction, raising human dignity, cultural development and road construction, clean drinking water supply, improvement in education and health services, language and script development, implementation of multilingual education, protection and promotion of cultural heritage, electricity supply, environment protection and social security shall be implemented with highest priority by provincial and local governments.
- 5) Social audit shall be conducted every four months by keeping the process free of political influences or interventions and, in social audit reports, beneficiaries and amount of benefit shall be made public.
- 6) Office boards and information boards of all offices shall be kept in indigenous or local languages and scripts for easy understanding by local people.

### Major programmes

- (1) Deprived or poor indigenous peoples and local communities, women and persons with disability-centred rural development projects
  - a. Infrastructure development projects
  - b. Employment-oriented programmes
  - c. Awarding contracts of rural infrastructure-building projects to companies or groups owned by indigenous peoples
  - d. Multilingual education
- (2) Meaningful participation of indigenous peoples in the formulation, implementation and evaluation of rural development programmes or projects

- (3) Strengthening of rural services delivery
- (4) Poverty reduction, human dignity enhancement, and cultural development programme
- (5) Developing practices of regular public hearing and social audit and regular publication of list of beneficiaries with amount benefitted to maintain transparency and accountability
- (6) Improving indigenous peoples' participation and representation in rural services and development institutions
- (7) Indigenous peoples' capacity development programmes
  - a. Establishment and expansion of polytechnic institutions
  - b. Mobile vocational training programme
  - c. Special support programme for trainees

## Expected achievements

### By the end of the plan period:

Development processes are fully oriented towards meeting the needs and aspirations of the poor, neglected, marginalized and endangered groups and peoples and their share in development benefits has increased substantially.

## 4.27. Housing and settlement development

### Objective

- 1) To build or upgrade to appropriate, safe, environment-friendly, and easily obtainable decent homes.

### Strategy

- 1) Arrange safe, affordable and environment-friendly decent homes for families belonging to low economic status, Dalits, Muslims, and endangered and marginalized indigenous peoples and communities and disaster-prone areas.

### Working policies

- 1) Safe as well as environment- and culture-friendly housing facilities shall be provided to poor, vulnerable, marginalized and endangered indigenous families and families having persons with disabilities as member.
- 2) Settlements shall be developed by building cultural heritage and norms-appropriate and safe houses for indigenous peoples who are victims of earthquakes, floods, landslides, fire outbreaks, and other natural disasters and are homeless or lack safe homes.

### Major programmes

- (1) Construction of safe as well as culture- and environment-friendly homes for poor, vulnerable, marginalized and endangered indigenous families
- (2) Reform or revision of settlement development policies and plans

## Expected achievements

### By the end of the plan period:

Disaster-afflicted, poor, marginalized, minority, endangered indigenous families, and families having persons with disability as member are identified and have received safe as well as culture- and environment-friendly homes.

## 4.28. Reconstruction/Renovation

### Objective

- 1) To reconstruct private houses and public physical infrastructure.

### Strategy

- 1) Reconstruct and improve private houses and public physical infrastructure and make them earthquake-resistant.

### Working policies

- 1) The reconstruction works of earthquake-damaged *Gompa* and other buildings and artefacts of religious and cultural heritage of indigenous peoples shall be completed.
- 2) Safe as well as culture- and environment-friendly decent homes shall be constructed for the families of indigenous peoples that have been badly affected by earthquakes or lack resources or are vulnerable to disaster risks or have single women or persons with disability.

### Major programmes

- (1) Reconstruction of damaged or partially damaged *Gompas*.
- (2) Repair and reconstruction of destroyed or partially destroyed spiritual and cultural heritage (physical structures).
- (3) Construction of safe and culture- and environment-friendly decent homes and buildings and earthquake-damaged physical infrastructure.

## Expected achievements

### By the end of the plan period:

All *Gompas* and structures and objects of cultural heritage are renovated or rebuilt and safe as well as culture- and environment-friendly decent homes and buildings are built for all indigenous single women families and families having persons with disability.

## 4.29. National unity and dignity/recognition

### Objective

- 1) To recognize the identity of indigenous peoples for national unity.

### Strategy

- 1) Strengthen national unity by making power relations equal and dignified between indigenous peoples and other established and dominant groups, including castes.



## Working policies

- 1) Psychological and emotional unity of all people shall be established through equitable or fair distribution of state resources and opportunities, equality-oriented state actions, just systems, recognition and respect of diverse identities, multidimensional inclusion, and easily available justice.
- 2) Indigenous peoples' cultural heritage, traditional knowledge and technology, cultures, human and genetic resources, seed, medicines and drugs, customs, languages, literature, arts, traditional sports, and visual, demonstrational, expressive and performance arts shall be protected, promoted and developed, and intercultural understanding shall be enhanced by protecting their intellectual property right on their cultural heritage, traditional knowledge and traditional cultural expressions.
- 3) Social harmony and solidarity shall be increased by developing new power relations between different castes or ethnicities, groups or communities, improving prevalent unequal power relations between them.
- 4) Special measures shall be adopted to foster unity in diversity for the protection of the institutions, property, labour, languages, festivals, celebrations, environment and persons of indigenous peoples.
- 5) Educational measures shall be adopted for eliminating prejudices against indigenous peoples. Inter-group/caste/ethnic amity shall be increased, ensuring dissemination of clear, realistic and knowledgeable delineations of societies and cultures of indigenous peoples in textbooks and educational materials of history and social education.
- 6) Immediate reforms shall be initiated to identify and change laws, policies and practices that hinder national unity.

## Major programmes

- (1) Establishment and promotion of emotional unity among people
  - a. Media programme for the promotion of diversity
  - b. Promotion of positive factors that enhance emotional unity among people
  - c. Elimination of drivers of discrimination, exclusion and deprivation
  - d. Promotion of pluralism, sources of diversity, reconciliation, mutual respect, tolerance and foundation of democracy
- (2) Enhancing intercultural understanding
- (3) Growth of social amity/harmony and solidarity
  - a. Respect and promotion of individual and collective rights
  - b. Equal participation in decision-making process
  - c. Empowerment of powerless and resource-deprived communities
  - d. Guarantee of social justice
- (4) Special protection and promotion of indigenous peoples' social, economic, cultural, spiritual and environmental specificities and features to foster unity in diversity

- (5) Fulfilment of basic needs of endangered indigenous peoples for dignified life
- (6) Rectification of negative and prejudiced portrayal of indigenous peoples in textbooks and educational and information materials
- (7) Total change in laws, regulations, policies and practices that pose obstructions to national unity

## Expected achievements

### By the end of the plan period:

National unity deepened to a considerable extent due to emerging new power relations and understanding among diverse social, cultural, linguistic, religious, and regional groups.

## 4.30. Human rights

### Objective

- 1) To ensure the rights of marginalized and deprived indigenous peoples, communities and classes, sexual minorities, persons with disability, and people of backward areas.
- 2) To guarantee the protection, promotion, respect and exercise of human rights.

### Strategies

- 1) Strengthen democracy by safeguarding and freely allowing exercise of the rights founded by the Constitution of Nepal and international laws without discrimination and obstacles.
- 2) Fulfil the obligations created by the international conventions relating to human rights, executing and exercising human rights as a culture.

### Working policies

- 1) Democracy shall be strengthened by adopting every measure for the free exercise and enjoyment of human rights and fundamental freedoms of indigenous peoples guaranteed by the Constitution and laws of Nepal and international laws without discrimination and obstacles, and an environment shall be created for non-discrimination between gender or sexes in exercising such rights and freedoms.
- 2) Collective rights recognized by international laws shall be promoted for strengthening participatory democracy, taking into consideration the mandatory nature of such rights to indigenous peoples for their existence, welfare and dignity.
- 3) Consultations shall be held with the traditional or representative organizations of indigenous peoples while considering legal or administrative actions that may directly affect them. A system of seeking free, prior and informed consent of indigenous traditional or representative organizations while making decisions on such matters shall be developed.
- 4) The habitats and ancestral areas of marginalized, minority, highly marginalized and endangered indigenous peoples shall be institutionalized as autonomous or protected or special areas for their empowerment, poverty reduction, linking with modern infrastructure, feelings of equality and overall development and, thus, their rights to autonomy and self-determined development shall be respected/recognized, complying with constitutional provisions.
- 5) All the provisions of laws that discriminate against indigenous peoples and hinder or obstruct their rights and welfare shall be identified and amended or removed accordingly.

## Major programmes

- (1) Strengthening of democracy through the guarantee and unhindered exercise of indigenous peoples' human rights, including their collective rights.
- (2) Enactment of policy and regulatory provisions for the representation of indigenous peoples' representatives in the legal formulation and decision-making processes that directly affect indigenous peoples.
- (3) Formulation and enforcement of laws and regulations relating to fair consultations with indigenous peoples and their free, prior and informed consent.
- (4) Formulation and enforcement of laws relating to the establishment of autonomous areas, protected areas and special areas in ancestral lands of marginalized indigenous peoples for the exercise of their self-government rights and right to self-determined development.
- (5) Amendment to laws for rapid actions for the violations of indigenous peoples' rights.
- (6) Institutional development, strengthening and capacity development of Indigenous Peoples Commission and Tharu Commission.

## Expected achievements

### By the end of the plan period:

Indigenous peoples are enjoying their rights without obstacles and symptoms of deepening democracy have become visible, among others, through the free exercise of their rights.

### 4.31. Judiciary

#### Objective

- 1) To improve access of indigenous peoples to justice.

#### Working policies

- 1) Indigenous peoples' customary laws and traditional judicial institutions shall be identified and documented.
- 2) Adequate attention shall be paid to the customary laws of indigenous peoples while formulating laws and regulations at all levels of government.
- 3) The access of indigenous peoples to justice shall be enhanced by retaining or reviving customary laws and traditional judicial institutions of indigenous peoples to the extent that they do not contradict the provisions of human rights and fundamental freedoms stipulated in national and international laws.
- 4) Customary practices like mediation, reconciliation, negotiation and open justice dispensation processes shall be promoted to prevent, solve or resolve conflicts, disputes, differences and unsocial or unjust acts in society and community.
- 5) Traditionally practised methods of penalizing members for certain types of offences by indigenous society shall be respected if they are consistent with the national legal system and internationally recognized human rights.
- 6) Attention shall be paid to the economic, social and cultural characteristics while imposing penalties as prescribed by the common law on the members of indigenous peoples.

## Major programmes

- (1) Documentation of indigenous peoples' customary laws and traditional judicial institutions
- (2) Incorporation of provisions in the federal, provincial and local-level laws and rules on customary laws and traditional judicial institutions.
- (3) Use of customary laws and judicial institutions for enhancing access to justice at all three levels of state structures.
- (4) Reform of legal provisions (especially in civil and criminal codes) for regulating offences by indigenous peoples, accommodating customary methods of penalization.
- (5) Reform of *pro bono* legal service and free legal assistance programme

## Expected achievements

### By the end of the plan period:

The access of indigenous peoples to justice improved considerably because of speedy, affordable, impartial, simple, approachable, and culturally-sensitive justice system.

## 4.32. Governance reform

### Objective

- 1) To enhance public participation and public faith in administration by making actions and functions of public institutions and agencies transparent, accountable, amicable and technology-friendly.

### Strategy

- 1) Initiate organizational, legal, systemic and practice-related reforms to make government's activities and actions transparent and effective.

### Working policies

- 1) State structure and administrative mechanisms shall be made proportionally inclusive and responsible to the people.
- 2) Any type of publicity or propaganda targeted against indigenous peoples to promote caste/ethnic discrimination or instigate caste/ethnic hostilities shall be totally controlled.
- 3) Institutional and legal arrangements shall be made for the participation of indigenous peoples in decision making that affects them in any elective institutions or administrative bodies through their representatives chosen by their own procedures and institutions to enhance national solidarity, peace and stability.
- 4) Measures shall be taken to facilitate cross-border contacts and cooperation, particularly in economic, social, cultural, spiritual and environmental fields, between indigenous peoples divided by modern national borders.
- 5) Different measures shall be adopted to enhance the practice of participation of indigenous peoples' representatives and voicing their agendas or concerns at the meetings of organizations, committees, forums, assemblies, and public hearings and ward citizens' programmes, activities of village service centres, and development plan activities and discussions.

- 6) Autonomous areas and protected areas shall be established and equipped with resources to allow indigenous peoples to exercise their right to self-determination in relation to internal and local affairs; implement social, cultural and economic development of their communities and territories; and manage self-rule in their areas.
- 7) Material, financial and technical resources shall be provided to indigenous peoples' traditional and representative organizations for the full development of their initiatives.

### **Major programmes**

- (1) Amendment to laws to make state structures and administrative mechanisms proportionally inclusive
- (2) Enactment of law to control publicity and propaganda that incite caste/ethnic discrimination and hatred and inflame caste/ethnic and religious hostilities
- (3) Amendment to laws and rules for the provisions of indigenous peoples' representation in elective institutions and administrative bodies and nongovernmental entities of all levels to present their views or concerns and agendas
- (4) Revision of the laws, regulations and practices relating to cross-border contacts of indigenous peoples
- (5) Enactment of, and amendment to, the laws and rules relating to the participation of indigenous peoples in the institutions, programmes, and activities of development plans of local level
- (6) Institutionalization and strengthening of autonomous areas, protected areas and special areas for marginalized and endangered indigenous peoples
- (7) Formulation of a separate law relating to the registration of indigenous peoples' traditional and representative organizations
- (8) Special support to indigenous peoples' traditional and representative organizations to implement various programmes
- (9) Strengthening of commissions, foundations and academies to make them fully functional, effective and efficient to promote and invigorate social, cultural, linguistic, religious and caste/ethnic diversity, characteristics and inclusion

### **Expected achievements**

#### **By the end of the plan period:**

- (1) Administrative structural anomalies are removed to a considerable extent and indigenous peoples are empowered in terms of increasing access to services and facilities.
- (2) Inter-caste/ethnic and inter-regional amity and cordial relationships are improved significantly.

### **4.33. Administrative good governance**

#### **Objective**

- 1) To make development processes effective by making administrative services transparent, reliable, accessible, efficient and accountable.

## **Strategies**

- 1) Make public services and service delivery processes free of discrimination and corruption, efficient, transparent and fully responsive.

## **Working policies**

- 1) Discrimination and prejudice based on ethnicity/caste, language, descent, kinship, economic status, education, political affiliation, physical condition, region or territoriality and geography in public service delivery shall be eliminated totally.
- 2) Citizens' satisfaction shall be enhanced through radical changes in the insensitive, harsh, intimidating, lethargy-like attitudes and behaviours of service providers towards service seekers.
- 3) Services of the state shall be brought to the level of satisfaction of service seekers by eliminating all forms of institutional, attitudinal, direct or indirect, visible or invisible discrimination and mistreatments against indigenous peoples on the basis of their ethnic origin, language, religion, culture, gender, disability, regional origin, political affiliation, lack of money, poor education and legal illiteracy.
- 4) The detrimental roles of middlemen shall be eliminated in service delivery.
- 5) The voices and opinions of indigenous peoples shall be appreciated by ensuring their meaningful proportional participation or proportional participation of delegates from their representative organizations to articulate their concerns, interests and opinions at all meetings, forums, gatherings and discussion or deliberation programmes of public concern and development plans organized by various governmental and nongovernmental entities of all levels.
- 6) The meaningful participation of local indigenous peoples in public hearings, social audits, citizen forums and other activities organized at local level shall be ensured to make local public services fair, transparent and responsible.
- 7) The proportional representation of indigenous peoples in all committees of all purposes of all levels shall be made mandatory and effective.
- 8) The system of child birth registration and distribution of citizenship and marriage certificates shall be made fully functional and practical in relation to indigenous peoples.
- 9) Information shall be provided in mother tongue to those service seekers who do not understand the official language.

## **Major programmes**

- (1) Amendment to laws and rules at all levels and issuance of directives to end discrimination and mistreatment against service seekers, including indigenous peoples
- (2) Formulation of laws to punish middlemen to protect service seekers
- (3) Formulation and implementation of special laws at all levels to control corruption, including bribery, in service delivery, employment, development and construction, and undue political interference and abuse of power or position
- (4) Restructuring, institutional strengthening and capacity development of administrative mechanisms, including service-providing or -delivering entities of the state

- (5) Policy decisions shall be made at all levels of government to regulate participation of indigenous peoples' traditional or representative organizations in the discussions or decision-making process relating to subjects of their concern, welfare and development
- (6) Adoption of various measures to increase indigenous peoples' participation in public hearings, social audits, citizens' forums and other activities of the local level
- (7) Reform of laws and practices relating to proportional representation of indigenous peoples in groups or committees of all levels formed for any purpose
- (8) Reform of the arrangements of birth registration, citizenship and marriage certificate distribution
- (9) Arrangement for providing information to service seekers in mother tongue
- (10) Extensive reform of the management practices of all governmental and semi-governmental bodies.

## **Expected achievements**

### **By the end of the plan period:**

Equitable share of indigenous peoples in development benefits is ensured considerably and unequal distribution system rectified to a significant extent.

## **4.34. Sustainable development and environment protection**

### **Strategy**

- 1) Lay emphasis on practical use of indigenous knowledge, culture and traditional practices to contribute to appropriate, sustainable, proportional or balanced management, development and protection of the environment.

### **Working policies**

- 1) Indigenous peoples' traditional knowledge, cultures and conventional practices shall be brought in practical usage for sustainable development with a healthy environment and protection and improvement of the local environment.
- 2) Measures of environment protection and improvement of indigenous peoples' habitation areas shall be adopted with their support and cooperation.
- 3) Indigenous peoples of the areas concerned shall be mobilized by involving them in the protection and management of lakes formed by melting ice or glaciers and mountain ecology.
- 4) The productive capacity of indigenous peoples' environment, lands, territories and natural resources shall be developed and protected. Effective measures shall be adopted in cooperation with the indigenous peoples concerned to reduce negative environmental, economic, social, cultural or spiritual impacts on their areas.

### **Major programmes**

- (1) Utilization of traditional knowledge, cultures and practices of indigenous peoples for sustainable development and environment protection
- (2) Environment and earth/land preservation programme in the settlements or habitation areas of indigenous peoples

- (3) Mobilization of indigenous peoples concerned for the protection and management of lakes formed by melting ice or glaciers and mountain ecology
- (4) Reduction of negative environmental, economic, social, cultural or spiritual impacts on indigenous areas and enhancement of productive capacity of indigenous peoples' environment, lands, territories, and natural resources
  - a. Productivity enhancement of indigenous peoples' lands and natural resources
  - b. Mitigation of negative environmental, economic, social, cultural or spiritual impacts on indigenous areas
  - c. Protection and management of lakes formed by melting ice or glaciers and mountain ecology.

### **Expected achievements**

#### **By the end of the plan period:**

Indigenous peoples' effective participation in the sustainable development activities and protection and management of the environment of their areas has increased.

### **4.35. Plan formulation and implementation**

#### **Strategy**

- 1) Establish the practice of indigenous peoples' participation in all processes of formulation and implementation of development plans, including physical infrastructure development projects, in their densely populated areas as part of their self-determined development.

#### **Major programmes**

- (1) Formulation of policies and laws for the meaningful participation of indigenous peoples of the areas concerned in plan and project formulation, implementation and evaluation.

### **Expected achievements**

#### **By the end of the plan period:**

The development processes and outcomes of indigenous areas have become just, inclusive and emancipatory.

### **4.36. Statistical system**

#### **Objective**

- 1) To fulfil the statistical needs of the diverse Nepali society to facilitate policy decisions and formulate and implement development plans.

#### **Strategy**

- 1) Establish the tradition of disaggregating or decomposing data by caste/ethnicity, religion, language, gender, ecological region and disability with ethnic/caste diversity of all data and statistics, analysed and published by various agencies.



### **Working policies**

- 1). The tradition of disaggregating data by caste/ethnicity, religion, language, gender, ecological region and disability with ethnic/caste diversity shall be fully institutionalized and made mandatory for all government agencies for the data/statistics they produce, process, analyse or publish or make public through any means.
- 2). Data collection and analysis processes shall be made transparent and the participation of indigenous peoples' representatives and experts in these processes shall be made mandatory.
- 3). All types of data shall be made easily available to stakeholders concerned.

### **Major programmes**

- (1) Adoption of policy for disaggregating or decomposing vital and basic data by caste/ethnicity, religion, language, gender, ecological region and disability with ethnic/caste diversity applicable to all agencies related to data/statistics production, analysis and publication.
- (2) Adoption of policy to facilitate easy access to data and statistics
- (3) Policy formulation and implementation relating to indigenous peoples' meaningful participation in data collection, processing, and analysis, including census.

### **Expected achievements**

#### **By the end of the plan period:**

The practice of disaggregating or decomposing vital and basic data by caste/ethnicity, religion, language, gender, ecological region and disabilities with ethnic/caste diversity is established and the statistical needs of the diverse groups of Nepali society are fulfilled.

### **4.37. Poverty elimination and inequality reduction**

#### **Objectives**

- 1) To increase the per capita income of 40 per cent of the people living in extreme poverty significantly.
- 2) To expand access of the ultra poor to state resources.

#### **Strategy**

- 1) Empower and mobilize communities to make economic growth rapid, sustainable, broad and poor-oriented.
- 2) Ensure the journey towards equality-oriented prosperity by making socioeconomic inclusion broader, focusing on neglected, oppressed and marginalized areas, communities and groups to make economic growth and development just, equitable and inclusive.
- 3) Reduce economic inequality by diversifying or differentiating poverty elimination efforts to eradicate structural inequality, chronic poverty, temporary or short-term poverty, effects of shocks, and other deprivations of various nature.

### **Working policies**

- 1) Community sectors like disadvantaged, marginalized and endangered indigenous peoples, Dalits, neglected Madhesis and ultra poor Khasa shall be empowered and strengthened and

their capacities shall be fully utilized to make economic growth rapid, sustainable, broad and poor-oriented for poverty elimination.

- 2) The mainstream of the national economy shall be gradually given a boost by identifying neglected, oppressed and marginalized groups, castes/ethnicities, communities or regions and concentrating economic growth and development activities on them.
- 3) Dispersion of benefits of economic growth shall be done effectively in various ways, including through incentive or stimulus measures, starting from highly deprived and marginalized groups or classes benefitting the most and then gradually benefitting less disadvantaged groups or classes.
- 4) The access of indigenous peoples who are poor and at high risk of poverty to financial services and market centres shall be increased, and the situation of indigenous families in spending biggest chunk of their income on food shall be improved.
- 5) Support shall be provided to deprived and depressed families of indigenous peoples, taking their aspirations and lifestyles into account, to reduce social and economic inequalities between them and the families of dominant and wealthy communities.
- 6) Restitution shall be provided to indigenous peoples if the lands, territories and natural resources they traditionally owned and used were appropriated, captured or used by force or damaged without their free, prior and informed consent in the past, and, if full restitution is not possible, fair compensation shall be provided after examining individual cases to lift them from below poverty line.
- 7) A multidimensional mapping of achievements, results, effects and impacts shall be done and an outline of learning increment, along with project/programme evaluation, shall be prepared.

### **Major programmes**

- (1) Community empowerment for poverty reduction
  - a. Community empowerment of deprived, disadvantaged, marginalized and endangered indigenous peoples for poverty reduction and self-reliance
  - b. Increase in access of deprived, disadvantaged, marginalized and endangered indigenous peoples to capabilities and resources
  - c. Establishment of an indigenous peoples' self-determined development fund
- (2) Rapid development and fast economic growth from margin to the centre
  - a. Identification of marginalized or poor families, communities and regions and launching of integrated development projects
  - b. Distribution of physical infrastructure-building projects in marginalized areas or peoples
  - c. Increase in public expenditure in marginalized areas
  - d. Amendment to the laws concerning special investment in the empowerment and flourishing of poor, marginalized regions, communities or peoples, gender and classes.
- (3) Equitable distribution of benefits of indigenous knowledge, skills, technologies and genetic resources

- (4) Increasing access of poor and vulnerable indigenous peoples to financial services and market centres
- (5) Poor and marginalized community-centred income generation, employment, skills development, enterprise promotion programme for the reduction of socioeconomic inequality between poor and affluent communities
  - a. Targeted income generation programmes
  - b. Formation of an equal employment opportunity commission
  - c. Skills development with employment programme
  - d. Increase in access of poor indigenous peoples to enterprise promotion and financial institutions
  - e. Mobile on-the-spot training programmes targeting marginalized indigenous peoples and other deprived communities
- (6) Compensatory justice to victimized indigenous peoples for land injustices
  - a. Formation of high-level commission to investigate land injustices
  - b. Reform of laws or enactment of new laws for identification and investigation of land injustices and regulation or realization of compensatory justice (restoration of land ownership, providing land for the loss of land, financial compensation, new decent employment, safe houses, etc)
- (7) A multidimensional mapping of achievements, results, effects and impacts and preparing an outline of learning increment, along with project and programme evaluation.

## Expected achievements

### By the end of the plan period:

The proportion of indigenous peoples living below the poverty line has decreased by 50 per cent and Poverty Probability Index of indigenous peoples has improved considerably.

## 4.38. Labour and employment

### Strategies

- 1) Increase the capacity of indigenous workers of various formal and informal sectors and improve their employment in decent jobs.
- 2) Ensure equal opportunity and proportionate share of indigenous peoples in employment.
- 3) Create an environment for the enjoyment and exercise of indigenous workers' rights ensured by national and international laws without discrimination, biasness and any sorts of obstruction.

### Working policies

- 1) Non-discriminatory, unbiased, fair and equal access of indigenous peoples to the employment of all sectors shall be ensured. All indigenous peoples of active age shall be employed in productive and decent jobs by enhancing their skills, capacities and productivity.

- 2) Measures shall be taken to make the indigenous peoples involved in hazardous jobs of temporary nature capable of being employed in productive and decent jobs of permanent nature.
- 3) An environment shall be created for the full enjoyment and exercise of all rights of indigenous workers delineated by international and national labour laws.
- 4) An environment shall be created for indigenous workers to open their own organizations like trade unions and carry out legal trade union activities and do collective bargaining with their employer organizations.
- 5) Bonded labour or debt slavery or any other practices and systems of forced or coerced labour, including those of *Kamaiya* (male bonded labour), *Kamlari* (female bonded labour), *Haruwa* (ploughmen), *Charuwa* (herdsmen or herdswomen), shall be totally eliminated.
- 6) Arrangements shall be made to provide equal opportunities in employment, equal wage or remuneration for equal work, and equal treatment for indigenous male and female workers as well as for the full protection of female indigenous workers from sexual abuse.

### Major programmes

- (1) Enhancing productivity and participation in decent jobs for indigenous peoples
- (2) Capacity development of indigenous peoples involved in hazardous work
- (3) Legal reforms for safeguarding indigenous workers' rights
- (4) Promotion of trade union activities of indigenous workers
- (5) Elimination of the practices/systems coercing indigenous peoples to do forced labour
- (6) Safeguarding indigenous female workers against sexual assault or abuse or violence at the workplace and ensuring equal opportunity and equal remuneration for equal work at par with fellow male workers

### Expected achievements

#### By the end of the plan period:

At least 75 per cent of the indigenous labour/workforce are employed in productive and decent jobs.

## 4.39. Human resource development

### Objective

- 1) To increase the mass of educated, trained, well-oriented, capable and healthy indigenous peoples for accelerating the pace of development and economic growth.

### Strategy

- 1) Produce energetic, productive and innovative indigenous peoples by providing all types of opportunities.

### Working policies

- 1) Special training programmes and facilities shall be arranged for minority, disadvantaged and marginalized indigenous peoples with their meaningful participation, taking their special needs into account.

- 2) Special measures shall be adopted to involve all indigenous peoples of active age in short-term, regular and quality vocational training and technical education useful for life.
- 3) Training programmes shall be based on the economic condition, social and cultural situation, and practical needs of indigenous peoples. Arrangements shall be made to progressively carry out responsibilities progressively for organizing and managing such training programmes for them.
- 4) Indigenous peoples shall be equipped with the skills and technical knowledge useful to life and turned into an energetic, productive, creative and innovative workforce by expanding polytechnic education and training opportunities.
- 5) Poor, disadvantaged, minority, marginalized and endangered indigenous peoples shall be made capable by extending various opportunities to them to face challenges of changing social, cultural, economic and environmental circumstances and become architects of their own development.
- 6) Contribution to the growth of national production shall be made by enhancing the dexterity, ingenuity and motivation, including intrinsic capabilities, of human resources belonging to indigenous peoples. Various measures shall be adopted to transform these indigenous human resources into human capital and indigenous women shall be involved in different ways while adopting such measures.

### Major programmes

- (1) Training programmes and facilities for disadvantaged and marginalized indigenous peoples based on their needs and situations
  - a. Polytechnic and multi-vocational training programmes
  - b. Expansion and extension of training providing institutions and facilities
  - c. Financial support to trainees
- (2) Increase in the involvement of indigenous peoples of active age in useful, quality training and technical education
- (3) Encouragement to participate in special training programmes organized, administered and managed by indigenous peoples
- (4) Expansion and extension of polytechnic education and training institutions to increase access of indigenous peoples to them
- (5) Technical empowerment programmes for poor, disadvantaged, marginalized and endangered indigenous peoples to make them productive, skilled, knowledgeable and architects of their own development
- (6) Transformation of indigenous human resources into human capital.

### Expected achievements

#### By the end of the plan period:

- (1) 1.5 indigenous peoples have become productive, energetic, innovative and creative, capable of contributing to national prosperity;
- (2) Social inequality has reduced to a considerable extent.

## 4.40. Inclusion

### Objective

- 1) To ensure proportionate sharing of indigenous peoples in all power structures and resources.

### Strategies

- 1) Review, update and make the provisions and practices of proportional representation in all bodies of the state meaningful.
- 2) Ensure equitable sharing by indigenous peoples in state resources and opportunities.
- 3) Ensure effective participation through positive discrimination and reservation in the decision-making processes of all three levels of the state and their administrative structures.
- 4) Build the capabilities of excluded indigenous peoples or groups to grasp employment opportunities by expanding skills development programmes to them.
- 5) Protect and promote the languages and cultures of indigenous peoples, Dalits, Madhesis, Muslims and backward castes in the Tarai.

### Working policies

- 1) Equitable share of indigenous peoples in state resources and opportunities shall be ensured by institutionalizing the system of representation and participation of indigenous peoples in all state institutions through their traditional or representative organizations while making decisions that affect them and making free, prior and informed consent mandatory to respect their voices, concerns and aspirations.
- 2) The practice or system of seeking and obtaining free, prior and informed consent of the indigenous peoples concerned regularly shall be established while planning, designing, formulating, implementing, and evaluating development projects and programmes that affect their lands, habitats, natural resources, traditional livelihood, property, physical and cultural survival, and historical, cultural, spiritual, religious and archaeological heritage. Application of such practices shall be made mandatory to all agencies—governmental or nongovernmental or international agencies—to let them enjoy democracy and overcome traditional exclusion.
- 3) Adequate attention shall be paid to the nature of the problems faced individually and collectively by indigenous peoples of different ecological regions in the changing context, and they shall be empowered through various means and resources to explore solutions and remedies to their problems and adversities.
- 4) The access of marginalized, highly marginalized and endangered indigenous peoples to modern physical property shall be enhanced by augmenting differentially targeted and pioneering actions for their socioeconomic empowerment, prosperity and happiness.
- 5) The social, cultural, religious and spiritual values and practices of indigenous peoples shall be recognized, protected and promoted with their cooperation and technical advice. The endangered and moribund languages and disappearing cultural heritage of indigenous peoples shall be protected, promoted and developed.
- 6) The protection, construction, repair or reconstruction of museums, libraries, cultural buildings, religious structures, rest places or houses, cultural and religious heritage spots and their physical structures in the areas where indigenous peoples are densely populated shall be done at full speed.

- 7) The arrangements of obtaining ownership, using, developing, controlling and increasing productivity of the lands traditionally owned, occupied or used by indigenous peoples shall be established, reviewing the laws on land ownership and alienation and practices of perpetration of land injustices.
- 8) Inclusion shall be made more equitable and effective, learning from the existing practices of social, economic and political inclusion.
- 9) The legal provisions of inclusion in government services shall be amended to make reservation quota of social inclusion to be determined based on the Human Development Index and proportional ratio of each group in government services, seeking recruitment in government or semi-government services.
- 10) Technical and financial support for running classes of Public Service Commission examinations shall be provided to those groups or castes/ethnicities whose presence in government services is not proportionate to their population.
- 11) Training useful for life and vocational information shall be provided to deprived indigenous peoples according to their needs and wishes, and technical, material and financial support and guidance shall be provided to them to operate occupations, enterprises, industries or property-gaining activities.
- 12) The rights to employment, food security and food sovereignty, health and social security of poor, marginalized, minority, highly marginalized, and endangered indigenous peoples shall be enforced with priority to bring meaningful improvement in their living standard.
- 13) Organized and institutionalized efforts shall be strengthened to empower indigenous peoples socioeconomically and preserve, promote and advance their cultures, civilizations, languages, scripts, literature, folklore, music and performance arts, fine arts, histories, and tangible and intangible cultural, archaeological, historical, spiritual and natural heritage.
- 14) Indigenous senior citizens, single women, orphans, children, conflict victims, and persons with disability shall be protected according to their conditions and specific needs.
- 15) Necessary measures shall be adopted with the cooperation of indigenous peoples to ensure indigenous women and children enjoy full protection, and situations shall be created where violence and discrimination cannot occur and everyone leads a decent life.
- 16) Support shall be regularly provided to indigenous peoples' representative and traditional organizations for their institutional strengthening and capacity development; organizing cultural festivals; protection, revitalization and promotion of mother tongues; performance arts, fine arts, and spiritual integrity development campaigns; social mobilization; voluntary service; citizens' sensitization dialogues, and other activities.
- 17) Indigenous peoples' traditional or representative organizations shall be mobilized to end child marriage, forced marriage, dowry system, extravagance in the observance of lifecycle rituals, child labour and other socially or cross-culturally learned malpractices prevalent in some areas.
- 18) Indigenous peoples divided by modern state borders shall be encouraged to retain, improve or increase cross-border contacts, relationships and cooperation and participation in traditionally organized, managed and regulated spiritual, cultural, economic, social and political activities.
- 19) Action plans shall be formulated and implemented to protect, care and develop indigenous peoples who are numerically very small or whose population growth rate is very low or negative like that of Kusunda, Bankariya, Raute, Surel, Hayu, Raji, Kisan, Lapcha/Lepcha, Meche, and Kusbadiya.

- 20) Separate Acts shall be promulgated to register, regulate and manage traditional and representative organizations of indigenous peoples considering their distinct identities, histories and traditional social systems and structures and the evolution or emergence or re-emergence and distinct ways or practices of operation or management of their institutions.
- 21) National Foundation for Development of Indigenous Nationalities Act 2002 shall be amended to develop the foundation as a viable, specialized and academic institution suitable to the federal system, devoted to the empowerment and human resource development of indigenous peoples; protection, documentation and promotion of indigenous archaeological, historical, cultural, linguistic and spiritual heritage; rebuilding or reconstruction of indigenous heritage sites, embodiments or physical structures; environment protection; research and publication and information dissemination; technical guidance to various agencies of all levels; and coordination of activities of various agencies for the development of indigenous peoples. The foundation's branches shall be established in each province and local level, where necessary.
- 22) Evaluation study of output, results, effects and impacts of inclusion through independent or autonomous and capable institutions shall be conducted every five years.

### Major programmes

- (1) Amendment to the laws on representation and participation of indigenous peoples in all state institutions through their traditional or representative organizations while making decisions that affect them
- (2) Formulation and operationalization of policies on the participation of indigenous peoples in the formulation, implementation and evaluation of projects and programmes in their areas
- (3) Formulation of legal provisions for the mandatory application of "free, prior and informed consent"
- (4) Differentially targeted programmes (education, health, information, housing, means of production, etc) for indigenous peoples
- (5) Promotion of indigenous peoples' social, cultural, religious, and spiritual values and practices
- (6) Resolution of the problems faced by indigenous peoples in the changed context
- (7) Protection and promotion of endangered and vulnerable languages and cultural (tangible and intangible) heritage and civilization of indigenous peoples
  - a. Protection of moribund and endangered and vulnerable languages
  - b. Development of written languages
  - c. Development of literature and officialization of indigenous languages having written tradition
  - d. Identification, documentation and protection, reconstruction and repair of tangible and material cultural, spiritual and archaeological heritage
  - e. Research studies, documentation, protection and promotion of intangible heritage, including music, performance art, festivals, ceremonies, folklore, rituals, world vision, and philosophy of life of indigenous peoples
  - f. Research studies and promotion of ancient indigenous civilization
- (8) Protection, construction, repair or reconstruction of museums, libraries, cultural buildings, religious physical structures, rest places or houses, cultural and religious heritage spots and physical structures in the areas of indigenous peoples.



- (9) Formulation of laws and policies on ownership and development of land and productivity growth and planned implementation
- (10) Review and revision of processes and practices of social, economic and political inclusion (including alternative redistricting to protect indigenous minorities)
- (11) Technical and financial support to indigenous peoples to operate programmes and institutions of education and training useful for life and start occupations and enterprises
- (12) Enjoyment and promotion of indigenous peoples' rights to employment, food security and sovereignty, health, education and social security
- (13) Strengthening of community and collective efforts aimed at the protection, promotion and development of tangible and intangible cultural, archaeological, historical, spiritual and natural heritage of indigenous peoples
- (14) Protection of indigenous senior citizens, single women, orphans, children, conflict victims, and persons with disability according to their conditions and special needs
- (15) Protection of indigenous women and children
- (16) Mobilization of indigenous youths to eradicate practices detrimental to their prosperity
- (17) Indigenous peoples' cross-border contacts, relationships and cooperation
- (18) Action plan for the protection and development of endangered indigenous peoples
- (19) Institutional strengthening of the National Foundation for Development of Indigenous Nationalities, Indigenous Peoples Commission and Tharu Commission
- (20) Evaluation study of the output, results, effects and impacts of inclusion measures every five years.

## Expected achievements

### By the end of the plan period:

The social, economic and political inclusion index and multidimensional social inclusion index of indigenous peoples (except Newar) has improved by 50 per cent.

### 4.41. Sociocultural diversity

#### Objective

- 1) To build a socially harmonious, civilized and just society by recognizing, respecting, safeguarding and promoting caste/ethnic, linguistic, cultural and religious diversities in the country.

#### Strategies

- 1) Encourage and support the activities of retaining, protecting and developing indigenous peoples' archaeological, cultural and historical heritage, festivals, technology, tangible and performing arts and literature, scripts and other past, present and future forms of culture.
- 2) Promote social, ethnic, cultural, linguistic and religious diversity by eliminating all forms of discrimination, violence and mistreatment based on caste/ethnicity, language, culture, religion, gender and geographical region.

## Working policies

- 1) Indigenous peoples' rights to demonstrate, observe, develop and transmit their spiritual, cultural and religious conventions, rituals and festivals and take care of, repair and protect their religious, cultural and historical places, objects and artefacts and use and control them shall be fully respected.
- 2) Material, technical and financial support shall be provided to the retaining, protecting and promoting and enlisting of indigenous peoples' archaeological, religious, spiritual, cultural and historical places and tangible and intangible heritage, technology, artefacts, festivals, visual and performance arts, oral traditions, languages, literature, scripts, relics or remains and symbols of civilization and forms of the culture in the World Heritage List.
- 3) The indigenous customs and traditions of rewriting ethno-history; retaining and revitalizing languages, oral traditions, philosophies, writing systems, scripts, written traditions and literature; transmitting traditional knowledge, skills and institutions to newer generations, and giving and retaining names to each individual, community or descent group, place or geographical location, mountain, river and trail shall be respected and promoted.
- 4) Initiatives of making the local mother tongue as official language of the local-level government shall be encouraged and promoted.
- 5) Sociocultural diversity shall be promoted by making protection, promotion and development of indigenous peoples' institutional structures, identities and practices, spirituality, traditions, methods, procedures, and judicial systems and practices effective and widespread.
- 6) Academic and cultural institutes or foundations shall be established and equipped with resources to conduct research studies and develop and promote indigenous mother tongues and cultures at all three levels of government.
- 7) Indigenous peoples' tradition of retaining and consolidating their spiritual relationships with their lands, forests, mountains, hills, lakes, ponds, water sources, rivers, birds, wild animals, and other natural objects and organisms of their territories and carrying out responsibility from such relationships for future generations shall be respected and promoted.
- 8) All forms of discrimination, violence and mistreatment based on caste/ethnicity, language, culture, religion, gender and geographical region shall be eliminated, and an amicable, civilized and just society that strengthens sociocultural diversity shall be created.
- 9) Various measures like social sensitization, inter-caste/ethnic dialogues shall be adopted with the cooperation and advice of indigenous peoples to promote tolerance, understanding and cordial relationships among indigenous peoples and castes/ethnicities, groups and classes.

## Major programmes

- (1) Revision of policies, programmes and laws relating to the promotion of sociocultural diversity
  - a. Building common goal and common identity
  - b. Adoption of interactive language policy
  - c. Building positive conception relating to processual justice and education resources
  - d. Revision of policies, laws and regulations for promotion of sociocultural diversity
- (2) Promotion of enjoyment and exercise of indigenous peoples' cultural, spiritual and religious rights

- (3) Material, technical and financial support to the programmes of protection, promotion and development of archaeological, religious, cultural and historical heritage, traditional burial grounds, tangible and intangible heritage, technology, arts, and literature of indigenous peoples
- (4) Promotion of indigenous customs and practices of revitalization and inter-generational transmission of their histories, languages, oral traditions, writing systems and literature and giving names to their members, communities, descent groups and places.
- (5) Consolidation of cultural diversity through the promotion and development of distinct traditional institutions of indigenous peoples
- (6) Promotion of indigenous peoples' tradition of retaining and fostering spiritual relationships with their lands and nature
- (7) Elimination of all forms of discrimination, violence and mistreatment to build an amicable, civilized and just society
- (8) Social sensitization and inter-group dialogue programmes
- (9) Facilitation of inter-caste/ethnic, inter-community, inter-regional contacts and socialization
- (10) Protection and promotion of indigenous religious, cultural and historical civilizations
- (11) Identification, research, protection and promotion of Himalayan native civilizations
- (12) Building, establishing and administration of cultural premises, museums, information centres, meeting and training halls, and other essential structures
- (13) Effective reduction of extreme inequality in wealth between castes/ethnicities, communities/groups.

## Expected achievements

### By the end of the plan period:

Indigenous heritage is promoted to a significant level to strengthen sociocultural diversity, and religious tolerance has improved to dignify secular state.

## 4.42. Disaster risk reduction and management

### Objective

- 1) To adopt disaster risk prevention and reduction measures to keep indigenous peoples safe from natural disasters.

### Strategy

- 1) Mobilize bodies concerned to adopt various measures, including awareness, preparedness and disaster management, to protect indigenous peoples from natural disasters.

### Working policies

- 1) Indigenous peoples shall be made aware of the causes and risks of natural disasters.
- 2) Indigenous peoples at risk of natural disasters shall be identified and detailed information shall be collected about them.

- 3) Geographical mapping of risk zones shall be done and disaster management shall be made effective in those areas.
- 4) Risk reduction plans shall be prepared and implemented with the participation of people of the areas at risk of natural disasters, and alternative settlement development plans shall be implemented for families living in high risk zones of disaster.

### **Major programmes**

- (1) Awareness-raising programmes on the causes and risks of natural disasters
- (2) Information collection on the conditions of indigenous peoples living in natural disasters-prone areas
- (3) Mapping of disaster-prone geographical zones and risk reduction and disaster management programmes
- (4) Development of alternative settlements and housing schemes with the participation of affected people.

### **Expected achievements**

#### **By the end of the plan period:**

- (1) Natural disaster victims, particularly earthquake victims, including hill indigenous peoples, are fully rehabilitated and partially victimized families have received some financial support.
- (2) People's awareness of disaster risks has increased considerably and disaster management has improved.

### **4.43. Climate change**

#### **Objective**

- 1) To reduce adverse impacts of climate change according to the Paris Accord by increasing adaptation capabilities.
- 2) To claim benefits from international finance and technology created by the Paris Accord for the contribution to climate change reduction and adaptation and distribute the benefits received thus equitably.

#### **Strategy**

- 1) Formulate climate change policies and programmes and implement them accordingly, safeguarding indigenous peoples' rights delineated in international documents to which Nepal is party and UN forums and other international forums where Nepal has expressed its commitment to respect them.

#### **Working policies**

- 1) The rights of indigenous peoples to self-determined development, customary laws and institutions, lands, territories, water, forests and sustainable management of natural resources shall be ensured.
- 2) Free, prior and informed consent shall be sought and obtained from the indigenous peoples concerned in all climate change mitigation and adaptation activities, mechanisms and processes that affect them.

- 3) Indigenous peoples' rights shall be ensured through their inclusion in the structures related to ecosystem-based adaptation, reduction of emission from deforestation and forest degradation and benefits of forests for climate change mitigation.
- 4) Meaningful participation of indigenous peoples in the National Adaptation Plan of Action, National Adaptation Programme and other accords of national, provincial and local levels shall be safeguarded.
- 5) The access of indigenous peoples to culturally-appropriate technology of climate change adaptation and adaptation funds of all levels shall be ensured.
- 6) Support shall be extended to indigenous peoples to raise their awareness and improve capability for carbon emission obstructing process from forest destruction and degradation and climate change adaptation, particularly for disaster-prone areas.
- 7) Support shall be provided to indigenous peoples for their livelihood diversification according to their habitat and ecology to adapt to climate change and increase their resilience.
- 8) Research and studies shall be conducted by developing cooperation between indigenous peoples and various research and study institutions.

### **Major programmes**

- (1) Formulation and implementation of a long-term strategic plan for the realization of the Paris Accord on Climate Change
- (2) Respect of the indigenous peoples' rights to natural resource management
- (3) Formulation and implementation of a climate change-related national adaptation plan
  - a. Indigenous peoples' meaningful participation in the implementation of the national adaptation plan and programmes
  - b. Diversification of indigenous peoples' livelihood to help them adapt to climate change and increase their resilience.

### **Expected achievement /results**

#### **By the end of the plan period:**

The risks of climate change mitigated and indigenous peoples' participation in risk mitigation activities of climate change increased to a considerable extent.





# The Fifteenth Plan (FY 2019/2020–2023/24)

## 1. Background

Planned development interventions in Nepal began in 1956. Since then, nine five-year and five three-year plans have been implemented. Industrial development, educational development, transportation development, integrated development, and basic infrastructure development were the major thrusts of the national periodic plans in early decades and poor performance of the plans was mainly attributed to incompetent and irresponsible governance. By mid-1980s, planned activities were aimed at balanced regional development and fulfilling basic needs by expediting development processes, output and outcomes. Because of capital-centric development, highly centralized system of governance, and lack of people's participation and development perspective of regulatory capability-building of the state, the objectives and targets of planned activities were not accomplished. After the restoration of multiparty democracy in 1990, an economic liberalization policy was introduced and planned development activities were expedited focusing on people. During the 1990s, poverty reduction was the major emphasis of planned development endeavours when the development partners of Nepal dramatically increased funding support to fulfil the mission of poverty eradication. Support for backward communities (16 groups, including 11 Dalit groups) was initiated for the first time in the government's annual budget, in 1994<sup>9</sup>, which was followed by the subsequent governments setting a convention of allocating budget, though meagre in amount. The Ninth Plan (1997–2002) included sections on indigenous groups and downtrodden and oppressed Communities in the chapter on social security<sup>10</sup>.

By 2002, the then government realized that social exclusion—a source of perpetual poverty and disempowerment—was the major cause for the escalating armed insurgency and launched the Tenth Plan (2002/03–2007/08), also called Poverty Reduction Strategy Paper (PRSP), which stressed social inclusion as one of the important poverty reduction strategies, to be realized through structural change and mainstreaming of excluded groups and targeted programmes<sup>11</sup>. It identified Dalit, Janajati (indigenous and tribal peoples), and other minorities as excluded groups

<sup>9</sup> Gurung, H. 2006:3.

<sup>10</sup> NPC, 1997: 702–706 and 707-712 cited in Gurung, 2006:32

<sup>11</sup> NPC, 2006a:55–56

by caste/ethnicity, women and girls by gender, people of remote areas by location, and people in vicious circle of poverty as excluded groups of people<sup>12</sup>. It had a separate chapter, Chapter 29, on indigenous peoples and nationalities, but weak implementation of planned programmes could not address the structural problems that marginalized and impoverished them<sup>13</sup>. With the fresh impression of historic People's Uprising of April 2006, the then NPC made public the Three-Year Interim Plan (2007/08–2009/10), which, for the first time in Nepal, contained a comprehensive plan of development of indigenous peoples and other excluded groups. It incorporated indigenous peoples' development agendas in both sectoral plans and cross-sectoral or inter-sectoral plans and resource distribution, and state investments were directed towards inclusive development. However, the implementation aspect of the plan remained deficient and the results were not really encouraging. After the first three-year plan, the focus of subsequent four three-year plans on indigenous peoples gradually faded and all excluded and marginalized groups were dealt in one chapter—gender equality and inclusion and mainstreaming. The development plans became more and more paternalistic, rather than rights-based, in their approach in later years.

## 2. Achievements of Fourteenth Plan

The NPC claims that most of the objectives and quantitative targets set in the Fourteenth Plan are likely to be met. Some of the economic, social and physical achievements of the Fourteenth Plan at the national level, as illustrated in the Approach Paper of the Fifteenth Plan, are presented in Table 3.1.

**Table 3.1: Some key economic, social and physical targets and achievements of the Fourteenth Plan (major indicators)**

Indicator	2019/20 Target	2019/20 Achievement
1. Annual average economic growth rate	7.2	6.9
2. Per capita gross domestic product (Rs '000)	116.5	117.5
3. Population living below the poverty line (%)	17	18.7
4. Human Development Index	0.57	0.579
5. Gender Empowerment Index	0.58	0.568
6. Life expectancy at birth (years)	72	69.7
7. Population covered by drinking water supply (%)	90	89
8. Net enrolment ratio in secondary level (%)	45	46
9. Literacy rate of 15-24 years age group (%)	92	92
10. Families having access to electricity (%)	87	88
11. Population having access to internet service (%)	65	65.9

<sup>12</sup> NPC, 2006b:66

<sup>13</sup> Gurung, 2006:32



### 3. Preparation of Fifteenth Plan

The NPC formulated the Fifteenth Plan (FY 2019/20–2023/24) based on the GoN's long-term (25 years) vision of 'Prosperous Nepal, Happy Nepali'. It is claimed that the fundamental rights and directive principles and policies enshrined in the Constitution, SDGs, government's priorities and commitments, international context, and the federal governance system were taken as bases for the plan. It held consultations with experts of various fields and stakeholders. It started to receive feedback from both governmental and nongovernmental agencies regarding development goals, mission and plan. It worked out a vision for Nepal taking into consideration the agenda of transformation of political parties, aspirations of common people, and experiences and thoughts of development practitioners as well as lead figures of the sectoral ministries and agencies. After extensive consultations and deliberations with political leaders, development experts, bureaucrats, civil society leaders and social activists, NPC prepared a document of long-term national vision, setting four goals for prosperity and six goals for happiness to be achieved by the end of this century and also identified drivers and enablers of transformation<sup>14</sup>. Based on the long-term goals of the SDGs 2030, a vision, goals, objectives, strategies, operational principles, and approaches of the Fifteenth Plan were formulated and shared with development practitioners, political leaders of federal, provincial and municipality levels, business leaders, parliamentarians, social activists, and other stakeholders to further consolidate the plan document. Following the past practices of planning, Approach Paper of the Fifteenth Plan was first prepared and shared widely. Around 4,500 participants were involved in the plan formulation process. The National Development Council, consisting of prominent political leaders, eminent national personalities, academics, women professionals, Madhesi intellectuals, Dalit leaders and scholars, indigenous intellectuals and activists, leading persons with disability, well-known social workers and university officials approved the Approach Paper with some recommendations on April 3, 2020. It was finally endorsed by the GoN on April 29, 2020. It took a little over two years to finalize the Fifteenth Plan document.

### 4. Vision

Prosperous Nepal, Happy Nepali

### 5. Long-term national goals (to be achieved by 2043)

#### 1. Prosperity

- 1.1. accessible modern infrastructure and intensive connectivity,
- 1.2. development and full utilization of human capital potentials,
- 1.3. high and sustainable production and productivity, and
- 1.4. high and equitable national income.

<sup>14</sup> Approach Paper of the Fifteenth Plan

## 2. Happiness

- 2.1. well-being and decent life,
- 2.2. safe, civilized and just society,
- 2.3. healthy and balanced environment,
- 2.4. good governance,
- 2.5. comprehensive democracy, and
- 2.6. national unity, security and dignity.

## 6. Major targets of the Fifteenth Plan

Some of the major quantitative targets set for the Fifteenth Plan are presented in table 3.2.

**Table 3.2: Targets and indicators of prosperity envisaged in the Fifteenth Plan**

Targets and indicators <sup>1</sup>	2019/20	2023/24
1. People living below the national poverty line (%)	18.7	9.5
2. Population under multidimensional poverty	28.6	11.5
3. Ratio of 10% highest income population and 40% lowest income population (Palma ratio)	1.3	1.25
4. Social protection expenditure in total budget (%)	11.7	13.7
5. Proportion of population under social protection (%)	17	60
6. Labour participation rate (15 years and above) (%)	38.5	49
7. Share of the formal sector in employment (%)	36.5	50
8. Land productivity (main crop) (metric tons per hectare)	3.1	4
9. Working age population with technical and vocational training (%)	31	50
10. Life expectancy at birth	69.7	72
11. Maternal mortality ratio (per 100,000 live births)	239	99
12. Under-five mortality rate (per 1,000 live births)	39	24
13. Antenatal care coverage (at least four visits) (%)	70.9	80.5
14. Institutional delivery (%)	70	80.9
15. Postnatal care for mothers (%)	70	80.0
16. Literacy rate (above 15 years)	58	95
17. Youth literacy rate (15–24 years)	92	99
18. Net enrolment rate in basic level (grades 1–8)	93	99.
19. Net enrolment in secondary level (grade 9–12)	46	65
20. Gross enrolment rate in higher education	12	22
21. Human development index	0.579	0.624
22. Gender development index	0.897	0.963
23. Females who experienced physical or mental or sexual violence in the life time (%)	24.4	13
24. Population covered by basic water supply (%)	89	99

25. Population using high-medium level drinking water (%)	21	40
26. Households having access to a road within 30 minutes of walking (%)	82	95
27. Population living in safe houses (%)	40	60
28. Households having access to electricity (%)	88	100
29. Population having access to Internet (%)	65.9	80
30. Birth registration of under five children (%)	63	100
31. Families living in basic food security ((%)	48.2	80

## 7. Objectives

**The national objectives of the Fifteenth Plan are as follows:**

1. To lay foundation of prosperity through accessible, good quality and modern infrastructure building; growth in productive and decent employment; high, sustainable and inclusive economic growth, and poverty reduction.
2. To make citizens feel dignified and enjoy cultured way of life by maintaining quality education and health, healthy and balanced environment, social justice and responsible public service and strengthening federal governance system.
3. To protect national pride, independence and national interests through socioeconomic transformation and building self-reliant/independent national economy.

## 8. National strategies

The following national/broad strategies have been devised to meet the lofty objectives of the Fifteenth Plan:

1. Attain rapid, sustained and employment-oriented economic growth.
2. Ensure accessible quality health service and education.
3. Develop internally and internationally interconnected, sustainable municipalities and settlements.
4. Increase production and productivity.
5. Provide full, sustained and productive social security and protection.
6. Build a just society accompanying poverty reduction and socioeconomic equality.
7. Preserve, protect and utilize natural resources and develop entrepreneurship.
8. Improve public services, maintain provincial balance and promote national unity.<sup>15</sup>

<sup>15</sup> For explanations, see NPC 2020, Fifteenth Plan.

## 9. Outlines of plan document

The Fifteenth Plan is organized into eleven chapters and three annexes. Two chapters are devoted to Introduction (Chapter 1) and Long-term Vision 2043 (Chapter 2) as context-setting discussions on the plan. Chapter 3 provides a basic outline of the plan, along with quantitative targets, national objectives, national strategies, and macro-economic frameworks. Chapter 4, Macro Economics, deals with surplus mobilization, public finance, public corporations, monetary and fiscal sector, balance of payment, insurance and capital market. Chapter 5, Private and Cooperative Sector, spells out the roles of private and cooperative sectors in development endeavours during the plan period. Chapter 6, Economic Sector, deals with agriculture and natural resources and industry, commerce, supplies and tourism. Chapter 7, Social Sector, covers population and migration, education, health and nutrition, drinking water and sanitation, youth, gender equality and women empowerment, children and adolescents, senior citizens, persons with disability, sports and social security and protection, and Chapter 8, Infrastructure Sector, provides planning outlines in the areas of energy, transportation infrastructure, communication and information technology infrastructure, local infrastructure, science and technology, urban development, rural development, residence/housing and settlement development, building construction and reconstruction/renovation. Chapter 9, Democracy and Good Governance, delineates plans for national unity, leadership building, international economic relations, law and order, electoral system, human rights, judicial system, federal governance system, balanced development of provincial and local levels, governance reforms, administrative governance, corruption control, and human trafficking control relevant to democracy and good governance. Chapter 10, Interrelated Subject/Sector, sketches details relating to statistical system, poverty reduction, labour and employment, human resource development, research and development, inclusion, sociocultural diversity and unity, disaster risk reduction and management, environment, climate change, hydro-meteorology, and community and nongovernmental organizations. The last chapter, Chapter 11, describes details relating to plan formulation, implementation and monitoring and evaluation. The Fifteenth Plan document contains annexes as its final section: Annex 1: Programmes and Projects to be Implemented in the Fifteenth Plan, Annex 2: Results Framework, and Annex 3: Processes Adopted in the Formulation of Fifteenth Plan.

The plan document covers nine areas of development interventions under ten chapter headings. Most of the subjects under them are of indigenous peoples' concern. Among them, entrepreneurship development, agriculture, food security and nutrition, land management, water resources, forest and biodiversity, industry, tourism, education, health, social security/protection, hydroelectricity, transportation infrastructure, communication and information technology infrastructure, rural/local development, housing/residence and settlement development, and reconstruction/renovation and rehabilitation are some of the crucial areas of indigenous concern for the realization of their socioeconomic advancement. Some areas like respect for human rights; judiciary (ensured access to justice); governance/administrative reforms; inclusive, democratic and just federal system; and national unity (unity in diversity) are equally vital areas for the empowerment and restoration of dignity of indigenous peoples. In the same vein, interrelated subjects of planned development such as poverty elimination; labour and employment; human resource development; social inclusion; sociocultural diversity; preparedness, disaster risk management and resilience-building; climate change adaptation and disaggregated national and provincial statistics are some major areas of fundamental concern and claims of indigenous peoples.

The Fifteenth Plan document contains detailed sectoral and inter-sectoral strategies and Working policies for achieving the sectoral/inter-sectoral targets. In the NPC tradition, Working policies are for the realization of strategies and indicate the outlines of the programmes or projects to be implemented and are outlined in detail in the Approach Paper of the Fifteenth Plan. It was approved by the Development Council of the NPC, and the programmes or projects were formulated after months of intensive consultations among ministries and provincial governments. Programmes and projects are described in the annexes, along with exemplary logical frameworks of results (output and outcomes) in the final section. Despite constant demands, suggestions and advocacy of IPOs and activists, the plan document reveals that already weakened tradition of focusing on indigenous peoples' development in periodic plans has been retained and indigenous development agendas have been overwhelmed by class considerations, identity-blind approaches and incumbent party interests. Some of the strategies and Working policies and programmes and projects directly or indirectly accommodate indigenous peoples' development agendas and aspirations or leave some spaces for accommodation. These strategies and Working policies relevant to indigenous peoples have been identified and are presented in the subsequent section<sup>16</sup>.

## 10. Sectoral Plan

### 10.1. Macro-economy: International development assistance

#### Strategy

3. Utilize development assistance in accordance with the principle of provincial balance and equity by transforming development assistance system appropriate to the federal structure.

#### Working policy

3. Mobilization of assistance shall be encouraged for the development of economically and socially disadvantaged or backward regions, classes and communities.

### 10.2. Monetary and fiscal sector

#### Strategy

3. Extend fiscal access to remote and backward areas through new technology and fiscal literacy.

#### Working policy

4. Microfinance institutions shall be encouraged to deliver financial services with the social banking concept for the extension of financial access in remote and backward areas.

### 10.3. International trade, balance of payments and foreign exchange

#### Strategy

1. Increase production by developing sectors of comparative advantage like agriculture, herbs, hydroelectricity and tourism.

<sup>16</sup> This is an unofficial translation and only relevant strategies and Working policies and some programmes with their original numbering are given here.

### **Working policy**

3. Increase foreign currency earnings from the tourism sector by outspreading international linkages and developing new trekking routes and tourism spots.

## **10.4. Insurance**

### **Strategy**

3. Develop insurance enterprises as the foundation of social protection. Develop mechanisms to enhance access of people of low income status and areas by expanding insurance services.

### **Working policies**

4. Small-scale insurance consisting of incentives shall be implemented targeting remote, backward regions and low income class.

## **10.5. Cooperative Sector**

### **Strategy**

1. Invigorate cooperative sector to focus on productive sector.

### **Working policies**

2. Cooperative sector shall be invigorated for the expansion of financial access and socioeconomic inclusion.

### **Strategy**

2. Provide financial and technical support to the vocational enterprises established and run by poor and deprived peoples or classes through cooperatives.

### **Working policies**

1. Seed money and capital grant shall be provided to the enterprises and other small cooperative institutions operated by youths and workers, which will contribute to the generation of self-employment through cooperatives.

### **Major programmes**

1. Cooperative sector strengthening programme for self-employment (four major activities; total estimated budget: Rs 3 billion)

## **10.6. Entrepreneurship Development**

### **Strategy**

1. Initiate policy, institutional, legal and processual reforms at all three levels of government to attract youth entrepreneurs to start enterprises within the country.

### **Working policy**

1. Policies and laws shall be amended to promote and support entrepreneurship development, innovation and utilization of traditional knowledge.

### **Strategy**

3. Promote youth entrepreneurship linking traditional knowledge and skills to new technologies and industrial enterprises.

### **Working policies**

1. Local women and youth groups shall be allowed to progressively flourish as entrepreneurial groups.
2. Targeted programmes shall be implemented to develop skills and capabilities of women entrepreneurs and support them to start enterprises.
3. Geniuses shall be identified progressively for the application of innovation, information and communication technology and starting new experimental occupations or professions.
4. Support shall be provided to persons with disability for capability enhancement and entrepreneurship promotion.

### **Strategy**

4. Create environment of financial access and investment for entrepreneurship in micro-cottage and small industries.

### **Working policies**

2. Social entrepreneurial development shall be promoted.
3. Micro-cottage and small industries shall be promoted and developed on the basis of availability of sources, resources, skills and efficiency.
4. Production of native products by modernizing and standardizing traditional knowledge and skills shall be promoted.

### **Major programmes**

1. Entrepreneurial development and promotion programme (producing 150,000 entrepreneurs through capacity development programmes relating to entrepreneurial development and advancement; establishing a business incubation centre in each local level; training and certifying 11,000 youths for self-employment; increasing native production by modernizing and improving traditional knowledge and skills; creating 900,000 employment and self-employment by establishing cottage, small and medium-sized industries; increasing production and competitive capabilities of industries; total estimated budget: Rs 20 billion)

## **11. Economic Sector**

### **Agriculture and natural resources**

#### **Agriculture**

##### **Strategy**

1. Increase agricultural production and productivity by formulating and implementing agricultural policies, laws and plans in coordination with and cooperation of federation, provinces and local levels and stakeholders concerned.

## **Working policy**

2. A mechanism of coordination and facilitation shall be developed to avoid duplication in federal, provincial and local priorities and to formulate policies, laws and plans accordingly.

## **Strategy**

5. Make production and marketization profit-oriented by increasing technical, occupational and institutional capacity of productive farmers on the basis of local feasibility and ensuring their rights.

## **Working policies**

1. Crop, livestock and fishery pocket areas shall be identified on the basis of feasibility considering one ward of one local level as one development unit and production materials, equipment and services shall be provided to farmers through the one-door system from the local level (body).
2. At least two model organic farms shall be established in each province with the cooperation of private or cooperative sector.
7. Agricultural forest with multi-use high value crops shall be promoted according to the principles of worthy use for the protection and productivity growth of barren and marginal lands, especially of hills and slopes.

## **Major programmes**

1. Prime Minister Agriculture Modernization Project (measures for cost reduction of agricultural equipment, scientific land management and extension of farming of special crops, cooperative farming, establishing model agricultural farms, increasing production through the development and repair of small, medium and large irrigation systems, support for processing industries and establishing post-harvest centres, market management and regulation of quality of food stuffs, modernization of agricultural research centres and government farms to develop high quality seeds and species; total estimated budget: Rs 130 billion)
2. Livestock rearing and marketization programme for self-reliance in meat (total estimated budget: Rs 4.12 billion)
3. Paddy promotion project for self-reliance in rice (total estimated budget: Rs 3.65 billion)
4. Maize production promotion programme (total estimated budget: Rs 4.75 billion)
5. Fruit development programme (total estimated budget: Rs 2.10 billion)
6. Fish production and promotion programme (total estimated budget: Rs 2.19 billion)
7. Seeds production and promotion programme (total estimated budget: Rs 4 billion)
8. Agricultural research programme (total estimated budget: Rs 25 billion)

## **Food security and nutrition**

### **Strategy**

1. Make arrangements to solve the problems of food insecurity with a fact-based integrated plan in food and nutrition-insecure areas and groups of the federation, provinces and local levels.



### **Working policy**

3. Food availability shall be increased for marginalized families and households facing food insecurity by involving them in groups and cooperatives and encouraging them to start collective farming.

### **Strategy**

3. Improve the status of community nutrition by protecting, promoting and publicizing endogenous crops and livestock and by improving eating and drinking habits and practices.

### **Working policies**

1. Food self-reliance projects shall be formulated and implemented in each local level.
2. Programme of production and use of feasible agricultural products shall be brought into operation emphasizing the consumption of endogenous foods produced at the local level.

## **Irrigation**

### **Strategy**

3. Develop irrigation systems with the coordination and cooperation of federation, provinces and local levels and expedite implementation of multipurpose, inter-watershed, and water reservoir-containing projects with priority to make irrigation available throughout the year.

### **Working policies**

1. Study and implementation of technically, socially, economically and environmentally viable multipurpose inter-watershed and water reservoir projects shall be carried out with priority with the coordination and cooperation of governments of three levels to make irrigation facility available throughout the year.
3. Local sources of water shall be maximally utilized to increase the volume of water in large irrigation systems. At the same time, water sources, springs, ponds, and lakes shall be protected and strengthened for the irrigation purpose.

### **Major programmes**

1. Bheri–Babai Diversion Multipurpose Project (water diversion system development for irrigation, drinking water supply and hydroelectricity generation for Surkhet, Banke and Bardiya districts; total estimated budget: Rs 33.19 billion)
2. Babai Irrigation Project (irrigation for Bardiya district; total estimated budget: Rs 18.96 billion)
3. Rani Jamara Kulariya irrigation Project (revival and reconstruction of 100-year-old irrigation system of farmers of Kailali district in Far-West Province; total estimated budget: Rs 27.70 billion)
4. Sikta Irrigation Project (development and extension of year-round irrigation facilities in Banke district; total estimated budget: Rs 25.2 billion)
5. Sunkosi Marin Diversion Multipurpose Project (Diversion of the Sunkosi River water storage from the hills to the Bagmati river in the Tarai–Madhes for hydroelectricity generation and irrigation in the Tarai–Madhes, particularly in Bara, Rautahat, Sarlahi, Mahottari and Dhanusha districts of Province 2, transmission line construction, embankment of the Marin River; total estimated budget: Rs 46.19 billion)

6. Prosperous Tarai–Madhes irrigation special programme (total estimated budget: Rs 24.80 billion)
7. Integrated energy irrigation special programme (total estimated budget: Rs 18.18 billion)
8. Bagmati irrigation project (total estimated budget: Rs 54.67 billion)
9. Mahakali irrigation project (total estimated budget: Rs 26.77 billion)
10. Extensive Dang Valley irrigation project (total estimated budget: Rs 40 billion)
11. River control/embankment programme (total estimated budget: Rs 77.91 billion)

## Land Management

### Strategy

2. Ensure the right on and access to land of landless Dalit, peasants, landless families, tenants and *Guthi* (a traditional trust) farmers, unregulated settlers and other marginalized classes.

### Working policy

2. Livelihood-centred rehabilitation programmes for freed bonded labourers and ploughmen shall be implemented and land title inventory shall be updated after partitioning land between landlords and tenants.

### Strategy

5. Conduct cadastral surveys of the lands not yet surveyed and bring them under the land administration system and protect them by preparing detailed documents of governmental, public, community and *Guthi* lands.

### Working policies

1. Land registration records shall be properly maintained after conducting cadastral surveys of conflict-affected lands, lands yet not surveyed or mapped and lands of village blocks left out in the past land surveys.
2. After instituting a survey directorate in each province, records of all governmental, public, community/communitarian and *Guthi* lands shall be updated and duly protected.

### Major programmes

1. Strengthening of the Land Administration and Management of Informal Land Relations Programme (identify people living in at-risk settlements and move them to safe locations; digitize land documents; develop a reliable and integrated service delivery system of land measurement/survey and land revenue offices; build physical and technological infrastructure and capacity; develop scientific land valuation system; collect data and identify landless families and unregulated settlers; conduct activities relating to mapping and documentation of land for the settlement of landless families; classify unregulated settlers and regulate and manage them accordingly; total estimated budget: Rs 3.60 billion)
2. Survey mapping and geographical information production programme (total estimated budget: Rs 8.30 billion)

## Forest, Biodiversity and Watershed

### Strategy

1. Expand and diversify goods and services from nature-based tourism development and participatory forest management by utilizing full potentials of forest areas.

### Working policy

8. Conditions shall be created to invest in results-based eco-tourism, wooden furniture and other forest produce-based industries by organizing cooperatives of forest user groups consisting of women, Dalits, indigenous peoples, and local communities and increasing capital through community, government and private partnerships.

### Strategy

2. Protect and manage forest, flora, wildlife and biodiversity in arc landscape and other areas in an integrated way.

### Working policy

1. An integrated management plan for protected areas and a strategic plan for the protection of arc landscape areas and pasture lands shall be prepared and implemented with the participation of women, Dalits, indigenous peoples and local communities.
2. A sustainable forest management plan for the protection of government-managed forests, community forests, partnership forests, leasehold forests, and forests under all other management systems, pasture lands, wetlands and biodiversity and an action plan for the protection of endogenous and endangered species shall be formulated and implemented.
7. Bio-resources shall be protected on the basis of necessity and potentials of alien and native flora by maintaining protected areas, as well as identifying and expanding sensitive biodiversity areas, for the protection and management of wildlife and their habitats and rare plants.

### Strategy

5. Distribute equitably the benefits accrued from the management of forests, biodiversity and watershed areas by institutionalizing gender equity and social inclusion.

### Working policies

1. A gender and social inclusion strategy in the forestry sector, including in community forests and other forest management systems shall be revised and redesigned as per the need of the time and executed accordingly.
2. All local-level biodiversity-related knowledge, skills, practices, sociocultural systems, arts, intellectual property of indigenous and tribal peoples and local communities shall be documented and registered.

### Strategy

6. Increase awareness, capacity, research inquiries, studies, and explorations with the coordination and cooperation of research institutions, universities and nongovernmental organizations.

### **Working policy**

4. Research studies on valuable herbs, including endogenous plants and species, shall be conducted and developed.

### **Strategy**

7. Laws shall be formulated and implemented for the sustainable management of the forestry sector by coordinating with the federal, province and local levels.

### **Working policy**

3. Legal provisions and mechanisms shall be formulated and brought into operation for equal access to genetic resources and equitable distribution of their benefits.

### **Major programmes**

1. President Chure–Tarai Protection Programme (five major programmes; total estimated budget: Rs 249.70 billion)
2. Forest Programme for Prosperity (promoting timber and non-timber-based industries; promoting private forests; protecting, promoting and utilizing national and other forest areas; identifying pocket areas of non-timber products and encouraging special production; promoting improved energy sources in 70,000 households; planting, protecting and managing trees; total estimated budget: Rs 5.80 billion)
3. Wild Animal Nourishing and Botanical Garden Programme (three major activities; total estimated budget: Rs 6.92 billion)
4. Nature-based Tourism Programme (two major activities; total estimated budget: Rs 7.70 billion)
5. REDD Plus and Climate Adaptation Programme (total estimated budget: Rs 4.50 billion)

## **Industry, Commerce, Supply and Tourism**

### **Industry**

#### **Strategy**

1. Carry out policy, legal and institutional reforms for the development of the industrial sector.

#### **Working policy**

6. Legal and institutional arrangements shall be strengthened to protect and promote industrial intellectual property.

#### **Strategy**

2. Promote technology transfer and develop one-door system and industrial infrastructure for the creation of an investment-friendly environment.

#### **Working policy**

1. Support and facilitation shall be provided for the promotion and infrastructure-building of the industries based on native raw materials such as cement, sugar, footwear, drug, juice, dairy, tea, *Pasmina*, handicrafts, and others.

### Strategy

5. Place emphasis on import management by mobilizing investment through public, private and cooperative partnerships on the industries based on native raw materials having competitive capabilities and enjoying comparative advantage.

### Working policies

1. Emphasis shall be given to research, refinement and production of uranium, iron, copper, gold, natural gas, and petroleum products by using foreign direct investments, technical human resources and modern technology.
4. Processing centres shall be established for the processing of high-altitude herbs and precious and semi-precious stones available in various places.
5. Collection and processing centres shall be established and technical support shall be provided for the promotion of goods from natural fibre like *Allo* (Himalayan nettle), banana leaves, cane, bamboo, and others.

### Major programmes

1. Industrial Infrastructure Development Project (conducting detailed study, designing and assessing environmental impacts of industrial zones; building industrial villages in coordination with and cooperation of local levels; building industrial zones with the cooperation of and in coordination with provinces; building inland economic zones and special economic zones; managing and promoting industrial zones and industrial villages in partnership with the private and cooperative sectors; total estimated budget: Rs. 256.38 billion).

## Commerce/Trade

### Strategy

1. Manage import and promote export by identifying, developing, diversifying and increasing production and productivity of food grains and goods and services of basic consumption and comparative advantages and competitive capabilities.

### Working policy

4. High value yielding goods, including readymade garments, carpets, shawls, leather shoes, slippers, coffee, felt, crude paper (handmade paper), cardamom, ginger, tea, medicinal herbs, and high value and low volume items shall be produced and export infrastructure shall be developed to promote their export.

### Strategy

1. Reduce the cost of internal and international trade through development and utilization of trade-related technology and infrastructure, using and expanding information technology, good governance, effective regulation, trade facilitation and institutional strengthening.

### Working policy

6. Infrastructure needed for the development of local production, storing and marketing shall be developed.

7. Industries that produce exportable goods based on local raw materials shall be encouraged to apply new technology and improve their production processes.

### **Strategy**

3. Protect and promote the intellectual property rights relating to trade/commerce in the international market.

### **Working policy**

1. Arrangements shall be made for the protection of intellectual property right of the goods based on local and traditional knowledge and skills.

### **Major programmes**

1. Trade/commerce-related infrastructure development project (build 2 customs inspection posts, 5 dry ports, 7 integrated service centres, 7 standard quarantine facilities, 7 sanitary and phytosanitary test laboratories; total estimated budget: Rs 7.50 billion)

## **Supply**

### **Strategy**

2. Strengthen corporations involved in supply management institutionally and structurally.

### **Working policy**

4. A permanent mechanism shall be developed for the supply of food grains at low costs for poor people and deprived communities.

## **Tourism**

### **Strategy**

1. Launch extensive publicity and promotion of Nepali tourism in the neighbouring countries and major tourism markets.

### **Working policies**

7. Diversification and beautification of tourism products and tourism destinations targeted at meetings, conferences, seminars, and exhibitions shall be done to equitably distribute benefits accrued from the tourism sector.
8. Collaboration/partnership with private sector shall be done for the development of modern tourism products such as cinema tourism, adventure tourism, recreational tourism, research tourism, business tourism, eco-tourism, mountaineering and hiking, and agro-tourism.

### **Strategy**

3. Develop, market and promote modern tourism infrastructure in accordance with the public-private-cooperative concept by encouraging national and international investment.

### **Working policies**

3. Buddha circuit, Shiva circuit and pre-historic Mithila culture, Ramayan circuit, and similar other

projects shall be developed and linked with local and national infrastructure according to the concept of regional tourism network development.

7. Peace and spirituality, knowledge and philosophies embedded in Nepal's ancient civilizations, forts, and heritage of religious and archaeological value shall be identified and developed.

### Strategy

5. Expand the benefits of tourism deep to the local level by linking tourism products with the value chain.

### Working policy

4. Himalayan treks from Taplejung to Darchula, cableways in Himalayan areas, and other tourism infrastructure shall be developed.

### Major Programmes

1. Gautam Buddha International Airport Project (total estimated budget: Rs 30.91 billion).
2. Pokhara International Airport Project (total estimated budget: Rs 21.60 billion).
3. Nijgadh International Airport Project (total estimated budget: Rs 165 billion/US\$1 billion 50 million).
4. Great Himalayan Trail Project (total estimated budget: Rs 5 billion)
5. Hill Station Building and Promotion Programme (total estimated budget: Rs 2 billion)
6. Tourist Spots Development Programme (total estimated budget: Rs 2.01 billion)

## Social Sector

### Population and Migration

#### Strategy

3. Reform laws and institutional arrangements by adopting the policy of population and mainstreaming in development through rights-based gender equality and inclusion.

#### Working policy

1. The participation of the poor, marginalized, Dalits, women, children, adolescents, feeble, senior citizens, and persons with disability in population and sustainable development programmes shall be ascertained following the gender equality and social inclusion norms.
2. The concept of planned family shall be encouraged, respecting the family values and norms traditionally espoused by Nepali society.
6. Special programmes shall be implemented and institutionalized for the protection of marginalized and endangered indigenous peoples (Raute, Kusunda, Chepang, Rajbansi, Chamar, Musahar, Badi, Raji, etc).

#### Strategy

4. Manage internal migration and urbanization through integrated development of settlements in rural and remote areas.

### **Working policy**

3. Employment opportunities shall be created by emphasizing balanced development of education, health and physical infrastructure-building in rural, remote and backward areas.

## **Education**

### **Strategy**

2. Make all levels of government capable and accountable to ensure equitable access to school education on the basis of standards of compulsory and free education.

### **Working policies**

2. Open and alternative education shall be arranged to address the learning needs of students belonging to vulnerable minority and endangered communities to ensure compulsory and free basic education for all, and learning materials, residential care and special educational arrangements shall be made for children with disability to create opportunities to foster their identity, improve assessment ability and gain appropriate education.
3. Incentive programmes like day-meal for students of basic education, scholarships targeting poor and differently abled students, and health check-up and treatment at local health centres for all students shall be implemented to prevent the problems of drop-out and retain them in school.
5. Arrangements shall be made to provide boarding facilities to those schools where children of remote and mountainous regions and of special needs study and to develop them as model schools. Likewise, schools with boarding facilities shall be brought into operation, targeting children of poor, marginalized and endangered communities.

### **Strategy**

4. Ensure the quality of education of all levels through the development of human resources, infrastructure, technology and curricula based on knowledge and skills useful to life.

### **Working policy**

2. The curricula and textbooks of school education shall be revised as per the need of the time; integrated curricula of grade I to III of basic level shall be implemented; basic level education shall be imparted through the medium of mother tongue or local language or Nepali; and the capacity of local levels shall be enhanced to develop curricula and textbooks according to the prescribed standards.

### **Strategies**

6. Expand technical and vocational education and training programmes to ensure opportunities and access to technical and vocational education and training for the youth at the local level.

### **Working policies**

5. A students financial assistance system based on needs shall be introduced to provide equitable opportunity for technical and vocational education and skills development to persons with multidimensional poverty, multiple disadvantage, socioeconomically backward, differently abled and lacking opportunity of formal education.



6. Mobile skills development and training shall be organized ensuring prescribed standards in the development of technical and vocational education and skills.
7. System of fulfilling the changing needs of skills from each local level and providing career counselling services related to career or occupations shall be developed.

### Strategy

12. Ensure lifelong learning by aligning knowledge and skills learned through informal education and alternative learning with income-generating programmes.

### Working policy

1. Procedures, processes and mechanisms shall be strengthened for the documentation, skills assessment and accreditation of skills in the non-formal sector by developing a national qualifications system to introduce procedures and methods of learning, ensuring learning through formal, non-formal and alternative modes.

### Strategy

13. Use the innovative technology advanced from scientific research and exploration in the total process of development duly promoting and protecting traditional and local knowledge, skills and technologies.

### Working policies

1. Education of new technology for use in the total process of development of the country shall be integrated in the curricula of schools and universities after appropriate research study, aligning scientific research and study with high education and protecting and promoting traditional and local technology simultaneously.
2. Foreign students shall be attracted through the establishment and development of higher education institutions based on indigenous arts and cultures of Nepal.

### Major programmes

1. Public school invigoration project (improving curricula and learning materials based on STEM—science, technology, engineering and mathematics; managing library, science laboratory, information technology laboratory, playground, drinking water and toilet facilities; implementing professional capacity development programmes for secondary school teachers; managing internship and mobilizing volunteers for teaching mathematics, English, science and technical subjects; distributing/arranging grants for teaching management, teacher training and teaching/instructional support; using disability-friendly teaching materials and technology; managing boarding facilities at necessary places; total estimated budget: Rs 86 billion)
2. Technical and vocational education and training programme (preparing textbooks; refining and developing curricula; providing training to trainers of technical and vocational education and training institutes; building educational buildings, administrative buildings, laboratories, and hostels; establishing and running 1 technical and vocational model school in each local level; total estimated budget: Rs 51.25 billion)
3. School sector development programme (major activities: teacher training, access to and quality of education improvement, ensuring safe learning environment, functional literacy; total estimated budget: Rs 120.49 billion)

4. Food for education programme (mid-day meal for 822,000 students; improvement in admission, attendance, study capacity and learning achievement; reduction in gender and caste/ethnic discrimination; total estimated budget: Rs 2.48 billion)
5. Vocational education and training augmentation project (total estimated budget: Rs 6.81 billion)
6. High mountain international research centre (total estimated budget: Rs 5 billion)
7. National science, technology and incubation fund (total estimated budget: Rs 5 billion)
8. Multidisciplinary research centre (total estimated budget: Rs 10 billion)

## Health and Nutrition

### Strategy

2. Accomplish planned development and expansion of Ayurveda medical treatment, naturopathy and other alternative treatment systems.

### Working policies

1. Mechanisms shall be instituted for the identification, collection, protection and promotion of medicinal herbs, minerals and animalistic/zoological substances.
2. Health tourism shall be promoted by establishing specialized service centres of Ayurveda treatment, Yoga, meditation, *Pranayam* (breathing exercise), psychotherapy, *Panchakarma* (five-step Ayurvedic detoxification), naturopathy and other alternative treatment for their specialized services according to set standards.

### Strategy

7. Regulate and manage the production, import, storage, distribution and use of new technology related to medical equipment, drugs and medicinal substances.

### Working policy

2. The production, storage and distribution of medicines and medical equipment shall be streamlined, emphasizing the development and promotion of commercial farming of herbs, medicinal plants and drug industries.

### Strategy

8. Adopt integrated measures, including community health system, for the control of communicable and non-communicable diseases and management of preparedness and response of public health disaster.

### Working policy

1. Prevention and treatment programmes shall be implemented by formulating an action plan based on research on the burden and distribution of hereditary diseases like sickle cell anaemia and thalassemia.

### Strategy

12. Implement a multi-sectoral nutrition plan effectively through coordination and cooperation of multiple sectors.

### **Working policy**

2. Access to, and consumption of, quality and healthy foods shall be increased and health-enhancing behaviours and practices shall be promoted.

### **Major programmes**

1. Health institutions and health service extension programmes (classifying health institutions and identifying their locations on the basis of population and geography; developing operational/working procedures and standards, and executing them for the institution, administration and management of health institutions; determining infrastructures necessary to upgrade zonal, sub-regional, and regional hospitals after mapping their infrastructures; building physical infrastructure and managing workforce in new and upgraded health institutions; and developing and implementing a scientific referral system by providing effective services from basic health service centres, primary-, secondary- and tertiary-level and highly specialized hospitals: total estimated budget: Rs 135 billion)
2. Health insurance programme (total estimated budget: Rs 35 billion)
3. Integrated vaccination and nutrition programme (total estimated budget: Rs 9.01 billion)
4. Safe motherhood and reproductive health strengthening programme (total estimated budget: Rs 7.51 billion)
5. Integrated diseases prevention and control programme (total estimated budget: Rs 25 billion)
6. Drinking water quality improvement programme (total estimated budget: Rs 8.38 billion)
7. Drinking water service extension and rehabilitation programme (total estimated budget: Rs 21.21 billion)

## **Drinking Water and Sanitation**

### **Strategy**

1. Provide basic drinking water and sanitation facilities to those communities that are deprived of such services, with their participation.

### **Working policy**

1. Communities without access to basic drinking water supply and sanitation facilities shall be identified and mapped.
2. High priority shall be given to the programmes of basic drinking water supply and sanitation facilities in areas without access to such services.
3. Drinking water supply projects shall be executed following the concept of 'one house, one tap'.

### **Strategy**

6. Make drinking water and sanitation projects sustainable by making them climatically adaptable and reducing disaster risks.

### **Working policy**

2. Access to climate adaptation and other international funds shall be established and available funds shall be used to improve drinking water supply and sanitation facilities.

## Major programmes

1. Melamchi Drinking Water Project (activities: first phase: building access roads, bridges, headworks in the Melamchi River, tunnel and water purification centres; second phase: building headworks in the Yangri and Larke rivers, tunnels, water purification centres, roads and bridges; total estimated budget: Rs 66 billion)
2. Drinking water quality improvement programme (providing quality improved/safe drinking water to 27.5 per cent of the population; total estimated budget: Rs 8.38 billion)
3. Drinking water service expansion and rehabilitation (build and rehabilitate 900 drinking water projects to serve 1,148,000 people; total estimated budget: Rs 21.21 billion)
4. Environmentally adapted large drinking water project (55 projects; total estimated budget: Rs 38.50 billion)

## Youth

### Strategy

2. Encourage youths to set up enterprises and occupations.

### Working policy

4. The participation of the youth in the protection, consolidation, promotion and professionalization of traditional vocations and occupations shall be increased.

### Strategy

5. Ensure inclusive and meaningful participation of youths in policymaking to implementation of all three levels.

### Working policy

3. Inclusive participation of the youth in administrative processes, policymaking and execution shall be increased.

## Major programmes

1. Youth vocational incubation centre (total estimated budget: Rs 4.68 billion)
2. Youth self-employment programme (total estimated budget: Rs 2 billion)

## Gender Equality and Women Empowerment

### Strategy

4. Develop a statistical system to measure gender equality and empowerment.

### Working policy

2. Data disaggregation by gender during survey and data collection shall be made mandatory.

### Strategy

5. Empower economically and transform socially the economically deprived and socially backward women.

**Working policy**

1. Livelihood improvement programmes shall be conducted to economically empower socioeconomically backward and poor women through entrepreneurship development.
4. Programmes shall be implemented to narrow the gender gap in technical education.
5. The President Women Empowerment Programme shall be expanded throughout the country for the economic and social transformations of poor and rural women.
8. Economic and social development programmes shall be implemented to help generate income of the excluded, including poor and unfortunate Dalit, indigenous peoples, single women and women with disability, Badi, *Kamlari*, *Kamaiya*, Chepang, and deprived women and girls of all communities, and develop their capacity and empower them.

**Major programmes**

1. President Women Empowerment Programme (launching multidimensional women entrepreneurial model villages; implementing economic empowerment, entrepreneurship and employment promotion programmes by means of integrated women entrepreneurship development and new vocational and skills training; instituting a rescue fund and airlifting and managing safe hospital delivery of pregnant women at risk; developing a management information system by making gender disaggregated data available through the surveys of women's domestic and care work and monetary value determination of such work and of status of gender violence; introducing a gender-responsive budget system at all three levels of government; building gender-friendly physical infrastructures; implementing women empowerment and awareness programmes; total estimated budget: Rs 21.17 billion)
2. Campaign against gender violence (total estimated budget: 0.61 billion)

**Children and Adolescents****Strategy**

3. Protect the lives of children and adolescents by eliminating all forms of violence against them.

**Working policies**

1. Policy of zero tolerance shall be adopted against crimes against children and adolescents like violence, sexual abuse, child labour, rape, trafficking, etc.
2. Legal provisions shall be amended to control crimes against children and adolescents.

**Strategy**

4. Protect and support the helpless, orphans, persons with disability, feeble and deserted children and adolescents.

**Working policy**

5. Health services for persons with disability, particularly children with intellectual disability, shall be streamlined by giving priority to their healthcare.

**Major programmes**

1. State as guardian of at risk children (total estimated budget: Rs 2 billion)

## Senior Citizens

### Strategy

1. Create a favourable environment for the care, supervision and support of senior citizens through families and social avenues.

### Working policy

1. A system of taking care of parents by their children shall be developed and introduced.
2. Senior citizen protection policy shall be formulated and implemented for the protection of economic and social rights of senior citizens.

### Strategy

1. Social security services shall be expanded for the security and convenience of senior citizens.

### Working policy

1. Special concessions or exemptions and facilities shall be provided under various services and privileges for senior citizens.

### Major programmes

1. Senior citizen programme (total estimated budget: Rs 2.20 billion)

## Persons with Disability

### Strategy

1. Formulate policies and review laws for the protection of human rights of persons with disability.

### Working policies

1. Disabled-friendly policies and programmes shall be formulated with the participation of persons with disability and shall be implemented for the livelihood of all differently disabled persons.
2. The scope of essential social security programmes shall be expanded and effectively implemented for persons with disability.

### Major programmes

Disability-friendly campaign (total estimated budget: Rs 10 billion)

## Sports

### Strategy

1. Build, protect and upgrade sport infrastructure with the coordination and cooperation of all level.

### Working policy

2. Well-equipped sports infrastructure shall be built and upgraded at provincial and local levels.

### **Strategy**

5. Create an environment of participation in sports by people of all age groups by establishing the importance of sports at all levels and fields of society.

### **Working policy**

5. Special programmes shall be implemented to develop sports of public interest and for health promotion.

### **Major programmes**

1. Sports Infrastructure Development and Promotion Programme (total estimated budget: Rs 116.80 billion)
2. Adventure Sports Promotion Programme (total estimated budget: Rs 0.60 billion)
3. High Altitude Training Centre (total estimated budget: Rs 2.50 billion)

## **Social Security and Protection**

### **Strategy**

1. Increase the access of socioeconomically deprived and vulnerable regions, gender, classes, and communities to social support and protection by expanding social security and protection programmes.

### **Working policy**

1. Social protection measures shall be adopted to protect those who have no income to subsist or who have income lower than the minimum income fixed by the government, who are weak and infirm to work, who are helpless, single women, persons with disability, children, those who cannot take care of themselves, and members of endangered groups.
2. Social protection programmes, including multiregional nutrition plan, safe motherhood programme and child protection grant shall be made accessible and expanded throughout the country.
5. Targeted programmes shall be implemented to include workers of informal sectors in social protection programmes.
7. Integrated social security package shall be brought into operation to implement fundamental rights like right to food security, right to shelter, right to health, right to education, right to employment, etc.

## **Infrastructure Sector**

### **Hydroelectricity**

#### **Strategy**

5. Strengthen the institutional structure of the hydroelectricity sector.

#### **Working policy**

2. Clear policies and legal provisions shall be worked out in relation to the right of way of extension lines, land acquisition and benefit-sharing, including those relating to environmental and social necessity.

## Major Programmes

1. Upper Tamakosi Hydroelectricity Project (456 megawatt capacity; total estimated budget: Rs.49.29 billion)
2. Budhigandaki Water-storage Hydroelectricity Project (1,200 megawatts; total estimated budget: Rs 283.57 billion/US\$2,593 million in base year 2018/19)
3. Western-Seti Hydroelectricity Project (1,200 megawatts; total estimated budget: Rs 273.85 billion/US\$2,407 million)
4. Upper Arun Hydroelectricity Project (1,061 megawatts; activities: detailed engineering study and environmental and social impact study; preparing investment modality, acquiring land and building access road; carrying out civil works, including headworks, main tunnel, tailrace tunnel and other tunnels, power house and others; procuring, transporting and fixing hydro-mechanical and electro-mechanical equipment; building extension lines and sub-stations; total estimated budget: Rs 155 billion)
5. Electricity Extension Project (Millennium Challenge Account- Nepal) (289 km internal extension and 23 km international/New Butwal-Sunauli, 400 KV; total estimated budget: Rs 70.50 billion)
6. National and International Extension Line Programme (high voltage 205 km international and 2,171 km national extension line; 2 international and 16 national projects; several projects under study phase; so, budget not estimated)
7. Mugu-Karnali water storage hydroelectricity project (1,902 megawatt capacity; total estimated budget: Rs 41.84 billion)
8. Lower Arun hydroelectricity project (679 megawatts; total estimated budget: Rs 135.80 billion)
9. Kimathangka-Arun semi-water-storage hydroelectricity project (450 megawatts; total estimated budget: Rs 96.40 billion)
10. Tanahun Hydroelectricity project (140 megawatts; total estimated budget: Rs 41.62 billion)
11. Rasuwagadi Hydroelectricity project (111 megawatts; total estimated budget: Rs 13.68 billion)
12. Middle Bhotekosi hydroelectricity project (102 megawatts; total estimated budget: Rs 12.28 billion)
13. Tamakosi 5th Hydroelectricity project (100 megawatts; total estimated budget: Rs 16.70 billion)
14. Arun-4 hydroelectricity project (372 megawatts; total estimated budget: Rs 82.02 billion)
15. Dudhkosi hydroelectricity project (625 megawatts; total estimated budget: Rs 219 billion)
16. 132 KV extension line programme (6 sub-projects; total estimated budget: Rs 1,241.29 billion)
17. Solar energy programme (127 megawatts; total estimated budget: Rs 12.70 billion)
18. Bio-energy programme (installing 200,000 domestic biogas plants, producing 40,000 metric ton LP gas, installing 500 high capacity biogas plants)
19. Wind energy programme (10 megawatts; total estimated budget: Rs 2 billion)



## Transportation Infrastructure

### Road

#### Strategy

1. Develop road networks based on a master plan with modern structures, including high capacity fast tracks, underground tracks, viaducts that can retain provincial balance.

#### Working policy

4. Project implementation shall be initiated after preparing a detailed action plan of preparations, including land acquisition, right of way, demarcation, approval of the use of forest areas.

#### Major programmes

1. Kathmandu-Tarai-Madhes Fast Track Project (Kathmandu–Nijgadh 72.5 km-long four-lane road with three-tunnel ways and 87 bridges; total estimated budget: Rs 213.95 billion)
2. Mid-Hill (Pushpa Lal) People's Way Project (1,879 km-long east–west two-lane road with 202 bridges in mid-hills; total estimated budget: Rs 101.5 billion).
3. Postal Highway Project (1,792 km-long east–west two-lane road with 219 bridges in southern parts of Madhes/Tarai areas; total estimated budget: Rs 65.24 billion).
4. Koshi Highway Project (390 km long two-lane road linking Rani-Biratnagar in the south, close to India border to Kimathangka, Sankhuwasabha, close to the border of Tibet, China in the north; total estimated budget: Rs 16.20 billion).
5. Kaligandaki Corridor Project (444 km-long two-lane road with 76 bridges along the corridor of the Kaligandaki River, linking the Himalayan region to the Tarai-Madhes; total estimated budget: Rs 32.22 billion).
6. Karnali Corridor Project (528 km-long two-lane road with 12 bridges, linking the Tarai-Madhes to mountainous regions of Karnali regions close to the border of Tibet, China; total estimated budget: Rs 1,100.55 billion from Khulalu to Hilsa via Simikot).
7. Galchhi–Trisuli–Mailung–Syaphrubesi–Rasuwagadi Road Project (82 km two-lane road with 24 bridges; total estimated budget: Rs 20.50 billion)
8. Construction and improvement of provincial and local roads (construction of 500 km of new roads, 4,200 km of blacktopped roads, 3,000 m. Of road bridges, temporary repair and maintenance of 4,000 km roads and regular repair and maintenance of 11,500 km of roads annually; total estimated budget: Rs 200.27 billion/US\$2000 million)
9. Expansion and upgrading of national highways (expanding, improving and upgrading 356 km of two-lane highways into four-lane highways; upgrading 1,576 km of roads from gravelled to black-topped; total estimated budget: Rs 282.42 billion)
10. Madan Bhandari Highway Project (Jhapa Bahundngi to Dadeldhura Rupal Highway, 1,250 km-long two-lane blacktopped roads; total estimated budget: Rs 98.30 billion)
11. Basic road network expansion (852 km road networks; total estimated budget: Rs 81 billion)
12. Kathmandu Valley access and Valley road strengthening (upgrading 174 km of roads; total estimated budget: Rs 32.58 billion)
13. Construction of road bridges (more than 1,610 bridges; total estimated budget: Rs 198 billion)

14. Rasuwagadi–Kathmandu Railway Project (complete 72 km railways; total estimated budget: Rs 293 billion)
15. Raxual–Kathmandu Railway Project (construction of 135 km railways; total estimated budget: Rs 264 billion)

## Communication and information technology infrastructure

### Strategy

1. Ensure access to and use of information to all citizens.

### Working policy

1. Policy and institutional arrangements shall be made to make information accessible to all citizens.

### Strategy

4. Improve social, economic and administrative systems through digitization.

### Working policies

5. The frequency distribution system shall be streamlined and made transparent by formulating a national frequency allocation plan and strategy.
8. A digital literacy and awareness campaign shall be launched to narrow the digital divide.
11. Local languages, cultures and indigenes shall be protected and promoted through the use of information technology.

### Strategy

6. Develop and promote the cinema sector as an industry by developing infrastructures.

### Working policy

1. Cinema-related policies, laws and rules shall be reviewed and reformed.
2. The cinema sector shall be used to promote the nationality, cultures and tourism of Nepal.

### Major Programmes

1. Digital Nepal (launching and operating Sagarmatha satellite; building country-wide optical fibre network under information highway; fixing and operating main equipment of 4G LTE; bringing into operation a mobile device management system and a national e-payment gateway; using digital signature in government service delivery; delivering public services through electronically-operated system; total estimated budget: Rs 107.50 billion)

## Local Infrastructure

### Strategy

3. Make local levels self-reliant by increasing their capacity to mobilize local resources and ensuring inclusive participation in the formulation and implementation of local-level policies, plans, budgets, and programmes.

**Working policy**

2. Procedure shall be determined for realizing access, meaningful participation, empowerment, and ownership of inclusive segments like women, Dalits, indigenous peoples, senior citizens, children, youth, persons with disability, farmers, among others, in governance.

**Major programmes**

1. Province 1: Four major programmes (total estimated budget: Rs 85 billion)
2. Province 2: Four major projects (total estimated budget: Rs 3.15 billion)
3. Province 3 (Bagmati): Five major projects (total estimated budget: Rs 25 billion)
4. Province 4 (Gandaki): Five major projects (total estimated budget: Rs 82.54 billion)
5. Province 5: Five major projects (total estimated budget: Rs 26.95 billion)
6. Province 6 (Karnali): Five major projects (total estimated budget: Rs 93.72 billion)
7. Province 7: Six major projects (total estimated budget: Rs 36.90 billion)

**Urban Development****Strategy**

4. Develop Kathmandu Valley as an attractive, prosperous and environment-friendly, ultramodern and convenient cultural capital.

**Working policy**

1. Kathmandu Valley shall be protected and developed as federal capital by preserving its historical, natural and cultural heritage.
2. All local levels of Kathmandu Valley shall be encouraged to develop as cultural municipalities that exhibit basic characteristics and identities.

**Major Programmes**

1. New Cities Development Project (implementing planned land acquisition/integration programme; building roads, bus parks, recreation parks and market places; building urban infrastructures, including drinking water supply, waste processing centres, sewerage and others; total estimated budget: Rs 150 billion)
2. Urban Corridors Project (six corridors identified by National Urban Development Strategy 2017; total estimated budget: Rs. 678.3 billion/US\$6.2 billion)
3. Integrated Urban Development Programme (520 km urban roads, 640 km underground/surface drainage, 46 bus parks and recreation parks, execution of integrated urban development plan of 293 municipalities; total estimated budget: Rs 135 billion)
4. Kathmandu Valley new city development project (building four new cities with modern infrastructure in four areas: Sankhu–Changunarayan–Duwakot–Kageswari–Manahara, Khokna–Bungmati, Balaju–Kabhresthali–Tokha and Katunje–Dadhikot–Sirutar–Gundu; total estimated budget: Rs 372 billion)

## Rural Development

### Strategy

1. Prioritize productive infrastructure development, management and sustainability based on local resources and technology and infrastructure development grounded on rural development master plan.

### Working policy

1. An expert group shall be formed to prepare rural development master plans, and master plans based on the reports shall be prepared and implemented within a year.

### Strategy

2. Determine sectoral priorities on the basis of local feasibility and develop rural infrastructure in a way of ensuring access of all to basic services. Make service delivery inexpensive and effective through local infrastructure development.

### Working policy

3. Rural citizens' programmes of active participation, empowerment, proportional representation, and inclusion shall be internalized in the development programmes of political and administrative transformations of rural areas.

### Strategy

3. Manage and reduce migration ensuring income generation and employment.

### Working policy

3. Programmes like promotion of local industries and enterprises, use of local labour, skills and resources, and adoption of labour-intensive technology shall be implemented to discourage migration.

### Strategy

4. Discourage settlements in river banks, steep slopes and cultivable lands by managing settlements at risk.

### Working policies

1. Local levels shall identify at risk places and shall execute programmes to discourage expansion of settlements at such places.
2. Well-managed and safe settlements shall be developed at places identified as safe places.

## Residence and Settlement Development

### Strategy

4. Build safe, economical and environment-friendly houses for economically deprived communities, Dalits, Muslims, endangered and marginalized people and communities, and those highly vulnerable to disasters.

### **Working policy**

Safe houses shall be made available to families belonging to ultra poor, endangered and marginalized castes/ethnicities, communities and urban poor.

## **Building construction**

### **Strategy**

2. Reform institutional and legal frameworks of the building sector, along with one-door policy in relation to designing, building, using, and renovating integrated government buildings.

### **Working policies**

3. The use of traditional technology and local architecture in the buildings or houses being constructed by government and private entities shall be promoted
4. Traditional construction technology/expertise and architecture shall be employed in the restoration of buildings of archaeological importance.

## **Reconstruction**

### **Strategy**

1. Reconstruct and renovate destroyed or damaged private houses and public physical infrastructure by making them earthquake-resistant.

### **Working policy**

3. Local skills, materials, technology, and know-how shall be used as far as possible in the reconstruction and rehabilitation of religious and cultural heritage and traditionally-styled private buildings and houses.

### **Strategy**

3. Create income generation opportunities for the subsistence of earthquake-affected (particularly vulnerable) people.

### **Working policies**

1. Programmes on commercial farming, animal husbandry, tourism, local materials production, and promotion of traditional arts and skills shall be conducted for the livelihood of earthquake victims.
2. Various types of free vocational skills development training programmes of short and medium term shall be conducted for earthquake victims.
3. Need-based income generation and livelihood programmes shall be implemented for at risk beneficiaries.

### **Major programmes**

1. National Reconstruction Programme (reconstruction of earthquake-damaged structures and private houses and buildings; total estimated budget: Rs 937 billion)

## Democracy and Good Governance

### National Unity

#### Strategy

1. Raise people's awareness of Nepal's characteristics of diversity and their sturdy facets.

#### Working policy

3. Various informative programmes on Nepal's caste/ethnic, linguistic, gender, regional, and cultural diversity shall be published and broadcast from various types of media and published materials shall be distributed widely.
4. Subjects relating to Nepal's social and cultural structures and positive features shall be incorporated in the curricula of school and higher education.

### Electoral system

#### Strategy

1. Institute policy reforms by revising and reforming election laws.

#### Working policy

1. Election laws shall be revised and reformed.

#### Major programmes

1. Electoral System Strengthening (reforms of electoral laws, financial transparency of political parties, electoral code of conduct; total estimated budget: Rs 190 million)

### Human Rights

#### Strategy

2. Eliminate all forms of discrimination, untouchability, violence and evil customs and malpractice.

#### Working policy

1. The rights of the ultra poor, marginalized and backward classes shall be safeguarded.

#### Strategy

4. Fulfil the obligations created by international conventions and commitments relating to human rights by developing human rights culture.

#### Working policy

3. Periodic action plans for the international conventions on human rights shall be formulated and executed by submitting reports to the agencies concerned.

#### Major programmes

1. Human Rights Protection and Promotion Programme (protecting and promoting human rights; providing justice and compensation to victims of human rights violations and punishing perpetrators, ending impunity; effectively implementing international conventions to which Nepal is party and fulfilling commitments accordingly; total estimated budget: Rs 60 million)

## Justice System/Judiciary

### Strategy

1. Make judicial procedures speedy, effective, presumptive, and easily accessible through the development of information technology-friendly case flow management and automatic verdict implementation system, institutional strengthening of judiciary and capacity development of judicial workforce.

### Working policy

6. Programmes on the reform of laws and judicial procedures shall be implemented for enhancing access to justice, service recipient-friendly physical infrastructure-building, reforming internal working culture, increasing faith and confidence in the judiciary, and enhancing the effectiveness of the reconciliation system.

### Strategy

3. Make free legal assistance (pro bono service) accessible to all and effective.

### Working policy

2. Laws shall be enacted for conducting research studies to fulfil the obligations created by international treaties and conventions to which Nepal is party.
4. Pro bono legal service shall be made effective in practice.

### Major programmes

1. Physical infrastructure consolidation of courts

## Federal Administrative System

### Strategy

3. To invigorate the geographical, social, and cultural diversity.

### Working policies

1. The functions of constitutional commissions, foundations and academies responsible for the protection of social, economic and cultural diversity and inclusion shall be facilitated and coordinated.
3. Social mobilization, awareness-raising and interaction programmes shall be launched for maintaining unity among diversity by revitalizing geographical, social, economic, and cultural diversity.
4. Special, protected and autonomous areas shall be organized and brought into operation according to the Constitution and the Local Level Operation Act.

## Federal Administrative Reforms

### Strategy

3. Give a new lease of life to geographical, social, economic, and cultural diversity.

### **Working policies**

1. The duties and functions of the commissions and academies/foundations instituted in the Constitution for the safeguarding of social, economic, and cultural diversity and inclusion shall be facilitated and coordinated.
2. The investment of public, private, cooperative and community shall be directed toward the development of local levels as centres of economic growth. Likewise, additional equalization/equity fund shall be made available if local levels unite into one unit.
3. Social mobilization, awareness raising and interaction programmes shall be organized to maintain unity among diversity, invigorating geographical, social, economic, and cultural diversity.
4. As per the provisions of the Constitution and Act relating to local level bringing into service; special, protected and autonomous areas shall be identified and brought into operation.

### **Major programmes**

Not clearly seen.

### **Administrative Good Governance**

#### **Strategy**

3. Involve cooperative and private sectors in development management by making service delivery people- and development-friendly.

#### **Working policies**

1. Legal and policy reforms shall be introduced to enhance cooperation between private sector and civil society in service delivery and development management.
2. Supervision of civil society and other multiple stakeholders shall be increased to make service delivery transparent, people-oriented and accountable.
3. Initiatives shall be taken to make service delivery and development technology-friendly by institutionalizing the system of getting feedback of service recipients.

#### **Strategy**

4. Civil servants shall be made more result-oriented and accountable for their functional responsibilities.

#### **Working policy**

1. Appropriate and effective provision of reward and punishment shall be made to make civil servants responsible, dutiful and accountable by bringing positive changes in their behaviours and entering into work performance agreements, with performance indicators, with them.

### **Major programmes**

1. Home Administration Strengthening Programme



## Human Trafficking Control

### Strategy

1. Adopt measures to discourage and control human selling and trafficking by identifying groups and communities at risk and by socioeconomically empowering them.

### Working policy

1. Community-based livelihood and self-employment programmes shall be implemented to identify and empower groups and communities at risk of human buying–selling and trafficking.

## Interrelated Sector

### Statistical System

### Strategy

2. Produce and supply statistics conforming to the internationally accepted methods and quality standards identifying and prioritizing indicators of policies, plans, monitoring and evaluation, and sustainable development goals and inclusive of relevant others.

### Working policy

5. Data disaggregated by geographical, gender, social and subject-wise characteristics shall be produced and analysed and shall be made available.

## Poverty Reduction

### Strategy

2. To formulate and implement poverty reduction plans, programmes and projects targeting the poor.

### Working policies

1. Capacity development, income generation and employment-oriented programmes shall be implemented, targeting backward areas and families of deprived communities.
2. Social security and protection and poverty reduction programmes shall be targeted at poor persons, families and communities.

### Strategy

3. Implement employment- and self-employment-oriented training and education programmes.

### Working policies

1. Partnership and coordination shall be maintained with various agencies that implement employment- and self-employment-oriented education and skills development programmes.
2. Special grants and low interest loans shall be provided to ultra poor persons and families for setting up enterprises after providing free training in the skills of market demand to them.
3. Employment-oriented training shall be provided to unemployed youths to make them entrepreneurs.

### **Strategy**

5. Ensure the access of poor people to means and resources of production by formulating poverty elimination policies.

### **Working policy**

1. Policies and laws shall be formulated to manage poverty reduction programmes.
3. High priority shall be given to poverty reduction while formulating sectoral policies, plans and programmes.

## **Labour and Employment**

### **Strategy**

1. Guarantee minimum employment by expanding employment programmes from the local level.

### **Working policies**

7. Following the norms of decent work, all forms of labour exploitation shall be eliminated. All works shall be made decent. Likewise, bonded and forced labour shall be eliminated.
10. Employment in the informal sectors shall be gradually transformed into formal sectors.

### **Strategy**

2. Develop good industrial labour relations by means of social dialogue and effective execution of laws on labour and employment.

### **Working policies**

5. The process of formalization of informal labour shall be initiated by executing labour laws effectively.
6. Child labour shall be eliminated by effectively executing a master plan on child labour elimination.

### **Strategy**

3. Increase the competency of workers through technical and vocational education, training and skills development on the basis of national necessity.

### **Working policies**

1. A "skills to all, employment to all" programme shall be launched by harmonizing vocational and skills development training programmes to the demands of the labour market.
2. Labour productivity shall be enhanced by developing the capacities of the labour force according to the demands of the labour market.

### **Strategy**

6. Institute a powerful and high-level National Employment Authority to coordinate with various agencies and create employment and regulate employment-related actions.

### **Working policies**

2. Coordination shall be maintained with national technical training institutes to impart skills to persons seeking employment and their names shall be registered with the authorities to fulfill workforce requirement of the market.
4. A national human resource and workforce plan shall be formulated and skilled and technical workforce shall be developed accordingly through training and capacity development.

### **Major programmes**

1. Prime Minister Employment Programme (employment of 100 days for 100 thousand listed unemployed persons; total estimated budget: Rs 50 billion)

## **Human Resource Development**

### **Strategy**

3. Make the opportunities of technical education and vocational skills development accessible to all and of good quality.

### **Working policy**

1. Programmes shall be initiated to encourage universities, educational institutions and private sector towards the production of workforce of high demand in various fields.
2. Various types of vocational and skills training shall be conducted, with the cooperation of the private sector, according to the demand of the internal labour market.
6. Scholarships and other facilities in technical and vocational education shall be provided to economically and socially backward groups for their capacity development.

## **Inclusion**

### **Strategy**

1. To increase proportional access of targeted groups or classes to resources of the country.

### **Working policies**

1. The access of women, indigenous and tribal peoples, Dalits, Madhesis, Muslims, minorities, endangered ethnicities, and people of backward classes to the country's resources shall be enhanced.
2. Targeted programmes shall be implemented for the economic and social development of people of marginalized and backward or undeveloped areas.

### **Strategy**

2. Ensure meaningful participation of targeted groups or classes through positive discrimination and reservation in decision-making processes and the administrative structures of all three levels of the state.

### **Working policies**

1. Participation of all stakeholders shall be ensured throughout the decision-making processes of administrative functions and development.

2. Meaningful participation of economically, socially and geographically disadvantaged and backward communities in political, social and administrative spheres shall be ensured through the provision of positive discrimination and reservation.

### **Strategy**

3. Make targeted groups or classes capable to utilize employment opportunities in the country by providing them with skills development training.

### **Working policy**

1. The capacity of socioeconomically disadvantaged and background target groups or classes shall be enhanced by providing them with skills development training to enable them to utilize employment opportunities in the federation, provinces and local levels and their functional areas.

### **Strategy**

4. Protect and promote the languages and cultures of indigenous and tribal peoples, Dalits, Madhesis, Muslims, and backward classes.

### **Working policy**

1. Programmes of research studies, pursuit of good learning, involvement and awareness-raising of groups shall be launched and implemented for the protection and promotion of endangered languages and cultures of various groups or ethnicities and communities.

## **Sociocultural Diversity**

### **Strategy**

1. Develop culture illustration that might promote national unity by recognizing, protecting and respecting social, cultural and religious values and norms of all communities.

### **Working policies**

1. Programmes that appreciate and increase the respect of religious and cultural values and norms of all communities shall be implemented.
2. Endangered cultures shall be protected and documented.
3. A clue of national unity from cultural diversity shall be identified and publicized, making it understandable and practicable to general public.
5. *Guthi* system shall be protected and all arrangements relating to religious trusts shall be reviewed and managed to operate in the changed context

### **Strategy**

2. To collaborate among government and private sectors and communities for the reconstruction of damaged or destroyed religious, cultural and archaeological heritage to develop and promote them as tourism products.

### **Working policies**

1. Destroyed or damaged heritage shall be reconstructed and operated as tourism attractions.
2. The tangible and intangible cultural heritage shall be categorized on the basis of criteria of effective protection according to the functional spheres of federation, provincial and local levels.
3. Master plans relating to the Shiva circuit, Buddha circuit, Ramayana circuit, and other religious and cultural circuits shall be prepared and implemented.
4. The sites under the World Heritage List shall be protected and promoted and initiatives shall be taken to include other potential sites in the list.
5. A master plan for the sustainable development and management of the heritage sites of religious, cultural traditional, historical and archaeological importance shall be prepared and implemented.
6. Religious, cultural, traditional and historical civilizations shall be continuously promoted and popularized.

### **Strategy**

3. To strengthen the institutions relating to language, art, literature, music, and other similar fields.

### **Working policies**

1. Social protection shall be provided to the special sites of ancient arts, literature, music, languages, and cultures and to the creators in those fields so that they feel respected.
2. Copyright protection shall be made effective for the protection of creations.
3. The actual situations of different languages, dialects and scripts shall be identified and documented and their protection and uplift shall be intensified.
4. Arrangements shall be made for research and studies and protection of traditional folk music, dances, dramas, and other audio and visual/performance folk arts.

### **Strategy**

4. Coordinate and cooperate among governments of different levels in the research, excavation, protection, preservation, maintenance, and promotion of historical, religious and archaeological heritage.

### **Working policies**

1. Tourist attraction of different religious, cultural and archaeological heritage sites shall be increased.
2. Indigenous/original Nepali civilization shall be identified, protected and promoted.
3. Study, research and investigation shall be carried out for the protection of tangible and intangible cultures.
4. Legal provisions shall be formulated to make pilgrimage and sacred sites self-reliant, with fair management of traditional resources like gifts or donations to them.
5. Cooperation shall be extended to provinces and local levels for the documentation, protection and use of local heritage, historical forts and castles, languages, scripts, arts, cultures, trusts, religious sites, and inns and public rest houses.

6. Kathmandu Valley, including tourist spots of cultural and historical importance, shall be promoted and developed as living open museum.
7. A multilingual, multi-ethnic and multicultural museum shall be established in each province.

### **Major Programmes**

1. Pashupati Area Development Fund (six major activities; total estimated budget: Rs 127 billion)
2. Lumbini Development Fund (six major activities; total estimated budget: Rs 610 billion)

## **Disaster Risk Minimization and Management**

### **Strategy**

1. Policy-related, institutional and functional reforms shall be instituted to make the governance system disaster uplift-friendly and resilient.

### **Working policy**

4. Gender as well as all forms of social inclusion shall be given priority while formulating and implementing disaster risk reduction plans and programmes.

### **Strategy**

2. Mainstream the risk reduction into the sectoral development processes of federation (centre), province and local levels and increase public, private and community-based investment, partnership and cooperation to reduce disaster risks and boost upswing.

### **Working policy**

5. Partnership and cooperation among public, private, nongovernmental entities, cooperatives and communities shall be promoted for disaster risk reduction and management.

### **Strategy**

4. Develop and strengthen essential infrastructure, workforce, capacity and technology for the forecasting of disaster risks, monitoring, preparedness and effective counteractions.

### **Working policy**

1. Prior information system based on geographical information system (GIS) containing disaster forecast for effective preparedness and counteractions shall be developed and disseminated.

### **Strategy**

5. Utilize equitably the income accrued from natural resources in the risk reduction management of communities.

### **Working policies**

1. A disaster budget code and disaster management fiscal strategy shall be prepared and implemented to minimize human, physical, economic, social, cultural and environmental damage or destruction by reducing disaster risks.
2. Safe and resilient settlements shall be developed by investing the income generated from natural resources for the risk reduction of affected areas.

3. A disaster risk reduction fund shall be instituted and brought into operation for the reduction of losses or destruction caused by disasters by using the income accumulated from natural resources.

### **Major programmes**

1. Transfer of at-risk settlements and integrated settlements development programme (total estimated budget: Rs 5 billion)

## **Environment**

### **Strategy**

2. Make environmental impact assessment/evaluation an integral part of infrastructure development by framing legislation and building structures to maintain balance between infrastructure development and environment.

### **Working policy**

3. The process of approving environment study reports shall be made transparent and simple by making preliminary environmental assessments broad and practical through coordination at all levels.

### **Major programmes**

1. Clean environment programme (four major activities; total estimated budget: Rs 650 million.

## **Climate Change**

### **Strategy**

2. Implement national, provincial and local adaptation plans to make communities aware of getting appropriately adapted by removing their adversities.

### **Working policies**

1. Survey, monitoring and risk minimization activities of rivers, glaciers and lakes of melted glaciers shall be carried out.
2. A national adaptation plan on climate change shall be formulated and adaptation plans shall be prepared and implemented at the local level to achieve the priorities and targets set by the national plan.
4. Identification, protection, promotion and extension of appropriate technology shall be done for risk management, infrastructure development and directly affected agriculture, water resources and energy, complying with climate change adaptation.

## **Plan Formulation and Implementation**

### **Strategy**

2. Reform procedural aspects of plan formulation

### **Working policy**

4. An inclusive and participatory plan formulation system shall be developed at all levels. Ownership of governments of all levels, private and nongovernmental sectors, civil society, academia, and other stakeholders shall be increased with their participation in the plan formulation process.

### **Strategy**

7. Improve project management and programme implementation.

### **Working policy**

- 1 Reforms of laws, policies, institutions, and processes relating to public procurement, natural resources and workforce mobilization shall be instituted.



# 4

## Indigenous Peoples' Development in Fifteenth Plan: Impacts of Indigenous Advocacy

### Background

The three-year plans, which began in FY 2008/09, were transitional plans of the transitional governments and came to an end with the promulgation of the Fifteenth Plan on June 16, 2019. Following the promulgation of a new Constitution in 2015 and the parliamentary elections in 2016, Nepal seems to have entered an era of political stability. There was consensus among political leaders and planners on reviving the practice of five-year plans. The NPC had advanced the idea of formulating the Fifteenth Plan as a five-year periodic plan in 2017. It held consultations and solicited opinions, suggestions and proposals for five-year development, keeping in view the long-term development visions and goals for Nepal. Leaders of IPOs held consultations among themselves and held several meetings with indigenous experts and professionals for developing and deciding indigenous peoples' development agendas and formulating a five-year development plan. They held a series of meetings with NPC members and officials. After receiving suggestions, guidelines and framework from the NPC, they prepared an indigenous peoples' development plan based on them. Indigenous peoples' concerns, claims, needs, and aspirations were incorporated in the plan document. They submitted their plan document (Chapter 4) to the NPC Secretariat and briefed the contents of the document when the NPC was at the final stage of preparing Approach Paper of the Fifteenth Plan. IPO leaders, activists and professionals also approached provincial leaders (chief ministers, ministers concerned, chiefs of the provincial policy and planning commissions) and submitted their development agendas, requesting formulation of an indigenous development plan in provincial plans. IPOs continuously followed up with the NPC even after it had made the Approach Paper public and while it was further working on the final plan document (Fifteenth Plan).

### Advocacy initiatives of IPOs

More than four dozen representative IPOs, several traditional indigenous institutions, some five dozen indigenous professional, cultural, literary and students' organizations, exist in the country. They are generally known for their cultural activities and advocacy initiatives. They are also known for their political advocacy, particularly for the recognition of their collective rights; inclusion in all state organs; elimination of all forms of identity-based discriminations and inequalities; end of cultural, linguistic and religious suppression; and distributive justice. Today, indigenous

peoples' development also has become their agenda as a way of compensation for their past injustices. Indigenous peoples' development claims and concerns surfaced since the early 1990s after the restoration of multiparty democracy. Under the leadership of their federation, viz Nepal Federation of Indigenous Nationalities (NEFIN), IPOs continuously put pressure on the planning agencies of the government to make indigenous peoples' development part of the national development plan of the government each time when government was formulating a periodic plan, in which they became successful to some extent. By the turn of the twenty-first century, social inclusion and inclusive development became government agenda and infused the theme in the periodic plan. By the mid of the first decade of this century, the country was recognized as a multicultural, multilingual, inclusive, and secular state, which was a milestone achievement. The advocacy endeavours experienced a bitter failure in 2015 when the Constitution of Nepal was promulgated, denying the rights, concerns, claims, and grievances advanced by NEFIN along with IPOs. Revival of neo-Hinduism, emergence of Brahmin-Chhetri, newly coined term Khas-Arya, initiating aggressive affluent caste movement, domination of Brahmin-Chhetri leaders in all major political parties, decreased Constituent Assembly (CA) representatives of NCP (Maoist), and almost non-representation of ethnic parties and weak movement of IPOs all contributed to such situation. Poor bargaining power of NEFIN leaders and indigenous CA members is also to blame.

NEFIN, along with other IPOs, has been raising indigenous issues, such as full implementation of ILO Convention No. 169 and UNDRIP; fair inclusion of indigenous peoples in state institutions and decision-making processes; formation of autonomous and protective areas; recognition of (collective) land rights; participation in natural resource management; elimination of identity-based discriminations and prejudices; distributive justice, and so on. They have also raised the problems of unfair distribution of development resources and non-sharing of their benefits. They have frequently demanded that the government significantly invest in indigenous peoples' development and eradicate malpractices in programme implementation and service delivery. They have also raised objections to politicization of development investments. During 2018–19, they actively involved in the formulation of an indigenous peoples' development plan, with the technical and financial support of LAHURNIP, for submission to the NPC for incorporation and accommodation in the Fifteenth Plan. After the preparation of the plan document, they submitted the document to the vice-chair of the NPC. It took a long time to complete the programmes and projects and finalize the five-year plan for NPC. IPO representatives could not utilize this time and almost failed to follow-up with and draw attention of the NPC for the incorporation of the programmes or projects in the Fifteenth Plan. NEFIN and IPOs' advocacy became almost one-time initiative. It became evident that one-time attention-drawing is not enough for NPC, whose primary duty is to formulate plans taking into consideration the development demands of all sections of our diverse national society.

## Accommodation of indigenous peoples' development agendas

The Fifteenth Plan (FY 2019/20–2023/24) is the refined and consolidated document of its Approach Paper. It additionally contains annexes of programmes and projects (Annex 1), results framework (Annex 2), and the plan formulation process (Annex 3), apart from the visions, goals, objectives, strategies, Working policies, and expected results of the plan, which are already stated in the Approach Paper. The Approach Paper and the Fifteenth Plan have some strategies and Working policies of the five-year plan, which clearly incorporates indigenous peoples' development

agendas expressed in terms of development strategies and Working policies, and some indirectly accommodate the ideas and themes of indigenous development needs and aspirations (see Chapter 3). The plan document suggests that an attempt has been made to camouflage the identity of indigenous peoples under terms like 'groups', 'communities', 'deprived communities', 'backward castes/ethnicities', 'marginalized people', and 'endangered ethnicities', and the terms Adivasi (indigenous peoples) or Adivasi Janajati (indigenous and tribal peoples) or simply Janajati (nationalities/tribal peoples) are rarely used in the document. The difficulty also may have been posed by the provisions of the Constitution that have a long list of identity groups such as indigenous peoples, Tharu, Dalit, Madhesi, poor Khas Arya, women, minorities, persons with disability, sexual minorities, Muslims, backward classes, marginalized, farmers, labourers, youth, peoples of backward or oppressed regions (even eight groups for inclusion in federal and provincial legislatures) eligible for inclusion. It seems that the plan document uses the term 'communities' to refer to all of them. Several themes and contents of the indigenous peoples' development plan have been rephrased to cover all sections of people that the government thinks are eligible for sharing the state resources and opportunities. Some development strategies and Working policies of the plan document are directly related to indigenous peoples. However, several other development strategies and Working policies accommodate or carry the contents or themes of proposed indigenous development or provide some spaces for the advancement of indigenous peoples.

Some working policies under various strategies like the rehabilitation of redeemed bonded labourers (Tharu), land for the landless, mapping and documentation of community and *Guthi* (trust) lands in the land management sector; engagement in forest-based product industries through forest user cooperatives, participation in the integrated management plan of protected areas, arc landscape areas and pasture lands; documentation and registration of traditional knowledge, skills, practices, sociocultural systems, arts, intellectual property in the forestry, biodiversity and watershed sector; identification and promotion of peace and spirituality, knowledge and philosophies associated with ancient civilizations, forts, and heritage of religious and archaeological importance; infrastructure development of Himalayan trail from Darchula to Taplejung in tourism sector; priority to gender as well as all forms of social inclusion in disaster risk reduction plans and programmes; implementation of special programme for the protection endangered ethnicities (indigenous peoples), promotion of traditional family values and norms in population and migration sector; expansion of mother tongues as medium of instruction at basic level of education in education sector; prevention and treatment of hereditary diseases (like sickle cell anaemia and thalassemia, mostly found in Tharu communities) and promotion of alternative medicines in health sector; implementation of socioeconomic development programmes targeting indigenous and marginalized women in gender equality and women empowerment sector; social security provision for endangered groups/indigenous peoples in social security and protection sector are directly related to the development of indigenous peoples; and carry the spirit of the indigenous peoples' development plan suggested by IPOs and submitted to the NPC. There are also several Working policies such as protection and promotion of local languages, cultures and indigeneity and promotion of culture through cinema in the communication and information technology sector; access to and meaningful participation in local development activities and governance in local infrastructure sector; protection and development of historical, natural and cultural heritage of the Kathmandu Valley; integration of participation, empowerment, proportional representation, and inclusion programmes in rural development and political and governance transformation in the rural development sector are categorically linked to indigenous peoples within their expectations.

In the same vein, Working policies relating to reforms of electoral laws; planned implementation of provisions of international conventions and fulfilment of obligations arising therefrom; facilitation of commissions and foundations/academies for safeguarding social, economic, cultural diversity and inclusion; formation and running of special, protected and autonomous areas in the democracy and good governance sector; production and analysis of data disaggregated by geographical, gender, social and subject specificities; scholarships and other facilities in technical and vocational education for economically and socially backward/disadvantaged groups; increased access to national resources; effective participation in decision-making processes of all sectors of governance and development; positive discrimination and reservation in political, social and administrative areas; targeted skills development training; protection and promotion of endangered languages and cultures; increase in respect of religions and norms and values of all communities; documentation and protection of endangered cultures; protection of traditional trusts (eg *Guthi*); reconstruction of damaged heritage; effective protection of tangible and intangible heritage; a master plan for the Buddha circuit; a master plan for the sustainable development and management of religious, cultural, traditional, historical and archaeological heritage sites; protection and promotion of religious, cultural, traditional, historical civilizations; identification, documentation, protection, and uplift of actual situations of different languages, dialects and scripts; arrangements for research and studies and protection of traditional folk music, dances, dramas, and other audio and visual/performance folk arts; development of Kathmandu Valley as a living open museum; establishment of a multilingual, multi-ethnic and multicultural museum in each province; priority to gender as well as all forms of social inclusion while formulating and implementing disaster risk reduction plans and programmes in interrelated sectors; and development of an inclusive and participatory planning process in the plan formulation, implementation and monitoring and evaluation sector conform with the development agendas, claims and aspirations of indigenous peoples articulated in their plan document. There is no doubt that these achievements are the impacts or results of IPOs' advocacy.

Several strategies and Working policies of various sectors of the Fifteenth Plan, though indigenous peoples are not explicitly mentioned in them but indirectly indicated or covered, are relevant and useful in many ways as they provide enough spaces for accommodation of indigenous peoples' development agendas. Areas of development interventions indicated by the plan, strategies and Working policies like international assistance mobilization for the development of socioeconomically disadvantaged communities, classes and regions; invigoration of the cooperative sector for the expansion of financial access and socioeconomic inclusion; support for entrepreneurship development, innovation and utilization of traditional knowledge; use of innovation, information and communication technology, and starting of new occupations; social entrepreneurial development; development of micro cottage and small industries on the basis of local availability of sources, resources and skills; promotion of youth entrepreneurship, linking traditional knowledge and skills with new technologies and industrial enterprises; production of native products by modernizing and standardizing traditional knowledge and skills; development of crops, livestock and fishery pocket areas and development of 'one ward, one production unit'; operating model organic farms; development of agricultural forests with high value crops of multiple use by promoting productivity growth of barren and marginal lands, especially of hills and slopes; implementation of various programmes and measures to overcome food insecurity and malnutrition are of overriding concern and development expectations of indigenous peoples.

Likewise, some Working policies that direct programme or project formulation, as well as fulfilling the development aspirations of indigenous peoples, along with other sections of Nepali society

are: ensuring the right on and access to land of landless Dalits, freed bonded labourers and plough persons, landless families, tenants, *Guthi* farmers, unregulated settlers, and other marginalized classes; surveying and preparing detailed documents of governmental, public, community (usually collective), and *Guthi* lands; implementation of a sustainable forest management plan for the full protection of government-managed forests, community forests, partnership forests, contract forests and forests under all other management systems, pasture lands, wetlands, and biodiversity; formulation and implementation of an action plan for the protection of endogenous and endangered species; expansion and diversification of goods and services from nature-based tourism development and participatory forest management; equitable distribution of benefits from the management of forests, biodiversity and watershed areas through institutionalization of gender equity and social inclusion; revision and redesign of the gender and social inclusion strategy of the forestry sector; formulation and implementation of laws for equal access to genetic resources and equitable distribution of benefits therefrom; support for industries based on native raw materials; establishing processing centres for processing high altitude herbs and precious and semi-precious stones; promotion of products from natural fibres like *Allo* (Himalayan nettle), banana, cane, bamboo, and others; promotion of high value yielding goods, including readymade garments, carpets, shawls (*pashmina*), leather shoes, slippers, coffee, felt, handmade paper (*Hatekaagaj*), cardamom, ginger, tea, medicinal herbs, and high value and low volume items and building export infrastructure for their export; protection of intellectual property right of the goods based on local and traditional knowledge and skills; instituting a permanent mechanism for supplying food grains at low costs for poor or deprived classes; establishing collaborations and partnerships with the private sector for the development of modern tourism products such as cinema tourism, adventure tourism, recreational tourism, research tourism, business tourism, eco-tourism, mountaineering and hiking, and agro-tourism.

The Working policies of the Fifteenth Plan, which guide the planning and implementation of programmes and projects, and are crucial from indigenous perspectives include: making all levels of government capable and accountable to ensure equitable access of all to school education on the basis of the principles of compulsory and free education, open and alternative education for addressing the learning needs of students belonging to vulnerable minority and endangered communities, and residential care and special education for children with disabilities; expanding incentive measures like midday meal for students of basic education, scholarships for poor and differently able students, and regular, free health check-up and treatment at local health centres for all students; building boarding facilities for children of remote and mountainous regions, children with special needs and for children of poor, marginalized and endangered communities and developing them as model schools; expansion of technical and vocational education and training programmes for ensuring opportunities of and access to technical and vocational education and training for the youth at the local level; introduction of students financial assistance system for providing equitable opportunities for technical and vocational education and skills development to people with multidimensional poverty, multiple disadvantage, socioeconomically backward, differently able, and lacking formal education; organizing mobile skills development and training, ensuring prescribed standards in the development of technical and vocational education and skills; promotion of lifelong learning and learning with income earning; development of a national qualification system for skills assessment and accreditation; protection, promotion and upgrading of traditional and local knowledge, skills and technologies; establishment and development of higher education institutions based on indigenous arts and cultures of Nepal; development and expansion of Ayurveda medical treatment, naturopathy and other alternative treatment systems;

establishing mechanisms for the identification, collection, protection, and promotion of medicinal herbs, minerals and animalistic/zoological substances; development and promotion of commercial farming of herbs and medicinal plants and drug industries; effective implementation of a multi-sectoral nutrition plan through coordination and cooperation of multiple sectors; providing basic drinking water and sanitation facilities to communities deprived of such services, executing the concept of 'one house, one tap'; increased participation of the youth in the protection, consolidation, promotion, and professionalization of traditional vocations and occupations; ensuring inclusive and meaningful participation of the youth in administrative, policymaking and execution processes at all three levels of the state; implementation of programmes for narrowing the gender gap in technical education; expansion of the President Women Empowerment Programme throughout the country for economic and social transformation of poor and rural women; implementation of special programmes to develop sports of public interest and health promotion; adoption of social protection measures to protect people with lowest income, weak and infirm, disabled, helpless, single women, children, individuals belonging to endangered groups and those who cannot take care of themselves; implementation of targeted protection programmes for informal sector workers; implementation of an integrated social security package for the realization of fundamental rights like right to food security, right to shelter, right to health, and right to education; formulation of clear policies and legal provisions in relation to the right of way of extension line, land acquisition and benefit-sharing, including those relating to environmental and social necessity; and implementation of road projects after preparation of detailed action plans of prior preparations, including land acquisition, right of way, demarcation, and approval of the use of forest areas. Indigenous peoples can benefit along with other groups if policies are operationalized fairly.

The Working policies of the Fifteenth Plan, though of universal nature, encompass several areas of development interventions like development and implementation of policies and institutional arrangements to make information accessible to all citizens; launch of digital literacy and awareness campaigns to narrow the digital divide; building safe, economical and environment-friendly houses for ultra poor, Dalit, Muslim, endangered, and marginalized castes/ethnicities, communities, and disaster vulnerable families; promotion of traditional technology and local architecture in the buildings and houses constructed by the government and private entities; creation of income generation opportunities for the subsistence of earthquake-affected, particularly vulnerable people; enactment of laws for conducting research studies to fulfil obligations created by the international treaties or conventions to which Nepal is party; increasing the effectiveness of pro bono legal service; increasing supervision of civil society and other stakeholders to make service delivery transparent, people-oriented and accountable; making civil servants more result-oriented and accountable for their functional responsibilities. Similarly, the plan proposes implementation of capacity development, income generation and employment-oriented programmes, targeting backward areas and families of deprived communities; imparting free skills training of market demand to ultra poor persons and families to start enterprises and providing special grants and low interest loans to them; providing entrepreneurship training to unemployed youths; placing high priority on poverty reduction while formulating sectoral policies, plans and programmes; effective elimination of child labour; launching of the "skills to all, employment to all" programme by ensuring the vocational and skills development training programmes meet the demands of the labour market; increase labour productivity by developing the capacities of labour power; providing scholarships and other facilities to economically and socially backward groups in technical and vocational education opportunities for their capacity development; implementation of targeted

programmes for the economic and social development of marginalized and backward people or undeveloped areas; enhancement of the capacities of economically and socially disadvantaged target groups by providing them skills development training so that they can capitalize on the employment opportunities available in their functional areas at federation, province and local levels. Other activities proposed by the plan are: preparation and implementation of a master plan for the sustainable development and management of heritage sites of religious, cultural, traditional, historical, and archaeological importance; providing social protection to special sites having ancient arts, literature, music, languages, and cultures and honouring the creators devoted to those fields; making arrangements for research studies and protection of traditional folk music, dances, dramas, and other audio-visual and performance folk arts; support to provinces and local levels for the documentation, protection and use of local heritage, historical forts and castles, languages, scripts, arts, cultures, trusts, religious sites, and inns and public rest houses; establishment of a multilingual, multi-ethnic and multicultural museum in each province; mainstreaming of risk reduction into sectoral development processes at federation, province and local levels and increase in public, private and community-based investments, partnership and cooperation to reduce disaster risks; development of safe and resilient settlements by investing the income generated from natural resources for risk reduction in affected areas; development of an inclusive and participatory plan formulation system at all levels and increased participation and ownership of governments of all levels, private and nongovernmental sectors, civil society, academia, and other stakeholders in the process of formulation of a plan, which is equally beneficial to indigenous peoples.

Plans, programmes and projects are usually formulated by planners under stressful situations: a plethora of needs and demands; conflicts of interest and outlook; divergence of views on urgency, priorities and modus operandi; pulls and pressures for programmes and projects from different quarters; conflicting politics of development approaches and agendas; and, almost always, lofty goals, targets and resource constraints. Because of such situations, programme and project decision-making after strategy and policy decisions become a protracted process. The NPC finalized programmes and projects with budget allocation almost one year after the publication of the Approach Paper and annexed them as a separate chapter in the Fifteenth Plan. The programmes and projects are heavily focused on physical infrastructure development. Twenty-two national pride projects have already been initiated and, it is estimated, will be completed within two years. They are mainly focused on the development of infrastructures that generate huge employment and income, improve quality of life, expand irrigated areas, and thereby increase agricultural production and productivity, improve transportation and communication linkages, develop tourism, protect fragile environment and maintain ecological balance, improve drinking water supply, increase hydropower production and improve electricity supply, and protect and promote cultural, religious and archaeological heritage. Investment in these projects is estimated to be worth more than Rs 3,162 billion. Some mega projects, whose total cost is estimated to exceed 7,690 billion rupees, have been described as 'game changer projects': five projects in the economic sector, four in the social sector, eight in the infrastructure sector, and one project in the governance and interrelated sector. These projects are expected to radically improve infrastructure, create huge employment, significantly raise agricultural and industrial production and productivity, transform social and service sector, drastically reduce poverty and meaningfully increase per capita income, and improve social relations, fostering social, cultural and religious diversity and social justice. These mega projects can meet the aspirations of local indigenous peoples and help to raise their living standard.

Entrepreneurial Development and Promotion Programme aims to produce 150,000 entrepreneurs; establish a business incubation centre in each local level; train and certify 11,000 youths for self-employment; increase native production by modernizing and improving traditional knowledge and skills; create 900,000 employment and self-employment by establishing cottage, small and medium-sized industries; and enhance production and competitive capabilities of industries.

The major activities of the Prime Minister Agriculture Modernization Project include: cost reduction of agricultural equipment; scientific land management and extension of farming of special crops; cooperative farming; establishing model agricultural farms; development and repair of small, medium and large irrigation systems for enhancing agricultural production; support for processing industries and establishing post-harvest centres; market management and quality regulation of food stuffs; and modernization of agricultural research centres and government farms to develop high quality seeds. A livestock rearing and marketization programme has been planned for self-reliance in meat. Similarly, a paddy promotion project, fruit development programme, fish production and promotion programme, seed production and promotion programme, and agricultural research programme are some of the sectoral programmes of indigenous peoples' concern. The Prime Minister Employment Programme, worth Rs 50 billion, aims to employ 100,000 listed unemployed persons for 100 days a year, which can be a source of short-term employment and relief to indigenous unemployed poor.

The Strengthening of the Land Administration and Management of Informal Land Relations Programme plans to digitize land documents; develop a reliable integrated service delivery system of land measurement/survey and land revenue offices; build physical and technological infrastructure and capacity; develop a scientific land valuation system; improve land management; collect data and identify landless families and unregulated settlers; map and document land appropriate for the settlement of landless families; classify unregulated settlers and regulate and manage them accordingly, among other activities.

The Forest Programme for Prosperity intends to promote timber and non-timber-based industries; promote private forests; protect, promote and utilize national and other forest areas; identify pocket areas of non-timber products and encourage special production; and plant, protect and manage trees.

The President Chure–Tarai Protection Programme is a national pride project designed to protect and sustainably manage the natural resources, heritage and ecology of Chure–Bhabar and foothills of the Himalayas.

The Nature-based Tourism Programme proposes diversification of nature-based tourism through increased tourism facilities, development of tourism infrastructure, environment management and upgrading services with the involvement of communities and private sector.

The REDD Plus and Climate Adaptation Programme has also been planned for implementation in 650 local levels. Some of the activities of these projects and programmes are in line with the expectations of indigenous peoples.

The Industrial Infrastructure Development Project—another game changer project—has activities such as: conducting detailed study, design and assess environmental impacts of industrial zones;



building industrial villages in coordination and cooperation with local levels; building industrial zones in cooperation and coordination with provinces; building inland economic zones and special economic zones; and managing and promoting industrial zones and villages.

Large projects like the Gautam Buddha International Airport Project, Pokhara International Airport Project, and the Nijgadh International Airport Project can also become sources of immediate employment and future income to local indigenous peoples.

The Great Himalayan Trail Project, Hill Station Building and Promotion Programme and Tourist Spots Development Programme are based on the demands of mountain and hill indigenous peoples.

Several activities under the Public Schools Invigoration Project, Technical and Vocational Education and Training Programme, and School Sector Development Programme implicitly incorporate indigenous peoples' expectations and necessities in the broader context.

Indigenous students can benefit to a considerable extent from the Food for Education Programme and Vocational Education and Training Augmentation Project.

It is expected that the establishment of institutions like High Mountain International Research Centre, National Science, Technology and Incubation Fund, and Multidisciplinary Research Centre will facilitate the progress of indigenous peoples.

Health sector programmes and projects such as Health Institutions and Health Service Extension Programme, Health Insurance Programme, Integrated Vaccination and Nutrition Programme, Safe Motherhood and Reproductive Health Strengthening Programme, Integrated Diseases Prevention and Control Programme, and Drinking Water Service Extension and Rehabilitation Programme will enhance the access of indigenous peoples to healthcare services and improve their health status considerably.

Indigenous youths can benefit from programmes like the Youth Vocational Incubation Centre and Youth Self-Employment Programme.

Several activities have been subsumed under the President Women Empowerment Programme, such as developing multidimensional women entrepreneurial model villages; implementing economic empowerment, entrepreneurship and employment promotion programmes for women; instituting a rescue fund and airlifting at risk pregnant women for safe institutional delivery; developing a management information system with gender disaggregated data; determining monetary value of women's domestic and care work; preventing and controlling gender violence; introducing a gender-responsive budget system at all three levels of government; building gender-friendly physical infrastructures; implementing women empowerment and awareness programmes. The programme cannot discriminate against indigenous women on any ground if they remain watchful and can benefit them to a considerable extent.

Indigenous men and women can also benefit from the Cooperative Sector Strengthening Programme for Self-employment as the Fifteenth Plan has given high emphasis to the cooperative sector.

The Sports Infrastructure Development and Promotion Programme, Adventure Sports Promotion Programme and Establishment of High-Altitude Training Centre can develop and popularize indigenous sports.

There are more than 19 hydroelectricity projects for the generation of more than 8,600 megawatts and extension and upgrading of several kilometres of hydroelectricity supply line.

Apart from getting temporary wage work, how local indigenous peoples can benefit from projects is not made known. Indigenous peoples' major concern is that project implementation and development do not bring destruction and disempowerment.

Fifteen mega projects for the construction of new roads and expansion and upgrading of roads linking east–west, north–south and major urban centres and dense settlements are often described as the long-cherished dreams of the local people.

New Cities Development Project, Urban Corridors Project, Integrated Urban Development Programme, Kathmandu Valley New City Development Project are planned urban development projects believed to serve millions of people.

Under the Democracy and Good Governance sector, there are limited programmes and projects. The Rs 20.58 billion National Identity Card and Life Event Registration aims to provide multipurpose unique digital identity to all citizens of Nepal and scientifically maintain, register and update their individual events.

The Home Administration Strengthening Programme is designed to improve the administrative service delivery and security system, Electoral System Strengthening is aimed to reform electoral laws, and the Human Rights Protection and Promotion Programme is planned to protect and promote human rights, provide justice and compensation to victims of human rights violations and punish perpetrators to end impunity, effectively implement international conventions and fulfil concomitant obligations, which are believed to be vital for strengthening inclusive democracy and are of indigenous concern.

## Critical Appraisal of the Fifteenth Plan

There is a huge gap between the strategies and the commitment of Working policies and programmes and project selection and budget allocation of the Fifteenth Plan. Social inclusion, sociocultural diversity promotion, good governance, respect for human rights, access to justice, strengthening of democracy, and environment protection, foundations of decent and happy life, just society, comprehensive democracy, and broader unity and peace have become less appreciated areas, as reflected in the planned programmes and projects and budget allocation. One rarely finds poverty reduction, economic empowerment, social inclusion, basic human rights enjoyment, sociocultural diversity promotion, social justice, respect for human dignity, and wider national unity in the huge infrastructure projects described as the national pride projects, in the game changer projects, and in the regular sectoral programmes and projects. Experiences of development so far suggest that huge gaps in the theory and practice of development, politicization of development, and mismanagement in implementation are responsible for the

failures in meeting targets, uneven and slow pace of development, flourishing corruption and malpractice, and growing inequality. National needs-based development is overshadowed by political leader-driven development, and this practice has given rise to patronage politics, which is weakening democracy. There are rags-to-riches stories of a large number of active cadres of political parties, and almost two-thirds of financial institutions like cooperatives, consumer societies, producer groups, and market agencies have been captured by them. The state coffer has become a source of poverty elimination for political cadres and remittance has become the only source for coping with poverty for common people in Nepal.

This plan has also created enough space for the perpetuation of corrupt practices in programme and project implementation, development of pork barrel politics, leader-oriented development, political cadre expansion, mobilization and development to unethically satisfy bureaucrats and mobilize them in their favour. The plan has lofty goals, but it has no programme to change such filthy development culture. It has been reported from time to time that several billion rupees allocated to the President Chure–Tarai–Madhes Protection Programme, Prime Minister Agriculture Modernization Project, Youth Self-employment Programme, Sports Infrastructure Development Programme, Prime Minister Employment Programme, and some other infrastructure development projects have been misused widely to satisfy workers of ruling political party and investment has not reached targeted beneficiaries, thus failing to yield expected results. Some comprehensive studies have shown that accountability, transparency, honesty, and fairness are frequently used terms in relation to service delivery but not seen in practice, and tools of accountability and transparency like social audit, public hearing, etc have been made redundant by political influences or linkages<sup>17</sup>. Huge investment is expected in infrastructure-building projects. As projects lack differentially but perfectly targeted activities, it is difficult for indigenous peoples to benefit from the implementation of these projects as in the past. If indigenous peoples resort to rigorous persuasion to reap benefits, even on a meagre scale, from these large projects, some chances are there because of the nature of large projects. It can be assumed that development agendas are not as objectionable to political leaders, planners and development practitioners or managers as are political agendas of indigenous peoples.

## Some Undermined Indigenous Peoples' Development Agendas

Some of the programmes of vital importance for maintaining dignity and identity of indigenous peoples as well as for helping them attain prosperity which were totally undermined are worth mentioning here. Some of the programmes suggested by NEFIN/IPOs are: revival and revitalization of traditional cooperatives, trusts (having land and other property), judicial institutions as well as customary laws for dispute mediation or resolution; reform of discriminatory laws of meat production and marketing; supply of food and nutrition for marginalized and endangered indigenous children; freedom of carrying out traditional religious and cultural functions in forest spots; recognizing customary rights to lands occupied and used traditionally and remapping of those lands; redress of land injustices; alternative sources of subsistence to those deprived of traditional access to natural resources like fishing, hunting, bamboo and wood works, handicrafts,

<sup>17</sup> See Nepal Administrative Staff College 2018. Nepal National Governance Survey 2017/18 (Unpublished Report). Lalitpur, Nepal: Nepal Administrative Staff College; SOSIN 2020. Inclusive Governance. Kathmandu: SOSIN, Central Department of Anthropology, Tribhuvan University.

medicinal herbs, etc; recognition of spiritual and cultural values of water resources; exemption in hydroelectricity fees to poor, marginalized, minority and endangered indigenous households; free, prior and informed consent of indigenous peoples and local communities to the projects on utilization and exploitation of water resources and road infrastructure development, and adequate compensation to affected people. These long-standing demands of NEFIN/IPOs in the form of proposed programmes were rejected.

Some other programmes not considered for incorporation are: creation of the post of mother tongue teachers; establishment of at least one multilingual and multicultural university in each province; inclusive industrial training programmes; increment in the quota of indigenous trainees/students for recruitment in technical and vocational institutions; free and full medical care for poor, marginalized and endangered indigenous peoples; special capacity development, productivity growth, self-employment and entrepreneurial support programmes for unemployed indigenous youths; legal reforms for proportional inclusion of women, taking their diversity into consideration; differentially targeted women's socioeconomic empowerment programmes based on identity and diversity; decent employment and inclusive representation for indigenous peoples with disabilities; and promotion of indigenous sports. Similarly, mandatory provision of participation of indigenous peoples in the formulation, implementation and evaluation of programmes and projects that affect their life, cultures, spirituality and environment; legal reforms for participation in decision-making process of elective and administrative bodies by representative and/or traditional institutions of indigenous peoples; legal amendments to make all state organs fully inclusive; adoption of policy of building road infrastructure without destroying indigenous peoples' houses, archaeological and cultural heritage and without their free, prior, informed consent; naming major roads respecting cultural diversity; promotion of communication media that broadcast indigenous language programmes; establishment of self-determined development fund and technical empowerment programmes to make poor, marginalized, disadvantaged and endangered indigenous people 'builders of their own development'; differentially targeted programmes for different indigenous groups for their speedy social, economic and service sector inclusion; facilitation of cross-border contacts and cooperation between indigenous peoples living across the borders of different countries were some other programmes vital to the identity, dignity, progress and progress of indigenous peoples and refused incorporation in the Fifteenth Plan.

## Way forward

Overall, the Fifteenth Plan is not up to par to meet indigenous peoples' expectations; however, it is not so much disappointing from their perspectives. As culture, language, scripts, fine arts, religion, health service, higher education, land management, and documentation fall under the jurisdiction of provinces and land policy under the concurrent jurisdiction of both federal and provincial governments, it is natural for federal programmes or projects to remain imprecise in these areas. Basic education and secondary education fall under the jurisdiction of local levels, which also probably may have constrained the central government from designing extensive programmes and projects in these fields, particularly multilingual and multicultural basic and secondary education, including development of educational materials, creation of posts of mother tongue teachers, and expansion of training opportunities to them. Provincial governments have also formulated their own provincial periodic plans. Right now, we have no information about those plans. Leaders of provincial IPOs have approached the provincial governments in this

regard. It is believed that local indigenous peoples' development demands have been met to a considerable extent because of their increasing influence. The most crucial issues as regards development activities from indigenous peoples' experiences are lack of well-tailored programmes and deficient or flawed implementation and poor budget allocation for essential programmes of peoples' progress. The Covid-19 pandemic has already adversely affected the economic, social, developmental, and institutional situations of the country, as a result of which the country is facing unprecedented health and economic catastrophes. The NPC has started to revise the targets of the Fifteenth Plan. We have to wait for some time to see the final forms of the ongoing five-year plan.

Time has come now for IPOs to consolidate themselves, get more organized and rigorously pursue the governments of all three levels—federal, provincial and local—for the fulfilment of their development needs, share state resources, and attain progress and prosperity. They need to revisit their agendas and prepare new strategies and plan of action in the changed context. They should strengthen and revitalize their wings from the centre to local level and create a front of indigenous cultural, literary, artistic, religious, and customary organizations at each level for the effective mobilization of Indigenous mass for the recognition of their rights, including right to self-determined development. IPOs should be more active at the local level as local governments have enough resources and can influence ward and local governments. They should also approach provincial governments as advocacy at this level is more likely to bear fruit than at central government. For organizational strengthening, capacity enhancement, better advocacy and championing of indigenous peoples' rights and fight against discrimination, brutal treatment, atrocities, oppression, cultural aggression and state policies of divide and rule, extensive training programmes of indigenous activists should be organized regularly. Financially rich indigenous peoples like Thakali, Newar, Sherpa, and Gurung should be motivated through various means to raise and contribute to special funds for the regeneration and consolidation of indigenous movement. IPO leaders and activists should draw attention of the governments to focus on most disadvantaged and marginalized indigenous peoples for addressing their issues, problems and deprivations, first claiming that they are entitled to their due share in state resources, services and opportunities and the "national pride" and "game changer" projects are not only a means of strengthening oppressive state but also resources for their liberation.



# 5

## Indigenous Peoples towards Achieving SDGs

### 5. SDGs Achievements

#### 5.1 Background

The NPC claims that most of the MDGs were achieved despite long political instability and prolonged transition of the peace process and formulation of the new Constitution. It has also realized that the accomplished targets of MDGs run the risk of masking disparities in development outcomes by gender, social groups and geographical location, and so, unequal achievements require more disaggregated target-setting and development of indicators to capture the inequality of outcomes<sup>18</sup>. In the same vein, it has alluded to the necessity of the quality aspect of monitoring indicators in the implementation of the SDGs.

Government agencies stopped publishing data disaggregated by caste/ethnicity and gender early this decade, though they have carried out various studies and surveys of public importance and published voluminous reports. In recent years, ethnic, caste and gender disaggregated data have been generated through secondary analysis of earlier national surveys done to serve various purposes (eg Bennett, 2013, Das et al., 2014). The GoN has made gender equality and social inclusion (GESI) integral part of the development agenda for the last one decade and a half, but, in recent years, it has been reluctant to present data by caste/ethnicity and gender, which would have helped to monitor and assess development outcomes and their distribution patterns. The Central Department of Anthropology took the initiative in 2017 and, with the financial support of USAID/Nepal, conducted a comprehensive study, Study on the State of Social Inclusion in Nepal (SOSIN), 2017–2020, for the generation of disaggregated data to measure the progress against the development goals and analyse multiple dimensions of social inclusion—a thrust of inclusive and equitable development envisaged by the GoN.

The 2030 Agenda for Sustainable Development, which comprises 17 Sustainable Development Goals (SDGs), 169 targets and 232 global indicators for measuring the progress and which was

<sup>18</sup> NPC 2015:13. Sustainable Development Goals 2016–2030: National (Preliminary) Report. Kathmandu: National Planning Commission (NPC)

adopted in September 2015, reiterates the global concerns of eliminating poverty, reducing multiple and intersecting inequalities, addressing climate change, and ending conflicts and promoting peace throughout the world. The 2030 Agenda emphasizes progress and prosperity, sustainability, equality and peace and promises to “leave no one behind” and the theme of “reach the farthest behind first”—a revised development theme of the four-decade-old “putting the last first”<sup>19</sup>, which obligates the nation states to respect the rights, voices, concerns and claims of indigenous peoples oppressed by modern states through centuries, along with other deprived and suppressed people. The SDGs carry huge transformative potential and lasting positive changes, especially in the lives of women, girls, marginalized castes, ethnic, racial, indigenous communities, and others who have been historically, socially, economically and politically marginalized in each country (Pradhan and Gurung, 2020:2) depending upon the fidelity of the efforts to meet the SDGs and targets.

The GoN has prioritized, selected and localized some of the 17 SDGs and 169 targets for the implementation of the sustainable development agenda and prepared the 2017 SDG Roadmap, outlining the baseline status of 16 of the 17 Goals, over 169 Targets (some of them customized and added), and 415 Indicators as of 2015, with projected results for up to 2030<sup>20</sup>.

## 5.2. ‘Leave No One Behind’ in Agenda 2030 and Indigenous Peoples’ Aspirations in Nepal

Numerous measures have been employed to subjugate indigenous peoples since the formation of the Nepali state about 250 years ago. Indigenous peoples, along with some other segments of Nepali society, have long been experiencing the worst forms of discrimination, sociopolitical oppression, multiple social exclusion, economic exploitation, and high levels of inequality on the basis of their historical legacies, cultures, languages, religions, economic resources, political autonomy, caste/ethnicity, gender, and sociocultural norms being distinct from those of the ruling castes (Brahmin-Chhetri) and, with some exceptions, have always been left behind in all respects. They have frequently raised their voices against discrimination, exclusion, exploitation, and oppression by the regime in the last two centuries and half, and each time they have been suppressed ruthlessly.

People’s discontents culminated and exploded in the form of People’s War (1996–2004), which took about 20 thousand lives, leading to the historic People’s Movement II in April 2004. Historic changes took place with the commitment of state restructuring, full-fledged democracy, social inclusion, social justice and equality, gender equality, elimination of all forms of discrimination and exclusion, recognition of individual and collective rights, and promulgation of a new Constitution to serve these purposes<sup>21</sup>. The Constitution was promulgated in 2015, but it failed to meet the expectations of the traditionally excluded, discriminated and subjugated people, particularly indigenous peoples (*Adivasi Janajati*), Dalits and Madhesi (people of the southern plains) and further served the interest of the conservative ruling elite. It has been found discriminatory, particularly to indigenous peoples.<sup>22</sup> As a result, the issues of social inclusion, non-discrimination, representation or participation, recognition of indigenous peoples’ rights, equality and social

<sup>19</sup> See Chambers 1983.

<sup>20</sup> NPC 2017. Nepal’s Sustainable Development Goals: Baseline Report. Kathmandu: National Planning Commission.

<sup>21</sup> See Hachhethu 2004, 2008.

<sup>22</sup> For details, see LAHURNIP 2016.



justice have not been adequately addressed. Structural problems have not been resolved and are adversely affecting the life conditions of Dalits, indigenous peoples and Madhesis.

Not only mainstream politics but popular development agendas and actions also continue to be apathetic towards indigenous peoples, Dalits and Madhesis. They have to be content with the trickled down share of development outcomes. MDGs were least meaningful to them. The GoN has articulated its commitment of “leaving no one behind” by reaching the farthest behind first and fulfilling the constitutional mandate of equality, non-discrimination, and social or distributive justice. It has been mobilizing national and international resources and has been striving to achieve the SDGs. It has focused on poverty eradication of all, reduction of extreme inequality, equal access to education of all levels, universal access to quality healthcare, social or proportional inclusion, and elimination of all forms of discrimination among multiple other measures to achieve SDGs through the implementation of the Fourteenth and Fifteenth Plans.

### 5.3. Assessing the Authentic Progress towards SDGs in Nepal

Nepal is a country of immense diversity and plurality of castes/ethnicities, cultures, religions, and languages. The 2001 census identified 101 caste and ethnic/cultural groups, which increased to 125 in the 2011 census as a result of amplification in identity assertion. The political environment created by the democratic transformation of 1990 and subsequent People's War (1996–2004) brought the debate of ‘who should govern whom’ and the issue of ‘who gets what, when and how’ in a multi-ethnic and multicultural state to the limelight. Questions on production of authoritative data and manipulation of data for camouflaging the patterns of distribution of power, resources and opportunities were raised as vital data disaggregated by caste, ethnicity/nationality, territorial identity, and gender were not made public. Data gaps are too huge to monitor and assess the impacts of development outcomes across different sections of society.

It is claimed that MDGs have been achieved and, at the same time, inequality has increased substantially. Differential impacts of such achievements on diverse and divided Nepali society are not known. One thing is clear, however, that those who were lagging behind have been left further behind and those who were benefitting for centuries are moving forward at a fast pace. Implementation of the SDGs is an opportunity to correct the path of development and make development just and redeeming to the most disadvantaged. Accurate, trustworthy, and sufficiently disaggregated, relevant and quality data need to be generated in a timely manner to implement the SDGs and monitor progress in achieving them. Despite the fact that GESI has become an integral part of the development agenda, the GoN lacks sufficiently disaggregated and updated data<sup>23</sup>. The need for disaggregated data has been widely felt to measure the periodic progress against the set development targets and fully understand the status of realization of social inclusion.

The Nepal Social Inclusion Survey (NSIS) 2012 is the first comprehensive study where data on the social position, cultural status, economic condition, political inclusion or participation, and women empowerment of the 98 caste/ethnic groups identified in the 2001 census is collected on a nationwide scale for understanding their life situations and reflects the status of social exclusion or inclusion in the country. With the exception of the decennial census, no government agencies had ever conducted such a comprehensive survey or generated data disaggregated to that

<sup>23</sup> NPC 2015.

level. The second round of NSIS was carried out in 2018, covering 88 caste and ethnic/cultural groups, leaving 10 groups of the previous survey because of inadequate sample size (less than 100 households for each group). Disaggregated data have been collected on multiple aspects of their life conditions, access to resources and opportunities, and meaningful participation and representation in governmental and nongovernmental sectors to understand the status of and achievements in social inclusion and assessing the progress of inclusive development exhibited in the distribution patterns of development outcomes across different sections of Nepali society, as envisioned by the 2015 Constitution and committed by the country's periodic plans<sup>24</sup>.

NSIS data are the only source for understanding the progress made in achieving the SDG targets. Both NSIS surveys (2012 and 2018) present data in an aggregated form under 11 broad social groups as well as for each of the 88 caste and ethnic groups. The classification is based on traditional identity like caste, ethnicity, regional origin, and religious categories (Table 5.1). This classification is drawn from past studies and state policy documents (Gurung, 1998; Acharya and Subba, 2008; DFID and The World Bank, 2006; CBS, 2011<sup>a</sup>; Pandey et al., 2013; Das et al. 2014, Gurung et al. 2014)<sup>25</sup>. The discussion in this report is primarily based on these NSIS data, covering the 11 major caste/ethnicity or social groups and rarely dealt each of the 88 caste/ethnic groups due to various limitations. Table 5.1 provides the details of classification of broader social groups, which comprise several groups for the convenience of data presentation (Gurung et al. 2020: 7-9).

**Table 5.1: Classification of broader social groups and 125 caste and ethnic groups, 2011 Census**

3 Major Social Groups	11 Broad Social Groups	125 Caste and Ethnic Groups**	
		88 Groups included in NSIS 2018	39 Groups not included in the NSIS (1.9%)***
Brahman/Chhetri (46.3%)	Hill Brahmin (12.2%)	Hill Brahmin [1]	
	Hill Chhetri (19.1%)	Chhetri, Thakuri and Sanyasi/Dasname [3]	
	Madhesi Brahmin/Chhetri (0.8%)	Brahmin, Kayastha, Rajput [3]	Nurang [1]
	Madhesi Other Caste (13.8%)	Badhae/Kamar*, Baniya/Kathabaniya, Baraee, Bin/Binda, Bhediyar/Gaderi, Hajam/Thakur, Haluwai, Kahar, Kalwar, Kanu, Kewat, Koiri/Kushwaha, Kumhar, Kurmi, Lodha, Lohar, Mali, Mallah, Nuniya, Rajbhar, Sonar, Sudhi, Teli, Yadav [24]	Amat, Dev, Dhandi, Dhankar/Dharikar, Dhuniya, Kalar, Kori, Natuwa, Rajdhob, Sarbaria, Tarai others [11]
Dalit (13.1%)	Hill Dalit (8.1%)	Badi, Damai/Dholi, Gaine, Kami, Sarki [5]	
	Madhesi Dalit (4.4%)	Bantar/Sardar, Chamar/Harijan/Ram, Dhobi, Dom, Dusadh/Pasawan/Pasi, Halkhor, Khatwe, Musahar, Tatma/Tatwa [9]	Chidimar, Dalit others [2]

<sup>24</sup> See Gurung et al. 2020.

<sup>25</sup> Borrowed from Gurung et al. 2020: 7-8; Pradhan and Gurung: 2020: 7-8.2020, Nepal's Achievements Towards Agenda 2030: Tracking Progress on the Sustainable Development Goals (In Press). Kathmandu: SOSIN, CDA, TU.

Adivasi Janajati (Indigenous Nationalities) (35.8%)	Newar (5.0%)	Newar [1]	
	Mountain/Hill Janajati (22.2%)	Bhote/Walung/Lhomi*, Bote, Brahm, Byasi, Chepang, Chhantyal, Danuwar, Darai, Dura, Bhujel, Gurung, Hayu, Yholmo, Jirel, Kumal, Lepcha, Limbu, Magar, Majhi, Pahari, Rai, Raji, Sherpa, Sunuwar, Tamang, Thakali, Thami, Yakha [28]	Aathpariya+, Bahing+, Bantaba+, Chamling+, Dolpo, Ghale, Khaling+, Kulung+, Kusunda, Lhopa, Loharung+, MewahangBala+, Nachhiring+, Raute, Samgpang+, Thulung+, Topkegola, Yamphu+, Janajati others [19]
	Tarai Janajati (8.6%)	Dhanuk, Dhimal, Gangai, Jhangad, Kisan, Koche, Meche, Munda/Mudiyari, Rajbansi, Santhal, Tajpuriya, Tharu [12]	Pattharkatta/Kushwadiya, Khawas [2]
Other (4.8%)	Muslim (4.4%)	Muslim [1]	Bengali, Punjabi/Sikh, Foreigners and Unidentified others [4]
	Other (0.4%)	Marwadi [1; 0.2%]	

**Source:** Adapted from Gurung 1998; Acharya, Subba and others 2008; CBS 2012; Gurung et al. 2014; Bennett and Parajuli 2013.

**Notes:** \* Badhae and Kamar are merged into Badhae/Kamar; Bhote, Walung and Lhomi into Bhote/Walung/Lhomi. Thus, the 88 groups actually included 91 groups and with the 39 groups not included in the study the total adds up to 130.

\*\* Percentages displayed in parentheses for each group are from Nepal Population and Housing Census 2011.

\*\*\* Refer to Chapter 2 on the Research Methodology (Gurung et al. 2020) for reasons these 34 groups were not included in the NSIS 2018.

† Included under Rai in previous censuses (1991, 2001). In census 2011, they appeared as separate groups (CBS 2012).

## 5.4. Progress Made in Achieving SDGs and Targets

### SDG 1: End poverty in all its forms everywhere

SDG 1 consists of the following five targets: (i) by 2030, eradicate, extreme poverty for all people everywhere, currently measured as people living on less than US\$1.25 a day, (ii) by 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions, (iii) Implement social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and vulnerable, (iv) by 2030, ensure that all men and women, in particular the poor and vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, new technology and financial services, including micro finance, and (v) by 2030, build resilience of the poor and vulnerable and reduce their exposure and vulnerability to extreme climate events and other economic, social and environmental shocks and disasters.

As no survey has been conducted since 2010/11, recent data on estimates of poverty are not available for understanding the trends in poverty incidence in the country. NSIS 2018 data is available only for the assessment of progress made in the reduction of poverty incidence, though they capture poverty estimates partially.

**Target 1.1. By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than US\$1.25 a day. One of the indicators of this target is the proportion of population under extreme poverty (below US\$1.25 per day).**

Due to lack of recent poverty headcount index of the Nepal Living Standard Survey (NLSS) of the Central Bureau of Statistics, we had to rely on poverty probability index of NSIS 2018 data as a practical and effective way of measuring poverty and tracking changes in poverty over time.

**1.1.1. Poverty: Population below US\$1.25 per day (ppp value)**

NSIS 2018 has used three indicators for measuring the incidence of poverty: household consumption, food security and poverty probability index (PPI)<sup>26</sup>. Household consumption is a summary measure of quantitative data on household expenditures during the last twelve months. Food security data are based on each household's report as to whether its own production and income were enough to provide food for the family members year round. PPI is a poverty measurement tool designed to identify the households that are most likely to be poor<sup>27</sup>. This simple and statistically sound tool is being used in sixty countries to develop country-specific scorecards. It is computed based on the answers to a set of ten simple questions related to household characteristics and asset ownership standardized for international comparison<sup>28</sup>. The answers to each question are scored to compute the likelihood of a household living below the poverty line, closer to the cost-of-basic-needs method used by NLSS to generate poverty headcount ratio. The questions are related to the characteristics of the household such as household size, employment of the breadwinner, number of bedrooms, construction materials of wall and roof, kitchen, cooking fuel, toilet, telephone, and irrigation facility. These characteristics and asset ownership of the household basically represent a standard of living, which is converted into a probability that a given household is poor based on poverty line of US\$1.25, most common for developing countries<sup>29</sup>. It estimates consumption poverty supplemented by income poverty and asset poverty. The PPI has been computed for both NSIS 2018 and 2012 to assess the change in poverty probability between two points of time<sup>30</sup>.

PPI provides a picture of the current poverty incidence with high probability in Nepal. Figure 5.1 demonstrates that only 7.8 per cent of the total sample households are likely to be below the poverty line in 2018 as compared to 18.3 per cent in 2012. The decrease in the proportion of households below poverty line by about 10.5 percentage point progress is encouraging. The PPI is lowest among Hill Brahmins (1.6%), meaning a very small proportion of Hill Brahmin households are below the poverty line. The PPI values of indigenous peoples of both hills and Tarai are closer to the national average, higher than those of Muslims and Madhesi other castes, that is caste groups other than Madhesi Brahmin, Chhetri/Rajput and other higher castes. Among Hill Janajati, the PPI values of Byasi (31%), Raji (17%), Hayu (15.6%), and Chepang (13.6%) are higher than those of other groups. Similarly, the PPI values of Santhal (18.5%), Jhangad (14%), Dhanuk (13%), and Munda/Mudiyari (12%) are highest among the Tarai Janajati groups. Not surprisingly, the PPI is

<sup>26</sup> See Gurung et al. 2020: 63-92.

<sup>27</sup> Ibid.

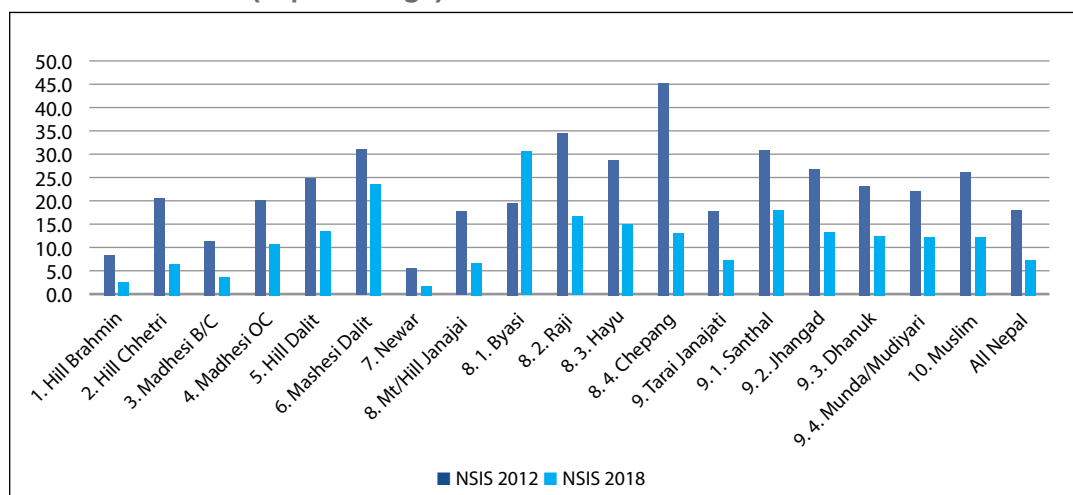
<sup>28</sup> Mark Schreiner (2013). Simple poverty scorecard for poverty assessment tool, Nepal. [www.simplepovertyscorecard.com](http://www.simplepovertyscorecard.com). cited in Ibid:85.

<sup>29</sup> Gurung et al. 2020:85.

<sup>30</sup> Ibid.

highest among Madhesi Dalits (23.9%), particularly of Musahar (31%), Paswan (29.7%), and Chamar (25%), followed by Hill Dalits (14%). Nevertheless, all social groups have experienced decreased PPI between the two survey periods, NSIS 2012 and 2018<sup>31</sup>. The government's assumption is that the proportion of people living below poverty line (living on less than US\$1.25 a day/ppp value) in Nepal is 21.1 per cent and 17.4 per cent respectively for 2017 and 2020. It is obvious that there is a huge gap between the poverty trends as exhibited by the poverty probability computation for PPI and poverty measurement expressed in terms of poverty headcount rate. However, PPI is indicative of household poverty levels of diverse social groups. It can be simply used as a proxy indicator of poverty head count rate for understanding the recent poverty trend but not poverty gap and squared poverty gap as estimated in NLSS. PPI reminds one of the social system of caste hierarchy, hierarchy of inheriting power, wealth, prestige and privilege by birth: Brahmin and Chhetri at the top, Dalit at the bottom and indigenous peoples in between, which is persisting even today, as exhibited in the distribution of national wealth, resources, opportunities, power and prosperity.

**Figure 5.1: Poverty Probability Index (US\$1.25 per day PPP value) by social groups, NSIS 2012 and 2018 (in percentage)**



**Source:** Gurung et al. 2020:85.

A comparison of the PPI results between the two survey points of time, 2012 and 2018, shows that, except for Byasi and Baniya and Madhesi other castes, PPI has decreased for all 86 surveyed groups, which indicates improvement in their situation. This progress is specially visible among Chepang, Thami, Tamang and Dura, whose PPI has decreased by more than 20 per cent<sup>32</sup>. PPI values divulge that unequal starting points result in unequal outcomes and equity cannot be expected in an uneven playing field.

<sup>31</sup> Ibid.

<sup>32</sup> Ibid.

## 1.2. Data not available.

## 1.3. Implement social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and vulnerable.

### 1.3.1. Social protection budget allocation accounts for 3.5% of gross domestic product:

Three forms of social protection system operate in Nepal: labour market intervention (eg cash or food for work), social insurance (eg pension, health insurance plan, etc) and social assistance/social security assistance (eg assistance/allowances for widows, single parents, disaster victims, disabled peoples, senior citizens, endangered ethnicities/peoples, etc), for which the government allocated financial resources amounting to 3.5 per cent of the GDP in 2019<sup>33</sup>. In recent years, the government expedited a large number of social protection schemes such as allowances and grants, a form of social insurance, for the vulnerable like children from poor families, senior citizens (above the age of 70 years), single women, pregnant women, endangered indigenous groups; educational support like free school education, scholarships and education loan, mid-day meal for basic school attending children of poverty-stricken areas; employment security (hundred days employment) for unemployed adults; housing support for homeless families; food security for severely food-deficient families; and healthcare support for the realization of the social rights outlined in the 2015 Constitution of Nepal and for the operationalization of the Social Protection Act 2018. However, a recent study has found that: poverty-targeted social protection policies are not effectively implemented; social assistance allowances are calculated arbitrarily and are too little to address poverty and vulnerability; social insurance programmes exclude informal sector workers, who are often the most vulnerable; and there is no mechanism for monitoring the delivery of the social services and hold actors accountable, among others<sup>34</sup>.

NSIS 2018 reveals that 94.4 per cent of the endangered ethnic groups (Kusunda, Bankariya, Raute, Surel, Hayu, Raji, Kisan, Lapcha/lepcha, Meche, and Kusbadiya), 92.7 per cent of single women, 83.8 per cent of Dalit senior citizens, 83.3 per cent of senior citizens, 79.4 per cent of Karnali senior citizens, and 59.5 per cent of disabled senior citizens have received social security allowance (Rs 2,000 per month) in 2018. Among eligible population receiving social security allowance, 92.9 per cent belonged to Tarai indigenous groups, 87.2 per cent to Madhesi Dalits, 86.6 per cent to Hill Brahmin, 85.6 per cent to Hill Chhetri, 84.7 per cent to Hill Dalit, 84.2 per cent to Newar, 82.4 per cent to Mt/Hill indigenous peoples, 82.2 per cent to Madhesi Other Castes, 79.9 per cent to Muslims, and 68.1 per cent to Madhesi Brahmin Chettri. Among indigenous groups, only 54.5 per cent of eligible Santhal population, 69.7 per cent of Jhangad population, 70.8 per cent of Pahari population, 70.8 per cent of Kisan population, and 73.7 per cent of Chepang population have received such allowance, which is closer to the proportion of eight Dalit groups and Madhesi other castes, with the exception of the population proportions of those groups/castes to whom amount of security allowance is almost meaningless (Gurung et al. 2020:55-56).

<sup>33</sup> Ghimire, Chandra. 2019. 'Social Protection in Nepal', The Kathmandu Post, August 8, 2019.

<sup>34</sup> Niti Foundation 2019. Policy Landscape of Social Protection in Nepal. pp. 15-16.

### 1.3.2. Employment to population ratio

#### 1.3.2a Employment and livelihood

Traditionally in Nepal, employment is understood mainly as engagement in some occupations or work for most of the time in the year. They are mainly: agriculture (own agriculture); non-agriculture (cottage industry, industry, trade and business, service, foreign employment, pension and other benefits, indigenous/traditional occupations and others); and casual labour (in both agriculture and non-agriculture) (NLSS 2010/11, Gurung et al. 2020, Pradhan and Gurung 2020).

The NSIS 2018 has found that, overall, 52.6 per cent of the households are engaged in agriculture, 34.4 per cent in non-agriculture and 13 per cent in casual labour (Figure 5.2). This is a shift from 63.2 per cent in agriculture, 26.4 per cent in non-agriculture and 10.3 per cent in casual labour in NSIS 2012. The data shows that engagement in agriculture—a major form of underemployment—has decreased in the last six years while engagement in both non-agricultural work and casual labour has increased. The shift from agriculture to non-agriculture is a progressive change, whereas the increase in casual labour is not and may indicate exclusion from more secure and lucrative employment opportunities (Pradhan and Gurung 2020).

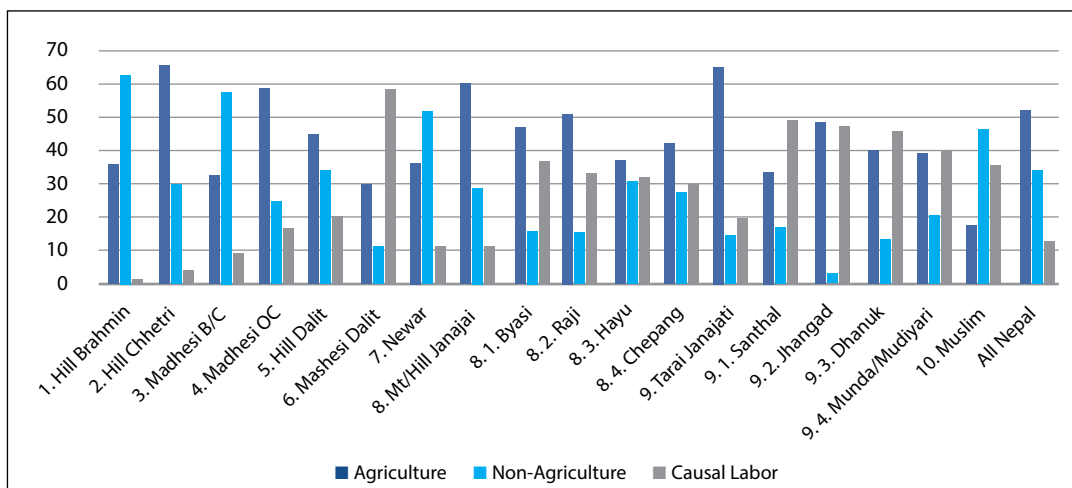
Figure 5.2 shows that the percentage of households employed in agriculture remains quite high among Hill Chhetri (66.1%) and Mt/Hill Janajati (65.7%). Among the 88 groups surveyed, the percentage of households relying on agriculture is highest among indigenous groups, Baramu and Lepcha (92.5% each)<sup>35</sup>. The Yadav (Madhesi Other Caste), Rai (Hill Janajati) and Koiri (Madhesi Other Caste) also have more than 80 per cent of households relying on subsistence agriculture for livelihood. In contrast, the Hill Brahmin have the highest proportion of households employed in the non-agricultural sector (63%), followed by Madhesi Brahmin/Chhetri (57.9%), indicating their disproportional share in valued resources and opportunities. The share in non-agricultural occupations is also high among Newars and Muslims as most of them still pursue businesses or trade, their traditional occupations.

The share of households which are dependent on casual labour is highest among Madhesi Dalits (59%), followed by Muslims (36%). Indeed, among the 88 groups surveyed, Madhesi Dalits like Chamar/Harijan (66.5%) and Musahar (80%) have large proportions of their households primarily dependent on casual labour. Approximately 32 to 37 per cent of the households of Chepang, Hayu, Raji, and Byasi among Hill Janajatis and 40 to 50 per cent of Munda/Mudiyari, Dhanuk, Jhangad, and Santhal depend on casual labour as their source of income. On the other hand, there are 14 caste/ethnic groups who have less than 5 per cent of households relying on casual labour<sup>36</sup>.

<sup>35</sup> See Annexure of the main report- State of Social Inclusion in Nepal: Caste Ethnicity and Gender: Evidence from Nepal Social Inclusion Survey 2018 (Gurung et al. 2020) for the status of each group.

<sup>36</sup> Ibid.

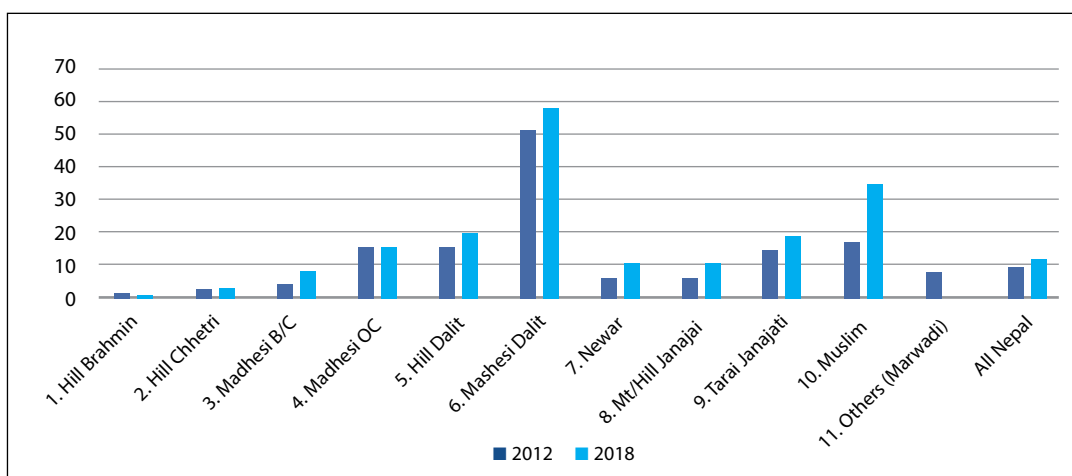
**Figure 5.2: Percentage of households with main occupation engaged by its members by social groups, NSIS 2018**



Source: Gurung et al. 2020.

The overall increase in the level of dependence on casual labour for household livelihood, shown in Figure 5.3, indicates an increased level of exclusion from better paying and more secure employment opportunities. Although the overall increment is only 3 per cent, it has been much greater for some groups like Muslims, whose engagement in casual labour went up by 18.2 per cent and Madhesi Dalits by 7.2 per cent. An increase was observed in 9 out of 11 major groups with only Marwadis and Hill Brahmins experiencing a decrease in casual labour employment. This indicates that, except for these two relatively better-off groups, the rest of the population, especially Muslims, Madhesi Dalits and some Janajati groups, have been excluded from more attractive and secure employment opportunities during the last six years (Pradhan and Gurung 2020.:72-73).

**5.3: Change in casual labour sector of livelihood by social groups, NSIS 2012 and 2018**



Source: Gurung et al. 2020.

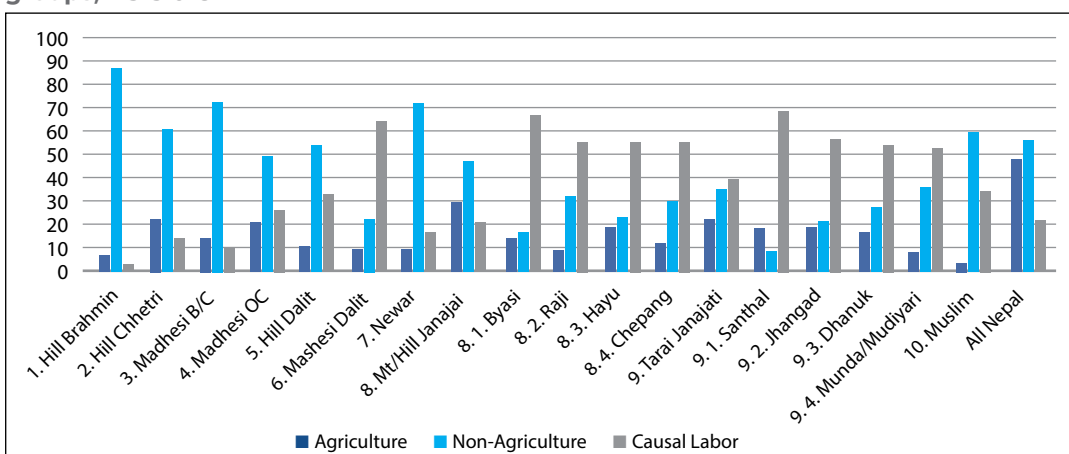


### 1.3.2b: Main source of cash income

Agriculture has become the main source of income only to those who have no access to non-agricultural employment, usually gainful employment. The share of agricultural employment as the main source of cash income is considerably small, only 19.6 per cent compared to other major occupational employment, as shown in Figure 5.4. Mt/Hill Janajati groups have the highest percentage of households (30.3%) dependent on agriculture for cash income, whereas agriculture is the main source of cash income for only 8 and 10 per cent of the Hill Brahmin and Newar households respectively. This shows that Mt/Hill Janajatis are still agriculturists, sticking to an age-old vocation, a vestige of way of life as custodians of land. Among Muslims, only 4 per cent of the households reported agriculture as their main source of cash income (Figure 5.4). Cash income from non-agriculture occupations is far higher than from agriculture for them.

The non-agricultural sector is the major source of cash income for 57.4 per cent of all households (57.4%), which is a negligible increase in six years (54.3%). Such a pattern of change is seen in almost all social groups. It is observed that 87.5 per cent of Hill Brahmin households depend primarily on non-agriculture sectors for cash income. This shows that, with the exception of small business groups of Marwadis, Madhesi Brahmin/Chhetris and Newars, Brahmins have almost monopolized the opportunities of cash income from non-agricultural sectors. The share of cash income from non-agricultural employment is substantial for all social groups except Madhesi Dalit (23.2%), who traditionally resorted to coercive casual labour of extremely low wage. Among Tarai Janajatis also, only 36.3 per cent earn cash income from non-agricultural sectors. Both Madhesi Dalits and Tarai Janajatis have low percentages relying on either agriculture or non-agriculture but a relatively large share relying on casual or wage labour as primary source of cash income. In the 2018 NSIS survey, 65.6 per cent of Madhesi Dalits and 41 per cent of Tarai Janajatis reported that they rely primarily on casual labour or low paid wage work. Byasi (68%), Raji (58%), Hayu and Chepang (57.5% each), and some other groups among Mt/Hill Janajatis and Santhal (70%), Jhangad (58%), Dhanuk (55%) and Munda/Mudiyari (54.5%) and others among Tarai Janajatis rely on wage labour for cash income. Muslims and Hill Dalits also have more than one-third of households relying on casual or wage labour for cash income (Gurung et al. 2020: 73–74).

**Fig 5.4: Percentage of households with major sources of cash income by social groups, NSIS 018**



Source: Gurung et al. 2020.

Among the 88 groups surveyed, more than 80 per cent of the households of five groups, viz Kayastha (Madhesi Brahmin), Thakali (Hill Janajati), Hill Brahmin, Dom (Madhesi Dalit)<sup>37</sup> and Kalwar (Madhesi Other Caste), in addition to Marwadi, reported that they earned cash income primarily from the non-agriculture sector (Gurung et al. 2020; Pradhan and Gurung 2020) though wide variations exist in the range of cash income. Also, there are 11 more groups where more than two-thirds of the households earn cash primarily from the non-agriculture sector. They are a mixed group, namely Hajam/Thakur, Baniya, Haluwai, Sonar and Badhae/Kamar among Madhesi Other Castes; Madhesi Brahmin; Newar, Dura, Hayu and Gurung among Hill Janajati; and Halkhor among Madhesi Dalit. The proportion of casual labour is highest among Madhesi Dalit (65.6%), followed by Tarai Janajatis (41%)<sup>38</sup>. Exceptions are some marginalized Hill Janajati groups.

#### 1.4. Equal rights to economic resources, access to basic services, including financial services, natural resources, ownership and control over land and other forms of property.

This target encompasses a wide range of economic achievements to be secured. The NSIS 2018 has generated data on four indicators within Target 1.4 for SDG 1. They are described in the following sections.

##### 1.4.1. Access to basic (financial) services

##### **Households having access to market centres within 30 minutes of walking (indicator 1.4.1a) and households covered by formal financial services (indicator 1.4.1b):**

Table 5.2 demonstrates that groups from Tarai/Madhes and urban centres have better access to market centres and, nationally, 56.9 per cent of the households had access to market centres within a walking distance of 30 minutes. More than three-fourths of the Marwadi, Muslim, Madhesi Brahmin/Chhetri, Newar, and Tarai Janajati households have access to market centres within a walking distance of 30 minutes. Only 43 per cent of the Mt/Hill Janajati households, most deprived among all 11 major groups, have access to market services within a walking distance of 30 minutes, followed by Hill Dalits (46%) (SDGs Achievements). Access to market centres and formal financial institutions and limited access to their services are also a result of geographic locations of the households. The hill and mountainous regions and some villages in the Tarai plains have limited road and transportation facilities, which forces their inhabitants to walk long distances to access such services<sup>39</sup>.

Access to services of formal financial institutions is an important indicator of economic status. Bank accounts are the primary condition for access to services of financial institutions, particularly banks. Table 5.2 also shows that Hill Brahmins and Marwadis are the most privileged in this respect as 83.9 and 85.7 per cent of their household members respectively have bank accounts. Only 35.8 per cent of the Muslim households have bank accounts, the lowest proportion of households with members having bank accounts, though 77 per cent of the Muslim households have access to banks within a walking distance of 30 minutes. About 56 per cent of Hill and Tarai Janajati households have bank accounts, which is below the

<sup>37</sup> Dom are primarily scavengers and are almost employed throughout the year due to increased urbanization.

<sup>38</sup> This section is taken from Gurung et al 2020:73-74 (including figures from Annex 5.11).

<sup>39</sup> Factual interpretation is borrowed from Pradhan and Gurung 2020.

national average (59.2%). The low proportion of households having bank accounts is mainly due to lack of transportation facilities, travel costs and lack of surplus money to deposit for the people of the mountain/hill regions and lack of surplus money and attached social stigma for those of the Tarai region (Pradhan and Gurung 2020).

**Table 5.2: SDG Indicators for Target 1.4 in SDG 1, by social groups, NSIS 2018**

Social Groups	1.4.1 a Households having access to market centres within 30 min. walk (% of total)	1.4.1 b Households covered by formal financial services (% of total) (Bank Account)
Hill Brahmin	69.5	83.9
Hill Chhetri	53.2	67.3
Madhesi Brahmin/Chhetri	76.1	65.5
Madhesi Other Caste	56.4	44.0
Hill Dalit	46.0	41.6
Madhesi Dalit	51.7	24.5
Newar	75.5	77.7
Mountain/Hill Janajati	43.3	56.4
Tarai Janajati	75.1	56.1
Muslim	77.0	35.8
Marwadi	99.5	85.7
<b>ALL NEPAL</b>	<b>56.9</b>	<b>59.2</b>

**Source:** Pradhan and Gurung 2020.

#### 1.4. 2. Ownership and control over land and other forms of property by men and women

Targets: Proportion of households having ownership and control over land (indicator 1.4.2a), Proportion of households living in houses owned by one or more of their family members (indicator 1.4.2b) and proportion of households having property/tangible assets in women's name (indicator 1.4.2c).

Nepali society is still an agrarian society and land possession, whatever may be the extent of land area, is the primary concern of each household. In the NSIS 2018 survey, almost 95 per cent of the households have at least some land (Table 5.3/1.4.2a), though the size of the land owned is not reported. Brahmin and Newar households each have the highest proportion of ownership and control over land (98%), followed by Hill Chhetri (97.6%), Tarai Janajati (96.8%), and Madhesi Other Castes (97.5%). Among Mt/Hill Janajati households, 93.6 per cent possess at least some land. The lowest proportion having ownership and control over land (75.5%) is that of Madhesi Dalit households. Overall, land ownership has improved for all social groups compared to 2012. Substantial progress can also be observed since 2010/11 when agricultural households with land made up 73.9 per cent of the total agricultural households<sup>40</sup>.

<sup>40</sup> See CBS 2011:10, Table 9.1

The NSIS 2018 survey demonstrates that 95 per cent of the households live in the houses owned by one or more of their family members (Table 5.3/1.4.2b), which seems to correlate with land ownership. Ninety-eight per cent of the Newar households, 97.9 per cent of Hill Chhetri households and 97 per cent of Hill Brahmin households have houses in their ownership—all above the national average. Madhesi Dalits (78.6%) and Muslims (85%) have the lowest proportion of households having ownership of houses. These figures reveal that substantial progress has been made in the ownership of houses, though the quality of house in terms of safety and space occupied are not reported. Such progressive changes in the ownership of houses are not the result of government interventions but of incessant flow of remittances to households<sup>41</sup>.

The patriarchal society nurtured by the state of Nepal has always denied economic rights to women. In recent decades, some measures have been adopted to bring structural changes in gender power relationships. The NSIS 2018 has tried to capture the trend in this aspect and computed a composite index of all assets, including domesticated animals, fowls, ornaments, house, land, and savings in the name of women.

Table 5.3 (1.4.2c) shows that women's access to and control over resources is very low across all social groups, ranging from 33.7 per cent among Hill Brahmin—the highest among all social groups—as against the commonsensical understanding of the status of women of usually conservative Brahmin, to a low of 16.5 per cent of Madhesi Dalit women, who are perpetual victims of multiple exclusion. Wide variations in asset possession among women of different social groups are a testimony to the fact that wide disparities continue to exist among them on the basis of social identity. About 29 per cent of indigenous women have ownership of property, including tangible assets, which is consistent with their traditional practice. In the case of assets in the name of women, it is primarily due to the patrilineal system of inheritance pervading all social groups. Discount on land registration fee on registering land in women's name has also contributed to a limited extent to female ownership of land and houses in recent decades. Having limited tangible assets in women's name affects their ability to make financial decisions and gain financial independence or even access loans (due to lack of collateral) for any purpose, which is perpetuating the situation of gender inequality and acting as the biggest factors in affecting gender discrimination and oppression of women in Nepal (SDG Achievements).

<sup>41</sup> NSIS had the component of ethnographic data collection also to substantiate or complement or refute the findings of survey data. See methodology chapter in Gurung et al. 2020.

**Table 5.3: SDG Indicators for Target 1.4 in SDG 1, by social groups, NSIS 2018**

Social Groups	1.4. 2 a Households having ownership and control over land (% of total)	1.4. 2 b Households living in houses owned by one or more of their family members	1.4.2 c Households having property/ tangible assets in women's name (% of total) (Composite % of animals, birds, ornaments, house, land and savings)
Hill Brahmin	98.0	97.0	33.7
Hill Chhetri	97.6	97.9	33.6
Madhesi Brahmin/ Chhetri	96.3	92.9	22.4
Madhesi Other Caste	97.5	96.8	21.9
Hill Dalit	91.2	93.7	26.5
Madhesi Dalit	75.5	78.6	16.5
Newar	98.0	98.0	32.2
Mountain/Hill Janajati	93.6	94.9	29.1
Tarai Janajati	96.8	93.5	29.3
Muslim	88.5	85.0	20.4
Marwadi	69.5	68.0	24.8
<b>ALL NEPAL</b>	<b>94.9</b>	<b>95.0</b>	<b>28.8</b>

Source: Pradhan and Gurung 2020.

## 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

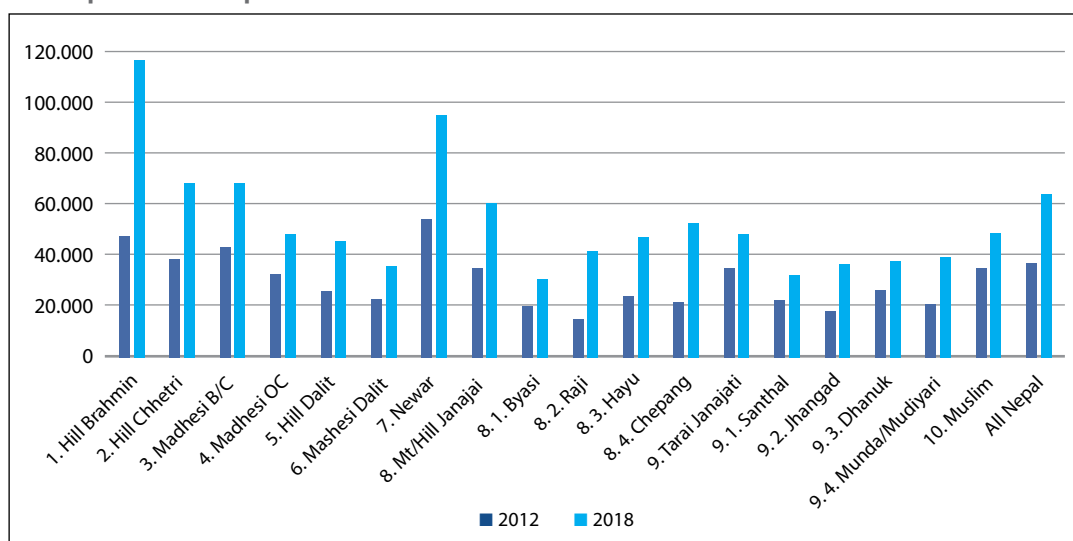
**Target 2.1. By 2030, end hunger and ensure access by all people, in particular the poor and the people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round.**

### 2.1.1. Households with adequate food consumption

The NSIS 2018 survey measured household consumption as average consumption and expenditures in the following categories: 1) food items, 2) education, 3) agriculture/livestock (inputs: labour, seeds, fertilizer, tools, etc), 4) medicine/medical, 5) clothing/ornaments, 6) festivals, ceremonies (birth, *bratabandha* (sacred thread-wearing ritual), wedding, death, etc), 7) direct taxes (land tax, house tax, etc), 8) levies on services (telephone, mobile, internet, electricity, water, etc), 9) transportation/travel, etc; and 10) other household goods (Pradhan and Gurung 2020). These expenditure categories were the same as the ones used by NLSS. However, a limitation of the NSIS data is that it represents only a summary of expenditures under each category rather than all the details that were recorded in the NLSS. When the expenditures or consumption in all these categories were combined, the result was per capita consumption per annum for each household. This result was compared for two points of time—2012 and 2018—with adjustments for the inflation rate during that period (Ibid) to assess changes across diverse groups over the period of six years.

The NLSS 2010/11 records the nominal per capita consumption as Rs 34,823. A year later, the NSIS 2012 records it as Rs 34,641, which is close to the NLSS finding<sup>42</sup>, and after adjusting for inflation, it was Rs 37,369. Figure 5.5 shows that the average nominal per capita consumption reached Rs 63,861 by 2018—a remarkable increment of 70.9 per cent over six years, with the highest per capita consumption (Rs 104,768) of Hill Brahmin households and the lowest of Madhesi Dalit (Rs 35,823)<sup>43</sup>. The per capita consumption of Mt/Hill Janajatis, Tarai Janajatis, Hill Dalits, Madhesi Other Castes, and Muslims, who represent about 63 per cent of Nepal's population, is less than Rs 60,000, which is below the national average. Janajati groups of Byasi (Rs 30,500), Santhal (Rs 35,500), Jhangad (Rs 38,000), Dhanuk (Rs 38,700), Munda/Mudiyari (Rs 39,000), Raji (Rs 39,800) and among many other Janajati groups have less than Rs 40,000 per capita consumption, parallel to that of several Madhesi Dalit and Madhesi Other Caste groups and far below the national average and about two and half folds lower than that of Hill Brahmins.

### Per capita consumption



Source: Gurung et al. 2020:80-82.

In the context of this rapid increase in per capita consumption across the board, it may be worth recalling the NPC's SDG Road Map (2016–2030), which expresses the goal of reducing inequality through policies to support a faster than average rate of growth in income and consumption among the poorest 40 per cent of the population. The data emerging from the NSIS 2018 survey show that this, in fact, is happening (Figure 5.6). As against the trend of growth in nominal per capita consumption standard between 1995/96 and 2010/11, between top quintile and bottom quintiles (lowest 40%), the consumption standard of the bottom quintiles has grown by 110 per cent between 2012 and 2018 compared to 75 per cent for the second quintile, 70 per cent for the

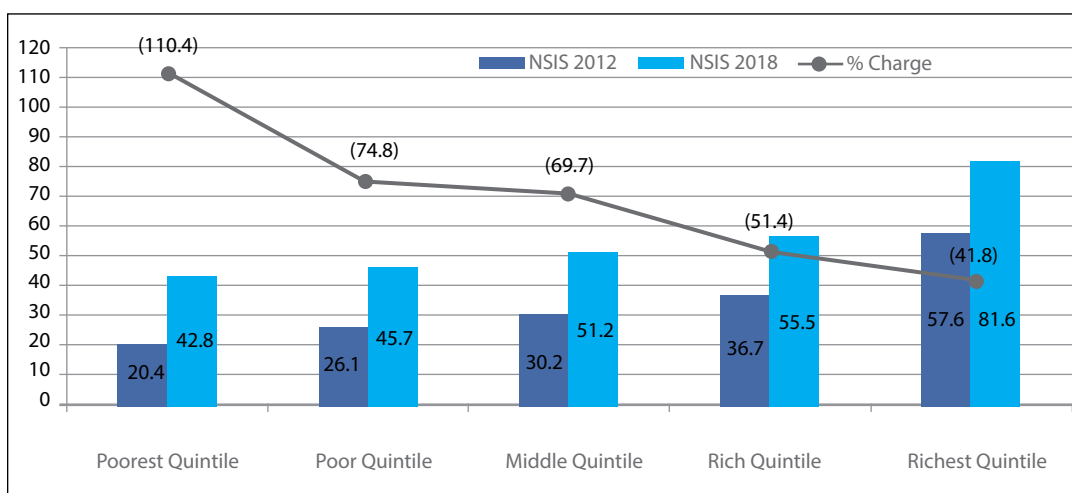
<sup>42</sup> A higher per capita consumption obtained from NSIS may be attributed partly to methodological differences because the present survey did not use detailed questions on expenditure items that have been used in NLSS 2010/11.

<sup>43</sup> Gurung et al. 2020:81.

middle, 51 per cent for the fourth quintile, and 42 per cent for the richest quintile. This is a welcome picture of pro-poor growth and offers hope of substantial progress towards reduced economic inequality in Nepal (Pradhan and Gurung 2020).

However, if we look at the data through a social lens, it appears that some of the historically excluded caste/ethnic groups are still lagging behind the traditional elite groups and are progressing at a slower pace compared to those groups. Among the eleven major groups, the per capita consumption in 2018 was highest among Hill Brahmins (NRs 104,768), followed by Marwadis (NRs 98,586) and Newars (NRs 95,001) (Figure 5.5). Hill Chhetri and Madhesi Brahmin/Chhetri also had above national average per capita consumption. The lowest per capita consumption was found among Madhesi Dalits (NRs 45,303). Hill Dalits, Muslims and Tarai Janajatis all had about the same level of per capita consumption, around NRs 48,000, which was far below the national average (Gurung et al. 2020: 80-83). Largely, the consumption levels as seen as living standard of various social groups today represent the same old caste hierarchy of hierarchical entitlements, with the only difference that eatable or uneatable foods or drinks are not directly imposed these days.

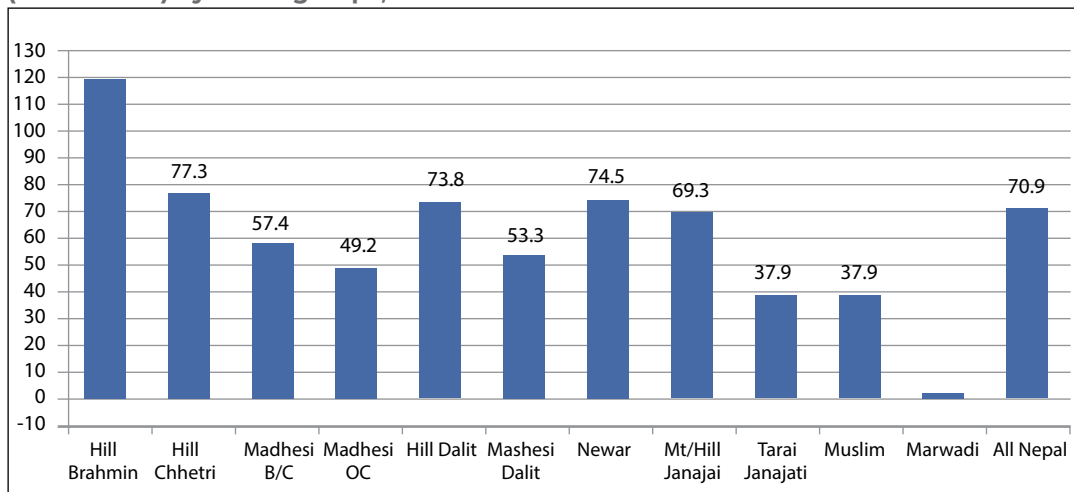
**Figure 5.6: Average annual household per capita consumption (NRS in '000) and its percentage change by quintile groups, NSIS 2012-2018**



Overall, the rate of consumption growth is somewhat slower among Madhes/Tarai origin groups compared to Hill/Mt origin groups (Figure 5.7). Tarai Janajatis and Muslims have the lowest increase in consumption. Even though consumption has increased by a robust 74 per cent among Hill Dalits, it has increased rapidly by 120 per cent among Hill Brahmins, indicating better opportunities of advancement for the advanced groups compared to the traditionally excluded groups (Gurung et al. 2020:82).

Another indicator of household food security or adequate food consumption is whether a household has enough food to feed its family members round the year with the household production and income. The NSIS 2018 found that almost 80 per cent of the respondents from sample households have sufficient food for their family year-round (Figure 5.8). All Marwadi households have food sufficiency, followed by those of Hill Brahmin (95.5%). Food sufficient households are lowest among Hill Dalits (53.2%), followed by Madhesi Dalits (59.3%). Both are far

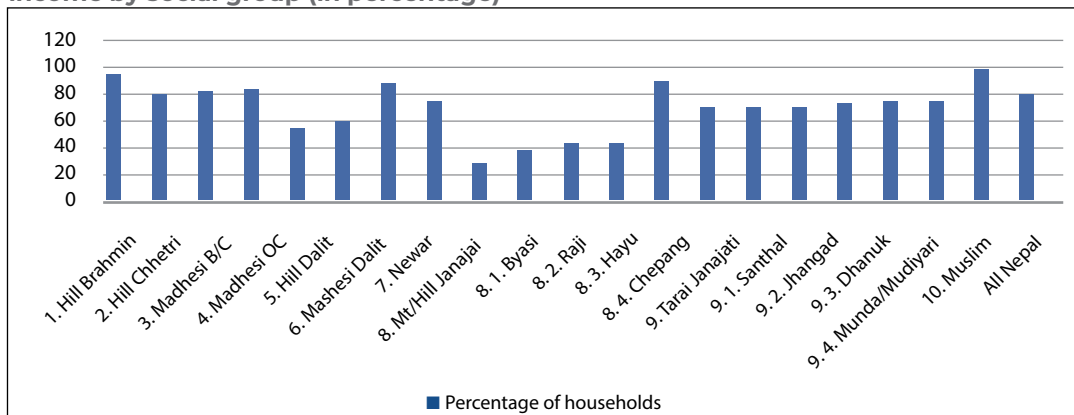
**Figure 5.7: Percentage change in average annual household per capita consumption (NRS in '000) by social groups, NSIS 2012-2018**



Source: Gurung et al. 2020

below the national average. Mt/Hill Janajati (75%) and Muslim (75.5%) are also below the national average in food sufficiency. Overall, 50 to 25 per cent of the households, which represent almost 45 per cent of total population, are experiencing some level of food insecurity, which indicates the perpetuation of the age-old distributive injustice. Food insufficiency also reflects unequal distribution of productive land.

**Fig 5.8: Households with year-round food sufficiency from own production and income by social group (in percentage)**



Source: Gurung et al. 2020.

Among the 88 groups surveyed, more than 90 per cent of the households of 14 groups have year-round food sufficiency. They are Hill Brahmin; Marwadi, Thakali, Kayastha (Madhesi Brahmin/Chhetri); Dhimal, Tharu and Munda/Mudiyari (Tarai Janajati); Koiri, Yadav, Kalwar and Haluwai (Madhesi Other Castes); and Bantar (Madhesi Dalit) (see annexes once referred). On the other



hand, the groups with lowest proportions of households with year-round food sufficiency from own production are: Thami (29%), Hayu (36.5%), Jirel (43%), and Lepcha (43%) (all Hill Janajati groups), which are lower than those of Chamar/Harijan (46.5%), Dusadh/Paswan (50.5%), Musahar (56.5%) (all Madhesi Dalit groups), and Kami (48.5%) (a Hill Dalit group). Some 41 groups have been identified having 60 to 80 per cent of the households with some level of food sufficiency<sup>44</sup>.

### 2.1.2. Population spending more than two-thirds of total consumption on food

Food insecurity is the main problem associated with poverty, deprivation and landlessness. Ensuring food security has been one of the major challenges for the government for the last half a century, but it has not been serious about the right to food—an essential component of the right to life—of the people. Only by the turn of the twenty-first century has it been recognized as a right and not as a matter of charity or mercy of the power-holders and wealthy persons.

In this section, two indicators are used to assess household food security: 1) share of food in the total household consumption budget, and 2) year-round food sufficiency. The share of food in the total consumption expenditure is an important indicator of household food security, which indicates the relationship between the level of income and consumption. It is a widely documented observation that poorer and more vulnerable households spend a larger share of their income on food (Pradhan and Gurung 2020:19). This section identifies households that spend more than two-thirds of their total consumption on food.

The NSIS 2018 found that only 3.7 per cent of the households spend more than two-thirds of their consumption budget on food (Figure 5.9). The percentage of households spending more than two-thirds of their total consumption on food is highest among Madhesi Dalits (17%). Tarai Janajatis (6.5%), Hill Dalits (6.3%) and Muslims (6%) households also spend more than two-thirds of total consumption on food but far below the level for Madhesi Dalits. The lowest percentages of households spending more than two-thirds of their budget on food were those of Hill Brahmins (0.5%), Marwadis (1%) and Hill Chhetris (1.2%)<sup>45</sup>.

The percentage of households spending more than two-thirds of their consumption budget on food has drastically decreased from 20.3 per cent in 2012 to 3.7 per cent in 2018. This pattern of decrease in budget share going to food consumption is observed among all social groups. However, the result is particularly dramatic for Madhesi Dalits, where it decreased from 52 per cent in 2012 to 17 per cent in 2018<sup>46</sup>.

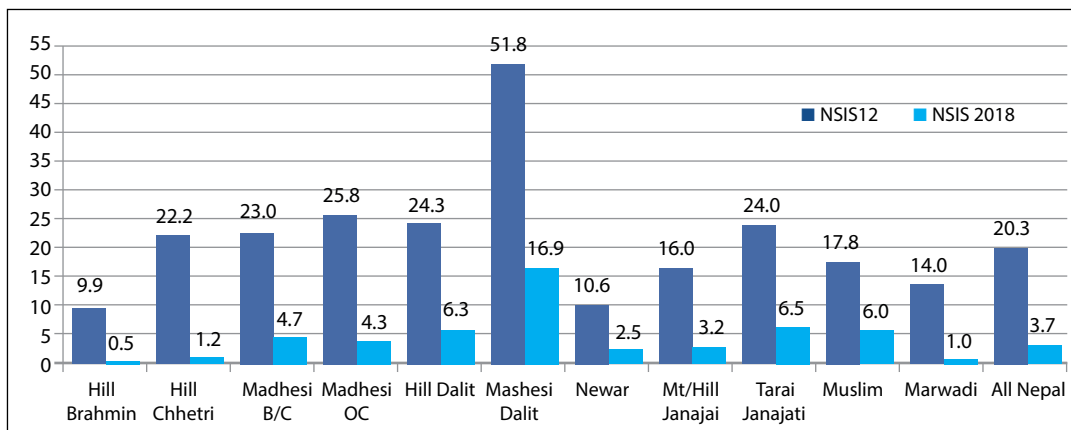
Among the 88 caste and ethnic groups, Koche has the highest percentage of households spending more than two-thirds of their consumption budget on food (34.5%), followed by Santhal (33.5%) and Kisan (29.5%), all belonging to Tarai Janajati groups (see annexure once referred). There are another 15 groups where more than 10% of the households spend more than two-thirds of their consumption budget on food. They are Musahar, Chamar/Harijan, Dusadh/Paswan, Dom and Gaine among Dalits; Tajpuriya, Munda, Bote, Chepang, Jhangad, Rajbansi and Meche among

<sup>44</sup> For further details, see annex 5.19 in Gurung et al. 2020.

<sup>45</sup> For insightful interpretation, see Pradhan and Gurung 2020: 19-20.

<sup>46</sup> Ibid.

**Figure 5.9: Percentage of households spending more than two-thirds of total consumption on food by social groups, NSIS 2012 and 2018**



**Source:** Gurung et al. 2020

Janajatis; and Nuniya, Kahar and Rajbhar among Madhesi Other Caste. Going against the overall trend are five groups (Dura, Hayu, Sunuwar, Bote, and Thakali, all belonging to Mt/Hill Janajati), among whom the percentage of households spending more than two-thirds of their consumption budget on food increased during the last six years. All except Bote, a Janajati group, however, had quite low percentages (<5%) of households spending more than two-thirds of their consumption budget on food at both points of time<sup>47</sup>.

### SDG 3: Ensure healthy lives and promote well-being for all at all ages

The NPC has worked out some major targets and indicators for SDG 3. It is not possible to deal with all of them because of lack of disaggregated data by caste/ethnicity and gender. The NSIS had produced some relevant data relating to the achieved targets of SDG 3. They are dealt in brief in this section as follows:

#### 3.3. By 2030, combat water-borne diseases

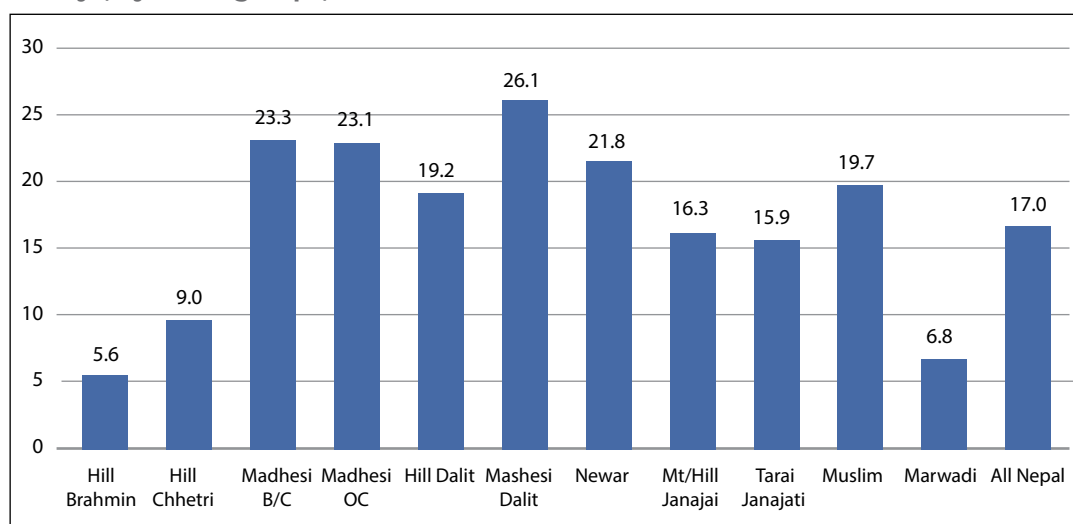
##### 3.3f.2. Children under age 5 years with diarrhoea in the last 30 day

Control of diarrhoea among children is one of the targets of bringing water-borne diseases under control. As shown in Figure 5.10, overall 17 per cent of children under five years have suffered from diarrhoea in the previous 30 days of the survey. This presents a situation where conditions have worsened than in the 2015 baseline, which is reported by the GoN. This could possibly be due to the timing of the NSIS 2018 survey, which mostly took place during the summer months and had a larger sample of different caste/ethnic groups in the Tarai plains (Pradhan and Gurung 2020:21-22). The caste/ethnic groups in the Madhes have higher

<sup>47</sup> See Annex SDG 2 Target 2.1.2 in Pradhan and Gurung 2020:88 for further details.

incidence compared to the hill groups. Lowest proportion of under-five children of Brahmin (5.6%), Marwadi (6.8%) and Hill Chhetri (9.8%) were suffering from diarrhoea, which indicates their better access to basic healthcare compared to other social groups. In Tarai/Madhes, diarrhoea is still the leading factor which is affecting the lives of young children adversely, despite its simple treatment. It is evident that prevention and treatment of diarrhoea is related to the economic status of the family, access to knowledge and to the simple treatment solutions, and thus is an important indicator of multiple exclusions. Such situation divulges that, due to health inequality, bringing incidence of diarrhoea among children under five years of age belonging to diverse groups to zero by 2030 is a daunting challenge.

**Figure 5.10: Percentage of children under 5 years who had diarrhoea during last 30 days, by social groups, NSIS 2018**



**Source:** Pradhan and Gurung 2020:22.

3.7. By 2030, ensure universal access to sexual and reproductive health-care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes.

NSIS 2018 has generated data on the following targets and indicators:

3.7d: Pregnant women having 4 antenatal care visits as per protocol (%)

3.7e: Pregnant women experiencing institutional delivery (%)

3.7j: Households within 30 minutes of travel time to health facility (%)

Of those pregnant women who have 4 antenatal care visits to health institutions as per protocol, women from the Hill Brahmin (94.6%) group comprise the highest proportion while Madhesi Dalit comprise the lowest proportion (54.2%) (Table 5.4), showing huge disparity in access to reproductive healthcare services, which is claimed as universal. In this regard,

Muslim and Madhesi Other Caste women also have lower proportions: 63.8 per cent and 64.1 per cent respectively. As regards indigenous peoples, 83.1 per cent of Mt/Hill Janajati women and 83.6 per cent Tarai Janajati women have made 4 antenatal care visits, which can be considered significant progress in the last eight years. On the other hand, far lower proportions of pregnant women of Hayu (54.6%), Sunuwar (59.5%), Majhi (69.3%), and Chepang (72.5%) among Hill Janajatis and Koche (46.5%), Santhal (54.4%), Tajpuriya (60.3%), and Kisan (63.8%) among Tarai Janajatis have made 4 antenatal care visits as per protocol.

**Table 5.4: SDG Indicators of Targets 3.7 d, 3.7e and 3.7j in SDG 3 by social groups**

Social Group	3.7d of pregnant women having 4 antenatal care visits as per protocol (among live births)	3.7e % of women institutional delivery	3.7j % of households within 30minute travel time to health facility
1.Hill Brahmin	94.6	98.2	73.0
2. Hill Chhetri	94.6	78.4	46.9
3. Madhesi B/C	89.0	87.2	89.1
4. Madhesi OC	64.1	67.3	90.3
5. Hill Dalit	82.0	70.6	57.6
6.Madhesi Dalit	54.2	47.4	81.0
7. Newar	91.2	85.7	77.5
8. Mt/Hill Janajai	83.1	68.4	58.7
8.1. Hayu	54.6	43.9	33.0
8.2. Sunuwar	59.5	53.3	37.0
8.3. Majhi	69.3	64.8	65.5
8.4. Chepang	72.5	68.4	38.0
9.Tarai Janajati	83.6	78.2	70.7
9.1. Koche	46.5	33.9	84.0
9.2. Santhal	54.4	43.5	77.5
9.3. Tajpuriya	60.3	55.4	70.0
9.4. Kisan	63.8	59.0	63.0
10. Muslim	63.8	59.1	97.5
<b>All Nepal</b>	<b>82</b>	<b>73.9</b>	<b>66.4</b>

**Source:** Gurung et al. 2020; Pradhan and Gurung 2020.

Table 5.4 demonstrates that the highest proportion of women that have received delivery care in health institutions (hospitals, health centres, health posts with birthing facilities and other maternity clinics) is that of Hill Brahmin (98.2%), followed by Marwadi (97.1%) and Madhesi Brahmin/Chhetri (87.2%), which suggests these groups enjoying greater privilege of such care. More than half of Madhesi Dalit women (47.4%) are still deprived of institutional delivery care. Deliveries of some 68 per cent of Hill Janajati women and 78 per cent of Tarai Janajati women have taken place in health institutions, which is a significant progress. However, substantial proportions of expectant mothers from Hill Janajati groups like Hayu (56.1%), Sunuwar (46.7%), Majhi (35.2%), Chepang (31.6%), and some others and pregnant women belonging to Koche (66.1%), Santhal

(56.5%), Tajpuriya (44.6%), Kisan (41%), and several others among Tarai Janajatis, apart from Dalit and Madhesi Other Caste women, are deprived of parturition care services, revealing wide inequalities in the access to institutional delivery services.

Geographical distance to healthcare facilities is also a crucial factor for receiving healthcare services in time at low cost (travel cost). As demonstrated in Table 5.4, more than 90 per cent of Madhesi caste groups, including Muslim and Marwadi, have access to healthcare institutions within 30 minutes of travel time, whereas only 58.7 per cent of Mt/Hill Janajati and 57.6 per cent of Hill Dalits have such access, which suggests large discrepancies in the access to healthcare services across different social groups. As a basic rule of service delivery, the privileged groups enjoy better access, whereas the subordinate groups have minimal access to services. The access discrepancies are mainly attributed to topographical variations, which hinders the development of roads and other transportation facilities.

3.8. Achieve universal health coverage, including financial risk protection, access to quality essential healthcare services and access to safe, effective, quality and affordable essential medicine and vaccines for all.

This target and indicators cover several areas and data are not available to deal with it. The NSIS has generated data on the following targets and indicators only:

3.8c: Proportion of the target population (children age 12–23 months) covered by all vaccines.

3.8d: Percentage of infants receiving 3 doses of Hepatitis B vaccine

The NSIS 2018 data indicate that the immunization coverage of children below five years of age has not shown progress and has fallen behind the 2015 baseline as well as the 2015 targets for all vaccines, including Hepatitis B covered by the national programmes. Here also, we see the same social groups who fall short of and below the national average: the Madhes-based different groups and Muslims (Table 5.5). Due to its social sampling strategy, the NSIS sample had a large number of respondent households in the Tarai belt of the country where a majority of the Madhesi-based and Muslim groups reside. They also comprise a sizeable number of caste and ethnic groups that the NSIS surveyed, and most of these groups have lower rates of immunization, as recorded by the 2011 NDHS (Pandey et al., 2013)<sup>48</sup> and the NDHS 2017 (MoH et al., 2017) as well (Ibid). Indigenous children fall in the middle category in receiving all vaccines, including Hepatitis B. Differences in the proportions of infants and children receiving all vaccines, including Hepatitis B, are stark when observed from regional grounds. So, it is imperative to design strategies, actions and messages that focus on such regional and other disadvantaged cultural groups that are likely to suffer economic hardships and also have sociocultural practices or beliefs that do not support immunization<sup>49</sup>.

<sup>48</sup> Pandey and colleagues (2013) also record similar caste/ethnicity variations in institutional delivery as well as other maternal and child health indicators, cited in Pradhan and Gurung 2020:24.

<sup>49</sup> Interpretation with a few adaptations is taken from Pradhan and Gurung 2020:24.

**Table 5.5: Indicators and targets 3.8c and 3.8d in SDG 3 by social groups, NSIS 2018**

Social Groups	3.8c % of infants receiving 3 doses of Hepatitis B vaccine	3.8d % of children under 5 covered by all vaccines included in their national programme
Hill Brahmin	83.3	73.3
Hill Chhetri	89.7	80.0
Madhesi Brahmin/Chhetri	67.5	55.1
Madhesi Other Caste	72.8	60.7
Hill Dalit	77.4	68.9
Madhesi Dalit	62.6	53.7
Newar	87.3	77.8
Mountain/Hill Janajati	80.3	70.7
Tarai Janajati	75.3	63.8
Muslim	65.9	52.8
Marwadi	85.4	66.7
<b>ALL NEPAL</b>	<b>78.7</b>	<b>68.4</b>

Source: Pradhan and Gurung 2020:23.

## SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

The major targets under SDG 4 are as follows:

- 4.1: By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education, leading to relevant and effective learning outcomes;
- 4.2: By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education;
- 4.3: By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university education;
- 4.4: BY 2030, increase by 75 per cent the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship;
- 4.5: By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations;
- 4.6: By 2030, ensure that all youth and at least 95 per cent of adults, both men and women, achieve literacy and numeracy; and
- 4.7: By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

The GoN has worked out indicators and targets for each of these basic targets and has promised to exert every effort possible to achieve all SDG targets by periodically achieving the set targets in a planned manner. It has baseline data of 2014 and has worked out progress data relating to these targets, though not disaggregated by caste/ethnicity and gender, for 2017, 2020, 2022, 2025, and 2030. At this juncture, we have limited data to measure the progress in achieving all targets under SDG 4. The NSIS 2018 has collected data to measure eight different indicators that are related to different targets. They have been dealt with in subsequent sections.

Target 4.2 Indicator 4.2b: Participation rate in initial organized learning (one year before the official primary entry age), by sex

#### **4.2b. Attendance to early childhood education (Gross Enrolment) (%)**

Over the years, Nepal has made significant gains in pre-primary to secondary school enrolment and has almost achieved gender parity in school enrolment. Table 5.6 demonstrates that wide variations exist in attendance in pre-primary or early childhood education across different social groups, with the attendance rate for infants/young children being highest for Hill Brahmin (96.1%) and lowest for Madhesi Dalit (48.5%). It also shows that, even though the gender differences in infants/young children attending early childhood education is not too high, the variation in caste/ethnic groups is very wide. It is clear that exclusion from such a crucial opportunity will have serious repercussions on the socioeconomic performance of groups that have been left behind later in life (SDGs Achievements). The issue of quality of education also surrounds the whole system of education because of high dropout and failure rates. One group of infants/children is getting special nursery care and education, whereas others are getting ordinary traditional type of primary education, which naturally leads to huge differences in the learning outcomes of learners. Over 90 per cent of Hill Brahmin, Newar and Marwadi children attend early childhood classes compared to less than 55 per cent of those from Madhesi Other Caste, Madhesi Dalit and Muslim groups. Still, about 18 per cent of the indigenous children from both hills and Tarai are deprived of opportunities of getting early childhood education and institutional care. This adversely affects their cognitive and emotional development and thus narrows their future life chances. The NSIS 2018 data reveals the fact that the opportunity of early childhood care and education is hardly available for the infants/young children belonging to Madhesi Dalit, Madhesi Other Caste, Muslim and marginalized Janajati such as Bhote/Walung, Chepang, Sherpa, Dhanuk, Jhangad, and others<sup>50</sup>.

<sup>50</sup> See Gurung et al. 2020, Annex 4.3.

**Table 5.6: SDG Indicator for Target 4.2b in SDG 4-Percentage of attendance to early childhood education, by social groups, NSIS 2018**

Social Group	Attendance in early childhood education (Gross Enrolment) (%)		
	Male	Female	Total
1.Hill Brahmin	96	96.2	96.1
2. Hill Chhetri	79.1	92.2	84.7
3. Madhesi B/C	70.7	67.2	69.4
4. Madhesi OC	57.3	50.5	53.9
5. Hill Dalit	78.7	74.2	76.5
6.Madhesi Dalit	46.1	50.8	48.5
7. Newar	96.6	95.2	96
8. Mt/Hill Janajai	81.2	83.5	82.3
8.1. BhoteWalung MJ	57.5	46.2	51.9
8.2. Chepang HJ	70.6	55.6	62.9
8.3. Sherpa MJ	67.7	68	67.9
8.4. Hayu HJ	76.9	68.9	72.6
9.Tarai Janajati	76.6	88.8	83.3
9.1. Dhanuk TJ	48	55.6	51.6
9.2. Jhangad TJ	56	71.4	62.5
9.3. Santhal TJ	55.6	83.3	68.2
9.4. Ganagain TJ	74.2	66.7	70.7
10. Muslim	53.2	51.4	52.1
11. Others (Marwadi)	91.7	88.1	90.2
<b>All Nepal</b>	<b>73.4</b>	<b>72.7</b>	<b>73.1</b>

Source: Pradhan and Gurung 2020:27

Target 4.4: Indicators 4.4b, 4.4c: Proportion of youth and adults with technical and vocational skills and access to information and communications technology (ICT) in informal learning opportunities.

#### 4.4b. Percent of working age population with technical and vocational training

#### 4.4c. Percent of households with internet connection

Target 4.4b, under SDG 4, emphasizes increasing the number of youth and adults who have relevant skills, including technical and vocational skills, for gainful employment, decent jobs and entrepreneurship. The NSIS 2018 tracks the working age population who have received technical and vocational education (Table 5.7), and only a little over 11 per cent of the individuals between ages 16 and 64 years had received such education, with more men (11.7%) than women (10.8%)



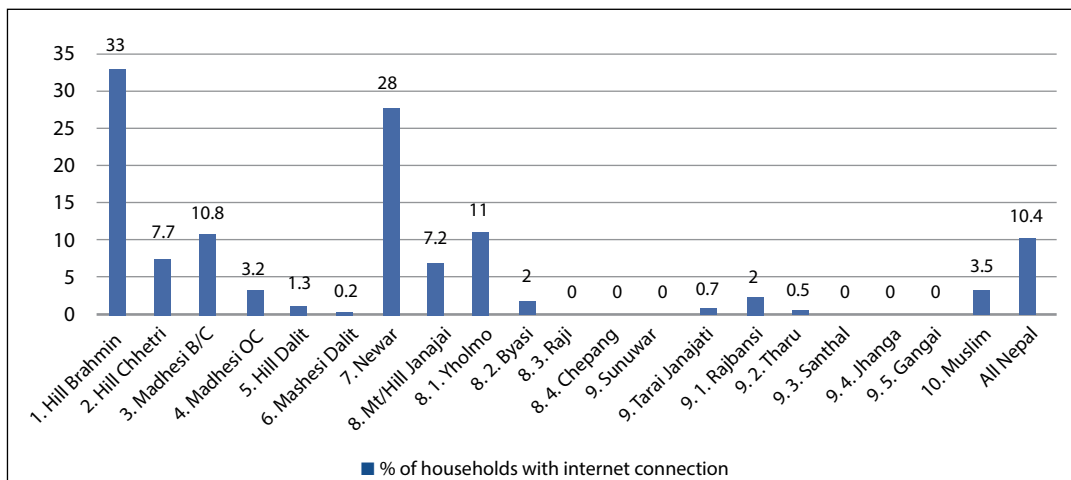
receiving such training. The overall achievement in this area is very low compared to the national-level target for 2019, with considerable gender and caste/ethnicity variations, which reveals the fact that skills enhancement has not been focused adequately and properly. Here also, Dalit groups are most underprivileged. On the one hand, the country faces a demographic divide, with a high number of youth population, especially those who have limited education and skills and are stuck in low-paying labour-intensive jobs, being forced to seek employment opportunities in other countries at a high cost, often under harsh climates and cultures different than their own (Pradhan and Gurung 2020:29).

**Table 5.7: SDG Indicators for Target 4.4 in SDG 4 – Percentage of population with technical and vocational training by social groups and gender, NSIS 2018**

Social Groups	4.4b: Percent of working age population (16–64 yr) with technical and vocational training		
	Male	Female	Total
Hill Brahmin	24.0	15.3	19.5
Hill Chhetri	16.3	11.3	13.6
Madhesi B/C	23.1	13.8	18.3
Madhesi Other Caste	11.6	5.1	8.3
Hill Dalit	6.8	6.4	6.6
Madhesi Dalit	8.0	3.9	5.8
Newar	30.9	22.2	26.3
Mt/Hill Janajati	20.5	11.1	15.4
Tarai Janajati	23.9	13.5	18.5
Muslim	20.9	5.6	12.7
Marwadi	11.7	10.8	11.3
<b>ALL NEPAL</b>	<b>18.1</b>	<b>10.5</b>	<b>14.1</b>

**Source:** Pradhan and Gurung 2020

Another indicator (4.4c) under SDG 4 is tracking the percentage of adult population who are internet users, which shows individuals' access to information. The NSIS 2018 had asked the head of each household whether her or his household had internet connection. Only 10.4 per cent of the households reported having internet connection, with a range of 33 per cent of Hill Brahmin, when the exception of Marwadi (72.5%) is not counted, followed by Newar (28%), and 0.2 per cent of Madhesi Dalits, 0.7 per cent of Tarai Janajatis and 7.2 per cent of Mt/Hill Janajatis reported having such connection (Figure 5.11). However, it can be seen from the NSIS 2018 data that a large number of Mt/Hill and Tarai Janajati, Madhesi OC and Dalit households have no internet connection. The emerging trend of internet connection reveals that the digital divide across various social groups is widening, generating huge gaps between them in acquisition of knowledge power, which is a new means of domination and resource accumulation. Having internet connection at home has a high cost associated with it; hence, overall access is likely to be low as the NSIS data shows. But at the individual level, access to the internet is likely to be higher due to access through mobile phones (Gurung et al. 2020:54, 209, Annex 4.17).

**Figure 5.11: Percentage of households with internet connection by social groups, NSIS 2018**

Source: Gurung et al. 2020.

Target 4.5: Gender parity on education for major social groups has been made available by NSIS for the following indicators:

#### 4.5s. Gender Parity Index (GPI) (primary school)

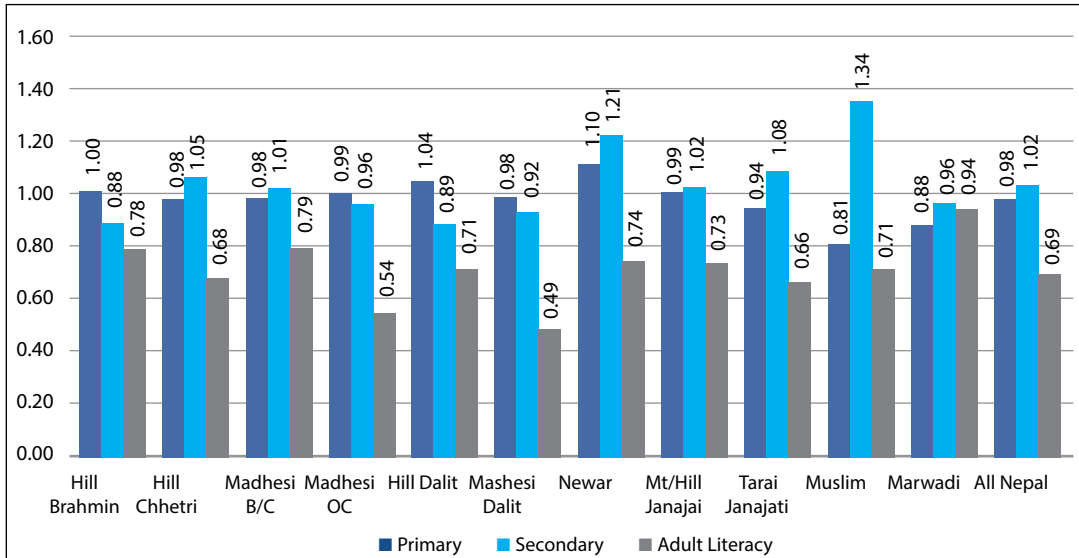
#### 4.5b. Gender Parity Index (GPI) (secondary school)

#### 4.5c. Gender Parity Index (GPI) based on literacy (above 15 years)

The NSIS has generated data on the educational attainment of basic level (grade 1 to 8) to secondary level by 88 caste/ethnic and religious groups and then finally aggregated them for 11 major groups. It has calculated primary level education through the number of children (both male and female) currently attending up to grade 5 (ages 6–10 years) and for secondary level from those boys and girls attending grades 6–10 (ages 11–16 years), according to standard practices of the agency concerned of the government. The NSIS 2018 shows that the Gender Parity Index (GPI) at primary and secondary level is getting close to the targeted levels of the government: at 0.98 and 1.02 respectively (Figure 5.12). It is interesting to note that the parity at secondary level is higher among many of the social groups where, for every 100 boys currently in school, there are more girls attending this level. It is a general trend in secondary education for the last few years, which are published in the periodic FLASH reports of the Department of Education. It is also notable that the number of Muslim girls attending secondary level is higher than that of Muslim boys (GPI 1.34). It is likely that more Muslim girls are now attending *Madrassas*, the Muslim religious schools (Pradhan and Gurung 2020:26-28).

In the case of adult literacy (literate population 16 years and above), the overall GPI is 0.69, with only 69 women for every 100 men being functionally literate. Women are still behind men across all caste/ethnic groups (Figure 5.12). Here, too, the variation between different groups is a cause for concern, especially as the pattern of low levels of gender parity in literacy (for those over 16 years + of age) is almost the same for those 16 years and below. The Madhesi Dalit and Other Caste groups as well as Hill Dalits are generally lagging behind in GPI at all levels (Ibid).

**Figure 5.12: Gender Parity Index for Adult Literacy, Primary and Secondary Levels, by social groups, NSIS 2018.**



Source: Pradhan and Gurung 2020:27

Target 4.6: Proportion of population in a given age group achieving at least a fixed level of proficiency in functional literacy, including simple numeracy skills, by sex. Data are presented on the following indicators of the target:

#### 4.6a. Literacy rate of 15-24 years old, by gender (%)

In relation to the data on education, NSIS has calculated primary level students as those currently attending up to grade 5 (ages 6–10 years) and for secondary level as those currently attending grades 6–10 (ages 11–16 years). As already discussed, the GPI at primary and secondary level is getting close to the targeted levels of the government: at 0.98 and 1.02 respectively (Figure 5.12). The parity at secondary level is higher among many of the social groups where, for every 100 boys in school, there are more girls attending this level, and more Muslim girls are attending secondary level compared to Muslim boys (GPI 1.34).

The literacy rate is more encouraging among the younger generation of

**Table 5.8: SDG Indicators for Target 4.6 in SDG 4 – Literacy rate of 15–24 years old, by gender, NSIS 2018.**

Social Group	Literacy rate of 15-24 years old (NSIS 2018)		
	Both	Girls	Both
Hill Brahmin	100.0	100.0	100.0
Hill Chhetri	100.0	98.6	99.2
Madhesi Brahmin/Chhetri	98.9	98.3	98.5
Madhesi Other Caste	90.3	78.0	83.8
Hill Dalit	96.8	92.4	94.3
Madhesi Dalit	73.2	55.8	63.8
Newar	100.0	97.8	98.8
Mountain/Hill Janajati	98.2	97.2	97.6
Tarai Janajati	97.9	93.2	95.3
Muslim	86.3	78.8	82.3
Marwadi	99.1	98.3	98.7
<b>ALL NEPAL</b>	<b>95.0</b>	<b>90.8</b>	<b>92.6</b>

Source: Pradhan and Gurung 2020: 28

boys and girls in the 15–24 years age group, with an overall national average of 92.6 per cent, slightly exceeding the government target for 2019 (Table 5.8). Once again, the caste/ethnicity and gender disaggregated data show the groups that still need attention belong to the Madhesi Dalit (63.8%), Muslim (82.3%) and Madhesi Other Castes (83.8%), especially girls within these groups.

## **SDG 5: Achieve gender equality and empower all women and girls**

The targets under SDG 5 include: 5.1: End all forms of discrimination against all women and girls everywhere; 5.2: Eliminate all forms of violence, including trafficking and sexual and other types of exploitation, against all women and girls in the public and private spheres; 5.3: Eliminate all harmful practices, such as child, early and forced marriages and female genital mutilation; 5.4: Recognize and value unpaid care and domestic work through the provisions of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and family as nationally appropriate; 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life; and 5.6: Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of its review conferences. At present, we can only rely on the NSIS 2018 data to measure the periodic achievements in SDGs in this direction. The NSIS 2018 has generated data on seven different indicators (two of which are newly proposed) that are related to different SDG targets. They are presented in the following sections.

Target 5.1: Indicator: Whether or not legal frameworks and programme of actions are in place to promote, enforce and monitor equality and nondiscrimination on the basis of sex.

Out of five indicators and targets, only one indicator and target was possible to compute from the NSIS 2018 data, which is as follows:

### **5.1e. Wage equality for similar work (ratio of women's wage to that of men)**

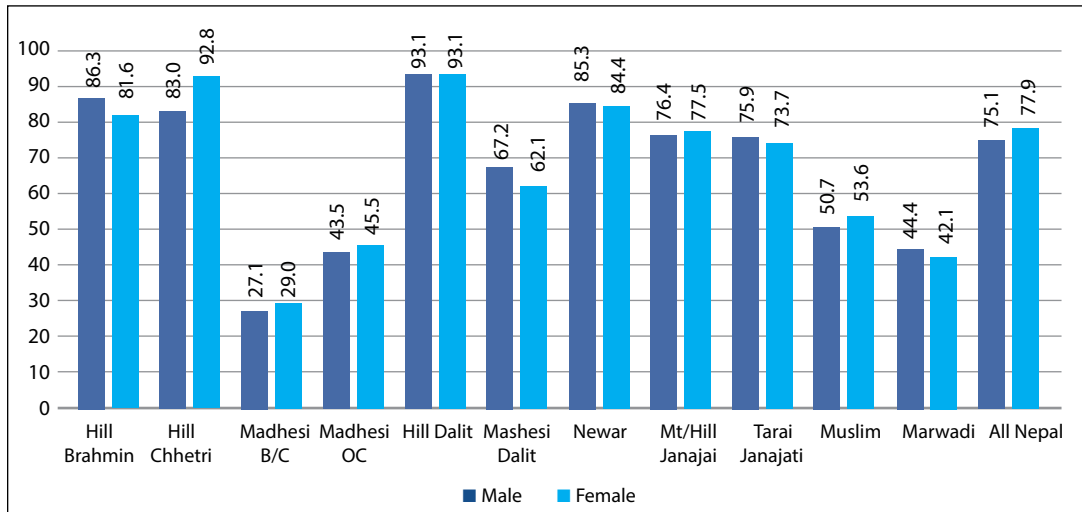
NSIS 2018 has calculated the percentage for respondents reporting wage differences by gender.

As presented in Figure 5.13, over two-thirds of men and women reported that there were wage differences between men and women for the same work. Interestingly, though among Madhesi Brahmin Chhetri and Other Castes as well as the Muslim and Marwadi groups, the percentages reporting such differences were much lower than for other social groups; yet, gender differences between all groups were consistently narrow, reflecting a situation of inequality between men and women, which was clearly being experienced and acknowledged by all (Pradhan and Gurung 2020:33-34).

Target 5.3: Indicators: elimination of child marriage, early marriage and forced marriage (female genital mutilation is not relevant for Nepal)

In relation to Target 5.3, NSIS 2018 has computed the proportion of women (a) married or in union between the ages of 15 and 19 as proposed by the government, and additionally calculated proportion of (b) women aged 20–24 years who were married or in union before the age of 15 years and (c) women aged 20–24 years before the age of 18 years.

**Figure 5.13: Percentage of men and women who reported that men get more wages than women in their community, by social groups, NSIS 2018**



Source: Pradhan and Gurung 2020:34

**According to the NSIS 2018, targets and indicators relating to 5.3 are as follows:**

**5.3a. Proportion of women aged 15–19 years who are married or in union;**

**5.3b. Proportion of women aged 20–24 years who were married or in union before age 15 [NSIS Proposed];**

**5.3c. Proportion of women aged 20–24 years who were married or in union before age 18 [NSIS Proposed].**

**Table 5.9: SDG Indicators for Target 5.3 in SDG 5 – age at marriage for women, NSIS 2018**

Social Group	5.3a Women aged 15-19 years who are married or in union (%)	5.3b Proportion of women aged 20-24 years who were married or in union before age 15	5.3c Proportion of women aged 20-24 years who were married or in union before age 18
Hill Brahmin	9.2	0.0	7.7
Hill Chhetri	9.9	0.1	13.7
Madhesi B/C	9.8	0.0	11.1
Madhesi OC	29.9	3.5	27.8
Hill Dalit	27.6	0.4	30.6
Madhesi Dalit	43.5	7.8	32.1
Newar	0.0	0.0	4.5
Mt/Hill Janajati	23.2	1.8	16.7
Tarai Janajati	14.3	0.2	12.8
Muslim	19.5	2.2	12.6
Marwadi	0.0	0.0	0.0
<b>ALL NEPAL</b>	<b>19.9</b>	<b>1.5</b>	<b>17.1</b>

**Source:** Pradhan and Gurung 2020:35

Child marriage or early marriage is an age-old practice for large sections of Nepali society. As seen in Table 5.9 (5.3a), more than 43 per cent of Madhesi Dalit women are married or are in union by the age of 15–19 years, whereas Newar and Marwadi women do not marry at this stage of life. Very small proportions of women or girls belonging to Hill Brahmin, Chhetri and Madhesi Brahmin/Chhetri (less than 10%) groups are married at this age range, which again shows that the more advanced and privileged the groups are, the rarer is the incidence of early marriage and the higher is the awareness of the negative consequences of such marriage. It is also likely that women or girls of these groups are either pursuing education or engaged in some productive work or gainful employment.

It is a well-known fact that the Hindu norm and practice of early marriage (before puberty), with some exceptions, overwhelms the marriage practices of all caste and ethnic groups. The negative impacts of early marriage and subsequent childbirth for young women on their social and economic outcomes are well-documented (Pradhan and Gurung 2020). The GoN has prohibited marriage before the age of 18 years for girls and, in 2018, raised it to 20 years through an amendment to the Civil Code of 1854. Though laws stipulates the age of marriage as 20 years, early marriage or marriage before 18 years of age is still common among most social groups (Table 5.9: 5.3c). The minimum age of marriage for girls is 18 years if it has parents' consent.

Among those who marry before the age of 15 years, Madhesi Dalits comprise the largest group, at 7.8 per cent, followed by Madhesi Other Caste women and Muslim women, at 3.5 and 2.2 per cent respectively (Table 5.9: 5.3b). Overall, a large percentage (over 17%) of women aged 20–24 years were married before they were 20 years (Table 5.9), with Madhesi Dalits, Hill Dalits and Madhesi Other Castes forming the highest proportions among all social groups. Such high rates of early marriage in Nepal place it in the third rank in South Asia, after Bangladesh and India (Pradhan and Gurung 2020:34).

Target 5.5: Indicator: women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.

### **5.5.1: Indicator: Representation of women in Federal Parliament by social groups**

The Constitution of Nepal 2015 enshrines provisions of inclusive representation of various social groups in the Federal Legislature (Article 84.2), ensuring women's representation one-third of the total members in the Federal Parliament (Article 84.8). Electoral laws and rules were formulated accordingly. Two types of electoral system have been adopted: First-Past--The Post (FPTP) system—the electoral system of declaring as winner those who get the largest number of votes cast in a geographical constituency (165 members from as many constituencies), popularly known as direct election and proportional representation system, also called closed list, considering the whole country as an electoral constituency, where voters vote for parties and parties select the number of candidates from among the candidates of the closed list in proportion of votes they received (110 members). The election was held in 2017. The political parties rich in resources in terms of state power exercise, access to state coffer, bureaucratic favour, traditional ruling elite approbation, and mainstream media acclamation became successful in adopting all possible measures legally such as defining electorally relevant groups and parties for ballot access, boundary delimitation of constituencies with positive gerrymandering favouring ruling elite candidates and negative gerrymandering for possible opposition candidates, legal threshold to be elected under proportional representation election, allocation of reserved seats and unquestionable apportionment rule (party nomination rule for eligible candidate for election), and so on to regain power and positions. Electoral results are the outcomes of such manipulative measures.

Electoral data for different social groups has been generated following the provisions of the electoral laws and rules: seven major groups for convenience of data presentation and discussion. They are Khas Arya for Hill Brahmin and Hill Chhetri, Madhesi instead of Madhesi Brahmin/Chhetri and Madhesi Other Castes, Hill Janajati, Tarai Janajati, Hill Dalit, Madhesi Dalit and Muslim. Women's representation, assumed as full and effective and equal opportunities to a considerable extent, has been ensured the reservation of 33 per cent in the Federal Parliament as envisioned by the present Constitution by the election of 2017. However, electoral results do not show the weakening of persistent Khas Arya male domination of politics (Table 5.10).

**Table 5.10. Members of House of Representatives of Federal Parliament by gender and social groups, 2017**

Social Group	Population on 2011 census	Number of representatives (per cent in parentheses)		
		Female (%)	Male (%)	Total (%)
Khas Arya (Hill Brahmin/Chhetri)	8,278,401 (31.2%)	29 (32.2%)	90 (48.6)	119 (43.3%)
Madhesi (Brahmin, Chhetri and other castes)	3,952,607 (15%)	14 (15%)	33 (17.8)	47 (17.1%)
Hill Dalit	2,151,626 (8.1%)	12 (13.3)	6 (3.2%)	18(6.5%)
Madhesi Dalit	1,453,322 (5.5%)	1 (1.1%)	0	1 (0.4%)
Hill Janajati (including Newar)	7,211,178 (27.2%)	22 (24.4%)	41 (22.2%)	63 (22.9%)
Tarai Janajati	2,276,464 (8.6%)	7 (7.8%)	11 (5.9%)	18 (6.5%)
Muslims	1,164,255 (4.4%)	5 (5.6%)	4 (2.2%)	9 (3.3%)
<b>Total (% in parentheses)</b>	<b>26,487,853 (100%)</b>	<b>90 (32.7%)</b>	<b>185 (67.3%)</b>	<b>275 (100%)</b>

**Source:** Election Commission of Nepal 2018, Volumes of Election Results

The representation of women, who make up 51.5 per cent of the population, under the FPTP electoral system was extremely low: only six women were elected as the major political parties nominated less than 5 per cent women candidates of the total candidates<sup>51</sup>, as party apportionment rules were unjust and biased against them and inclusive provisions for such electoral system was not mandatory. As Table 5.10 shows, Khas Arya was over-represented and Dalit was under-represented, with the worst case of Madhesi Dalit being almost non-represented, as in the earlier elections. Janajati is also under-represented but to a tolerable extent. The largest share of women's representation was captured by Khas Arya women (32.2%), followed by Hill Janajati women (24.4), and the representation of Madhesi Dalit women and Muslim women was still poor, not proportionate despite inclusive quota for women and one-third of the seats reserved for women in parliament. It should be noted that women representatives are party representatives and whether or not their increased representation can change the prevailing gender-biased rules of the game is yet to be seen (for further details, see SDG 10.2)

### 5.5.2. Representation of women in provincial assemblies

Women's representation is slightly better in provincial assemblies compared to the Federal House of Representatives (HoR) (Lower House of Parliament) (Table 5.11). Khas Arya is over-represented (43.1%) at the cost of all other groups, with the exception of the Madhesi group. Similar trend is seen among women's representation, with over-representation of Khas Arya women (34.4%) among women in provincial assemblies, and the representation of Madhesi Dalit women and Muslim women is poor, at 2.6 and 2 per cent respectively, among women legislators of the provinces. The presence of indigenous women in province legislatures, though disproportionate, is substantial. Hill Dalit women (10.3%) seem to have benefitted from inclusive provision. Such patterns of gender and caste/ethnic distribution in the provincial assemblies, similar to federal parliament, reveal that people's aspirations of restructuring of the state from a unitary, centralized

<sup>51</sup> See Mahato et al. 2019: 54-82 in Deepak Thapa (ed), 2019. The Politics of Change: Reflections on Contemporary Nepal.



and casteist state to a federal, fully democratic, multicultural and egalitarian state has not been realized; rather, the traditional, conservative and regressive power structures have been fortified in the changed political context and through the creation of new political institutions. Despite increased presence of women in provincial assemblies, resolution of gender issues and oppression and discrimination against women seems so far to be a far cry as the party grip on them is still overwhelming (for further details, see SDG 10.2).

**Table 5.11: Gender and caste/ethnic distribution of members of Provincial Assemblies, 2017**

0	Proportion of total population of 2011 census (%)	Number of representatives		
		Female	Male	Total
Khas Arya (Hill Brahmin/ Chhetri)	31.2	67	170	237
Madhesi (Brahmin, Chhetri and other castes)	15.0	27	65	92
Hill Dalit	8.1	20	6	26
Madhesi Dalit	5.5	5	1	6
Hill Janajati (including Newar)	27.2	60	82	142
Tarai Janajati	8.6	12	20	32
Muslims	4.4	4	11	15
<b>Total</b>	<b>100.0</b>	<b>195</b>	<b>355</b>	<b>550</b>
<b>Percent</b>	-	<b>35.5</b>	<b>64.5</b>	<b>100</b>

Source: Election Commission of Nepal, 2018 (Election Results)

### 5.5.3. Representation of women in local-level elected bodies (Go to Target 10.2)

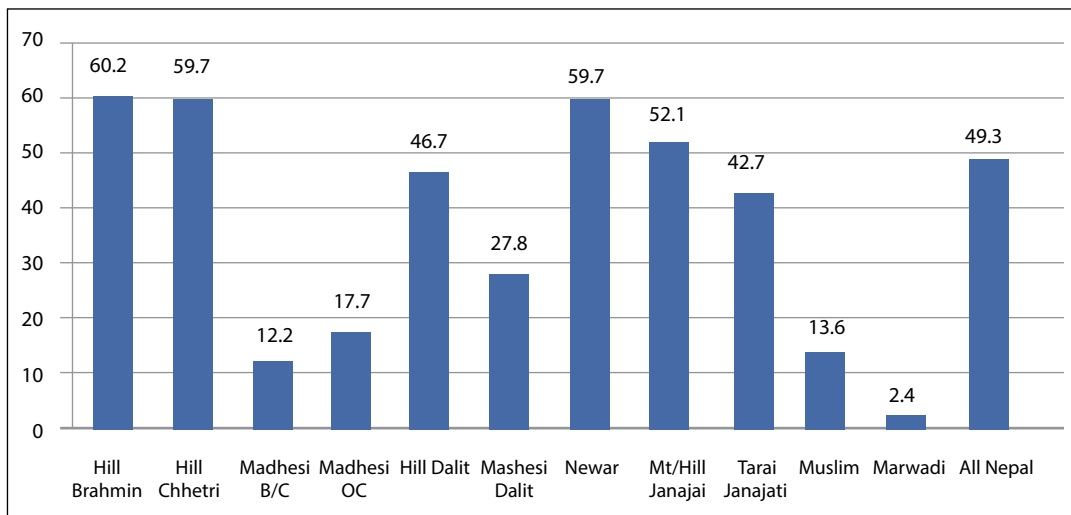
### 5.5.4. Participation of women in Civil Service (Go to Target 10.2.1)

### 5.5.5. Participation of women's in cooperative sector (%)

### 5.5.6. Women's ownership of property

Women's economic empowerment at par with men is one of the areas of SDGs, and Target 5.5 encompasses several associated sub-targets and indicators to be achieved in this regard.

One of the indicators of this target is women's participation in the cooperative sector, which signifies their access to economic resources and decision-making. Data from the NSIS 2018 shows that, overall, 49.3 per cent of women participate in the cooperative sector, which is very close to the government target for 2019 (Figure 5.14). Yet, once again, there are wide variations by caste/ethnicity in such participation. Among all social groups, Brahmin women (60.2%), followed by Chhetri (59.7%) and Newar women (59.7%), have effective participation in cooperative organizations and activities, while women from Madhesi (17.7%) and Muslim (13.6%) groups have low participation, even below Madhesi Dalit (27.8%). Women from the Marwadi community, which is mainly engaged in trade, commerce and industries, have the lowest participation in the cooperative

**Figure 5.14: Percent of women who have participated in the cooperative sector, by social groups, NSIS 2018**

sector, followed by Madhesi BC, Muslims and Madhesi other castes. Tarai Janajati women's participation in this sector (42.7%) is slightly lower than that of Hill Dalit women (46.7%), whose participation seems to be encouraging (Pradhan and Gurung 2020:33-36).

The GoN has undertaken some policy and legal reforms to enhance women's access to economic resources and assets. One of the measures for securing ownership and control over land for women is introducing concessions in fees for women on registration of land or house ownership in

their name. The introduction of this policy has led to a slight increase in registration of land in the name of women, but it is not clear if this has in reality led to an increase in control over economic resources by women. One of the indicators that the SDG is tracking is women's ownership of property, land and house collectively. The NSIS 2018 collected information on women's ownership of house and land separately (Table 5.12) (Pradhan and Gurung 2020:35-36). These figures are far

**Table 5.12: SDG Indicators for Target 5.5.6 in SDG 5 – women's ownership of property, by social groups, NSIS 2018.**

Social Group	5.a: Women's ownership of property (house)	5.a: Women's ownership of property (land)
Hill Brahmin	10.6	25.0
Hill Chhetri	11.2	23.2
Madhesi B/C	5.9	32.6
Madhesi OC	3.9	20.2
Hill Dalit	3.0	12.4
Madhesi Dalit	4.6	24.8
Newar	8.5	19.9
Mt/Hill Janajati	6.5	19.4
Tarai Janajati	4.0	21.6
Muslim	9.1	30.5
Marwadi	8.6	24.5
<b>ALL NEPAL</b>	<b>7.3</b>	<b>21.4</b>

lower than the baseline and the target for 2019. Ownership of house and property of Janajati women has increased to a considerable extent, though not at par with Hill Brahmin and Chhetri women. Hill Dalit women are the most deprived in terms of ownership of house and land, an indication that own house and land for them is still a distant dream.

## **SDG 6: Ensure availability and sustainable management of water and sanitation for all**

SDG 6 is related to universal availability of water and sanitation. Targets under SDG 6 include six major indicators: 6.1: by 2030, achieve universal and equitable access to safe and affordable drinking water for all; 6.2: by 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations; 6.3: improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated waste water and increasing recycling and safe reuse; 6.4: by 2030, substantially increase water use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity; 6.5: by 2030, implement integrated water resources management at all levels, including through trans-boundary cooperation as appropriate; and 6.6: by 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers, and lakes.

Due to lack of data, it has not been possible to deal with all indicators of SDG 6 targets fully. The NSIS 2018 has tracked a few indicators related to Target 6.1 and 6.2, which focus on access to drinking water and sanitation facilities of households.

### **Target 6.1: Indicator: Proportion of population using safe and affordable drinking water**

The government agency concerned has defined piped water supply as safe drinking water, though the piped water supplied is rarely treated and the quality of such water is not regularly checked. So, access to piped water has been taken as an indicator of access to safe and affordable drinking water.

#### **6.1.1. Household with access to piped water supply**

Water is increasingly being supplied through pipes in urban centres and densely populated rural areas. However, only half of the population have access to such piped water supply, assumed to be safe for drinking (Table 5.13). The highest proportion of Newar households (73.5%), followed by Hill Brahmin households (69.5%), have access to piped water. Interestingly, Hill Dalit households (69.2%) have better access to piped water than Hill Janajati (65.7%) and Hill Chhetri households (65.5%). In the access to piped water, however, huge variations exist between different social groups (Table 5.13). The population based in the low-lying plains—the Madhes or Tarai—have the lowest access to piped water, and this is probably due to the fact that, in this region, the dug well has been the most common source of water for every household for centuries, and these days, most households also own tube wells (Pradhan and Gurung 2020: 40-41).

**Table 5.13: Target 6.1.1 – percentage of households with access to piped water, by social groups, NSIS 2018**

Social Groups	6.1.1: Household with access to piped water supply (%)
Hill Brahmin	69.5
Hill Chhetri	65.5
Madhesi B/C	13.6
Madhesi OC	6.8
Hill Dalit	69.2
Madhesi Dalit	2.0
Newar	73.5
Mt/Hill Janajati	65.7
Tarai Janajati	1.4
Muslim	9.0
Marwadi	43.5
<b>ALL NEPAL</b>	<b>50.2</b>

Source: Pradhan and Gurung 2020:41

**Table 5.14: Percentage of households using latrines by social groups, NSIS 2018**

Social Groups	6.2.2: Proportion of households using latrine
Hill Brahmin	100.0
Hill Chhetri	99.6
Madhesi B/C	98.8
Madhesi OC	86.2
Hill Dalit	98.8
Madhesi Dalit	73.7
Newar	100.0
Mt/Hill Janajati	98.5
Tarai Janajati	92.6
Muslim	91.5
Marwadi	100.0
<b>ALL NEPAL</b>	<b>96.0</b>

Source: SOSIN 2020: SDGs Achieve

Target 6.2.1: Indicator: Proportion of population using safely managed sanitation services, including a hand-washing facility with soap and water.

Target 6.2.2. Proportion of population using latrine (%)

Proportion of households using latrines has been discussed in this section as basic part of managed sanitation.

The NSIS 2018 data shows that the proportion of households using latrines has increased significantly among different social groups (Table 5.14). As a result, the number of latrine-using households has increased substantially in recent years in the whole country (96%).

Hundred per cent of the households of Hill Brahmin, Newar and Marwadi groups have latrines for household use. Among social groups, only 73.7 per cent of Madhesi Dalit households have latrines in their houses. These figures far exceed the government targets for 2019. Such achievements can be attributed to the ongoing campaigns across the country for the last few years to build and use toilet facilities for each household for building open defecation-free communities.

## **SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all**

The SDG 7 targets comprised achieving: (7.1) universal access to affordable, reliable and modern energy services, (7.2) increasing substantially the share of renewable energy in the global energy mix, and (7.3) doubling the global rate of improvement in energy efficiency.

Data disaggregated by caste/ethnicity and gender are not available from any source.

The NSIS 2018 has revealed that it has tracked indicators related to household use of kinds of energy for cooking as well as access to electricity and identified three indicators related to Target 7.1. The NSIS 2018 has produced relevant data on the following indicators (Pradhan and Gurung 2020):

Indicator 7.1.1 Proportion of population with access to electricity

Indicator 7.1.2 Proportion of population with primary reliance on clean fuels and technology

7.1.2a Households using solid fuel as primary source of energy for cooking (%)

7.1.2b People using liquid petroleum gas (LPG) for cooking and heating (%)

**Table 5.15: SDG Indicators for Target 7.1 in SDG 7 – percentage of households with access to electricity and use of different sources of energy for cooking, NSIS 2018**

Social Groups	7.1.1 Proportion of households with access to electricity	7.1.2a Households using solid fuel as primary source of energy for cooking (%)	7.1.2b Households using liquid petroleum gas (LPG) for cooking and heating (%)
Hill Brahmin	100.0	15.0	84.5
Hill Chhetri	69.4	70.2	29.2
Madhesi Brahmin/Chhetri	98.7	30.5	68.4
Madhesi Other Caste	94.8	74.2	24.9
Hill Dalit	68.5	79.0	20.6
Madhesi Dalit	81.3	90.6	8.0
Newar	90.0	33.0	67.0
Mountain/Hill Janajati	87.4	64.1	34.6
Tarai Janajati	97.5	72.6	27.3
Muslim	95.0	50.0	48.0
Marwadi	99.5	0.0	97.5
<b>ALL NEPAL</b>	<b>85.9</b>	<b>59.8</b>	<b>39.4</b>

**Source:** Pradhan and Gurung 2020:43

Despite progress in the coverage and quality of access to electricity, firewood remains the most widely used cooking fuel, with its continuing effects on the health of women and children in particular as well as contribution to pollution (WB, 2017, cited in SOSIN 2020). According to the same report, almost 73.5 per cent of Nepalese households cook on firewood, animal waste, crop residue or plant biomass, while fewer than 2 out of 10 households (17.5%) have access to modern cooking services. The same report also says that 95 out of 100 households have access to electricity<sup>52</sup>. Table 3.15 shows that a very small proportion of Hill Brahmin households (15%) depend on solid fuels (firewood), which is an exceptional progress compared to all other social groups. The NSIS 2018 data reveals that, almost 86

52 <https://thehimalayantimes.com/business/clean-cooking-still-a-challenge-in-nepal-world-bank-report/> (Downloaded on 28th Nov 2019).

per cent of households have access to electricity, almost 60 per cent use solid fuel (mostly firewood) as source of energy, and less than 40 per cent use LPG for cooking and heating (Table 5.15). The use of LPG, considered a clean fuel, is less among those groups living in the hills and mountains where road access is difficult, which, in turn, affects access to LPG (which come in cylinders), as well as among the Madhesi Dalits and Madhesi Other Castes, most of whom are too poor to afford LPG. Among indigenous peoples, more than 91 per cent of the households of Sunuwar, Munda/Muduyari, Gangain, Thami, Tajpuriya, Lepcha/Lapcha, Hayu, Koche, Santhal, Raji, and Jhangad are still dependent on solid fuel (firewoods, dungcakes, etc); only five groups of Madhesi Dalit and two Madhesi other castes (Bing/Binda and Nunuya) are in such situation (Pradhan and Gurung 2020: 43).

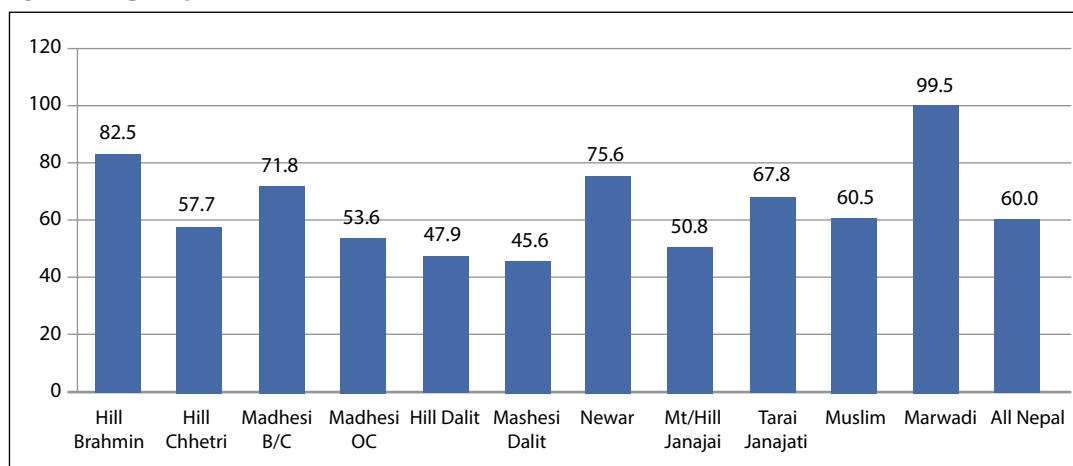
## SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

Among the numerous targets under SDG 8, which focuses on sustained and inclusive growth, economic productivity through full and productive employment and decent work for all, elimination of the worst forms of child labour, and expanding financial services for all, the NSIS 2018 has tracked only one indicator.

Target 8.3 Indicator 8.3.1. Proportion of informal employment in non-agricultural employment (already discussed in Target 1.3 of SDG 1)

8.3.2. Proportion of households having access to financial services/cooperatives (banks, cooperatives, etc within 30 minutes of walking)

**Figure 5.15: Households with access to financial services within 30 minutes walk, by social groups, NSIS 2018.**



Development of physical infrastructure like roads for transportation is crucial for the availability of financial services to promote economic growth. Access to financial services is a decisive factor in promoting investment in productive activities due to better access to financial resources. Figure 5.15 presents the distribution of access of major social groups to financial services, including

banks, cooperatives, etc within 30 minutes of walking. While cooperatives have a wider spread in both urban and rural areas, there are very few branches of banks in relatively difficult to reach hill and mountain areas, which is likely to be one of the reasons for the variations along geographical regions in the NSIS 2018 data (Pradhan and Gurung 2020:45).

## SDG 10: Reduce inequality within and among countries

SDG 10 is related to inequality reduction within and among countries. Goal 10 includes targets of progressively (10.1) achieving and sustaining income growth of the bottom 40 per cent of the population at a rate higher than the national average; (10.2) empowering and promoting the social, economic and political inclusion of all; (10.3) ensuring equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting legislation, policies and actions in this regard; (10.4) adopting policies, especially fiscal, wage and social protection policies, and progressively achieving greater equality, apart from the three targets relating to international relation, regulation and action. The NSIS 2018 has contributed data for one of the indicators and also proposed an additional indicator, both of which focus on discrimination prohibited by national and international human rights laws (see SDG Targets and Indicators for Nepal 2016–2030 on NPC Report 2015).

Target 10.2: Political inclusion of all<sup>53</sup>

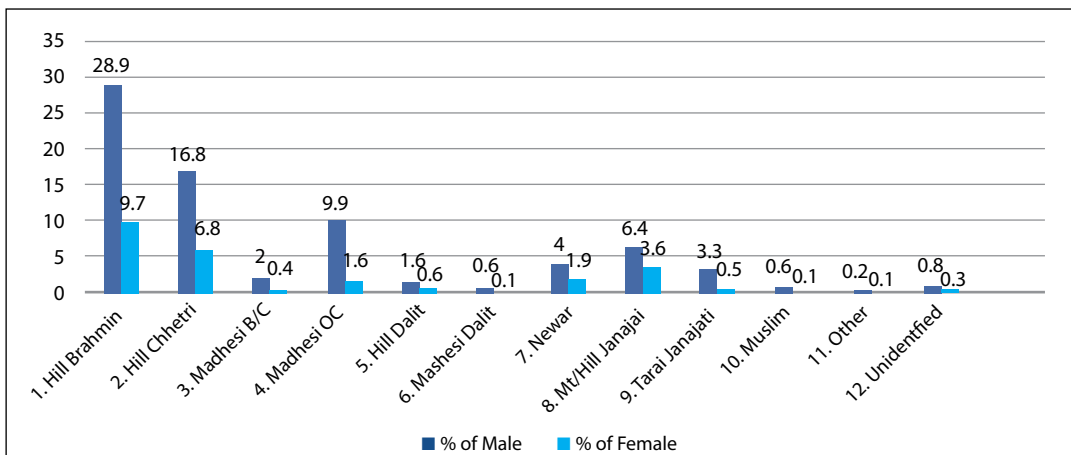
Target 10.2.1. Gender and caste/ethnic inclusion in the Civil Service

Political exclusion has become one of the highly contested areas for the last three decades. In the political area, bureaucracy is the hotspot of contestations. Several attempts have been made to make bureaucracy inclusive and just. Civil service is the crucial organization of bureaucracy, leaving aside other organizations such as Nepal Army, Nepal Police, Armed Police Force, and so on.

The Department of Civil Personnel Records (DoCPR) of the Ministry of General Administration maintains and preserves an archive of the civil service. Civil service employees are broadly grouped into two categories: gazetted (officer/executive level) and non-gazetted (below officer level/clerical level) staff. Gazetted staff are further classified as special, first class, second class, and third class officers. Similarly, non-gazetted employees are classified as first class, second class, third class, and fourth class. According to the DoCPR, in 1919, there are 87,608 government employees in Nepal's civil service, of whom 25.09 per cent are women. This is a significant improvement from the time of the Civil Service Act's second amendment in 2008, when women made up only 7 or 8 per cent of the civil service, and from 2014, when they made up 15.3 per cent (Bajracharya and Grace 2014). When data are disaggregated by caste and ethnicity, it appears that more than 61 per cent of the civil servants come from the Hill Brahmin and Chhetri groups (Figure 5.16). Madhesi Dalits and Muslims each make up less than 1 per cent of the total civil servants. The participation of Janajati, of both Hill and Tarai, is still negligible (Pokharel and Pradhan 2020:15).

<sup>53</sup> The figures and major discussions/interpretations in this section (Target 10.2) are borrowed mainly from Pokharel and Pradhan 2020.

**Figure 5.16: All civil service employees by caste/ethnicity and gender (in percentage)**



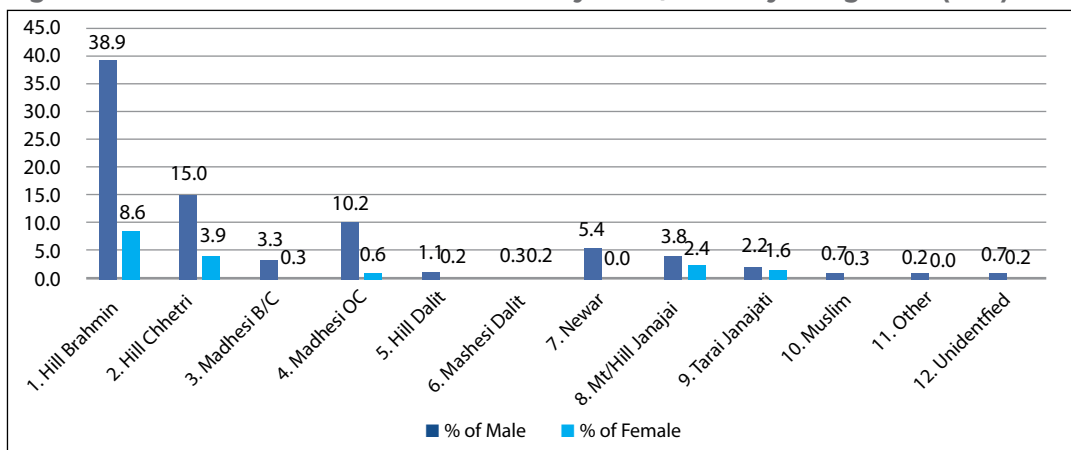
Source: Department of Civil Personnel Records, 2019.

N.B.: Other category includes Bengali, Sikh and Marwadi groups, but here only Marwadi. Total 87,608 employees in civil service in 2019.

### Gazetted Staff by Gender and Caste/Ethnicity

There are 24,399 gazetted staff, ie employees of executive and managerial positions, in the civil service. Women make up only 18 per cent of the gazetted staff, despite constituting roughly half of the country's population. Likewise, 48 per cent of the gazetted staff are Hill Brahmin, despite the fact that this group constitutes only 12.2 per cent of the population. Reservation policies have helped marginalized groups gain positions as gazetted officers, but their numbers are still small (Figure 5.17) (Pokharel and Pradhan 2020:16). Newar's presence in gazetted officer level is gradually decreasing. The progress of Janajatis at this level is not encouraging, and the presence of Dalits and Muslims at the level of gazetted officers is insignificant.

**Figure 5.17: Gazetted officers in civil service by caste/ethnicity and gender (in %)**



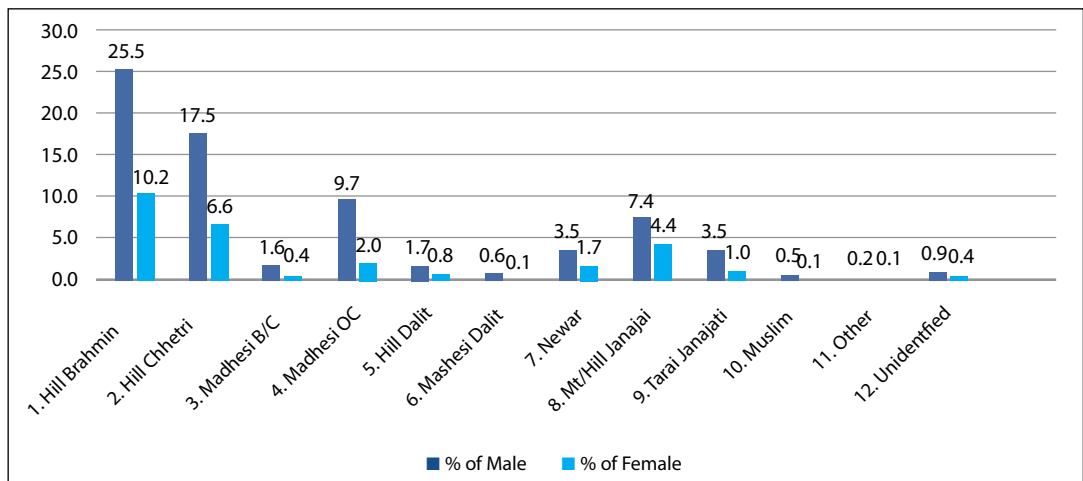
Source: Department of Civil Personnel Records, 2019.



N.B.: Other category includes Bengali, Sikh and Marwadi groups.  
Total 87,608 employees in civil service in 2019.

Non-gazetted staff constituted almost 65 per cent of the civil service in 2019, when a total of 63,209 employees fell under this category. Of this total, nearly 28 per cent are women. As with gazetted staff, the Hill Brahmin, Hill Chhetri and Madhesi Brahmin/Chhetri groups are over-represented in comparison to their shares in the population (Figure 5.18). Likewise, Hill Janajatis, Tarai Janajatis, Madhesi Other Castes, Hill Dalits, and Madhesi Dalits are under-represented compared to their proportions in the population. For example, the representation of Tarai Janajatis among non-gazetted staff is less than half of their share in the population (Pokharel and Pradhan 2020:17).

**Figure 5.18: Non-Gazetted officers in the civil service by caste/ethnicity and gender (in percentage)**



Source: Department of Civil Personnel Records, 2019

Public Service Commission data show that the number of applications received for civil service vacancies increased between 2018 and 2019. However, relatively few applicants are from the marginalized groups that are eligible for quota. Instead, most applicants come from castes, indigenous peoples/nationalities and economic classes that are relatively well-off. Over the past ten years, most of the applications were submitted by applicants from the Hill Brahmin and Chhetri groups, followed by Magar, Tharu, Yadav, Newar, Rai, Tamang, and Gurung groups. Applicants from Kami, Koiri, Madhesi Brahmin, Damai/Doli, Sarki, Kayastha, and Dhanuk groups were also seen. However, some groups such as Kurmi, Sudi, Chamar, Harijan, Ram, Sherpa, and Thakali had very few applicants (Pokharel and Pradhan 2020:17).

Target 10.2.2: Gender and Caste/Ethnic Representation in Local, Provincial and National Elected Bodies

This section examines the representation of various social groups in elected bodies under the new constitutional and legal provisions.

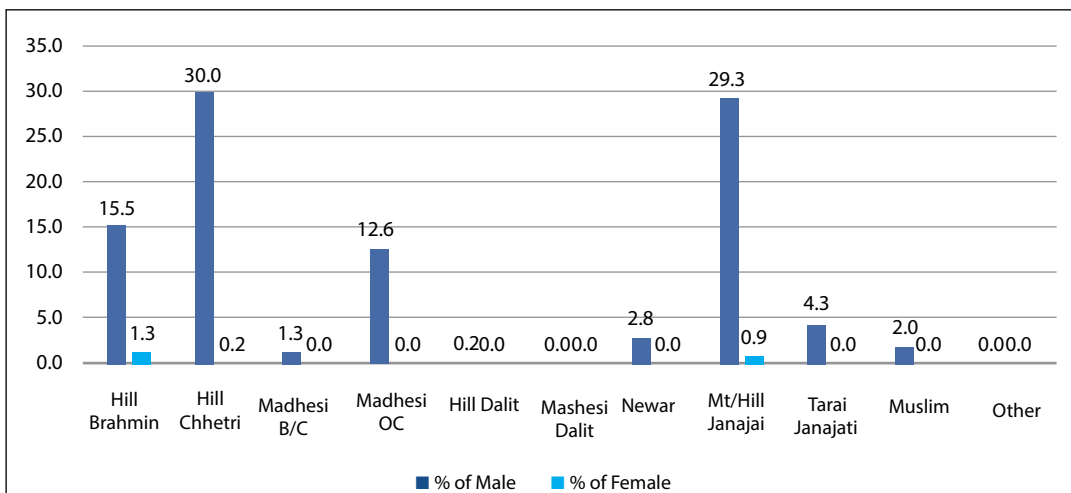
## Gender and Caste/Ethnic Representation in Local Elected Bodies

According to the Constitution and relevant laws, political parties must field at least one female candidate for either the mayor/chairperson position or the deputy mayor/vice chairperson position in each municipality/rural municipality where they contest elections to make local-level bodies inclusive. Similarly, two of the four ward committee member seats are reserved for women, one of whom must be from the Dalit community. Despite these provisions, clear gender disparities in key leadership positions are apparent in the results of the 2017 local elections (Pokharel and Pradhan 2020:18).

### Chairpersons (in Rural Municipalities) and Mayors (in Municipalities)

In 2017, most political parties fielded male candidates for the mayor/chairperson position, while relegating female candidates to the deputy mayor/vice chairperson contests. By doing so, they were following the letter of the law and Constitution but not its spirit. As a result, of the total 753 chairpersons and mayors elected in 2017, only 18 are female (2.39%) (Figures 5.19 and 5.20). Male domination of powerful positions has been legitimized through party apportionment rules, unchallengeable party authority to select and nominate candidates in electoral constituencies, a form of mobilization of institutional bias, and women included for electoral contest had to accept subordinate positions or secondary or adverse inclusion. Most rural municipality chairpersons come from the Hill Chhetri (30.2%) and Mt/Hill Janajati (29.5%) groups, followed by Hill Brahmin (16.3%), Madhesi Other Castes (12.6%), Tarai Janajati (4.3%), and Newar (2.8%) groups. Only 0.2% come from the Hill Dalit group. Not a single Madhesi Dalit was elected as a rural municipality chairperson. Similarly, in urban areas, most mayors come from the Hill Chhetri (26.26%) group, followed by Hill Brahmin (23.55%), Madhesi Other Castes (18.77%), and Mt/Hill Janajati (11.60%) groups. Only 1 per cent of the mayors are Hill Dalit and only 0.7 per cent are Madhesi Dalit. These figures clearly indicate lack of representation of women and other social groups in the highest ranks of local government (Pokharel and Pradhan 2020:17).

**Figure 5.19: Chairpersons of Rural Municipalities by Caste/Ethnicity and Gender, 2017 (in percentage)**

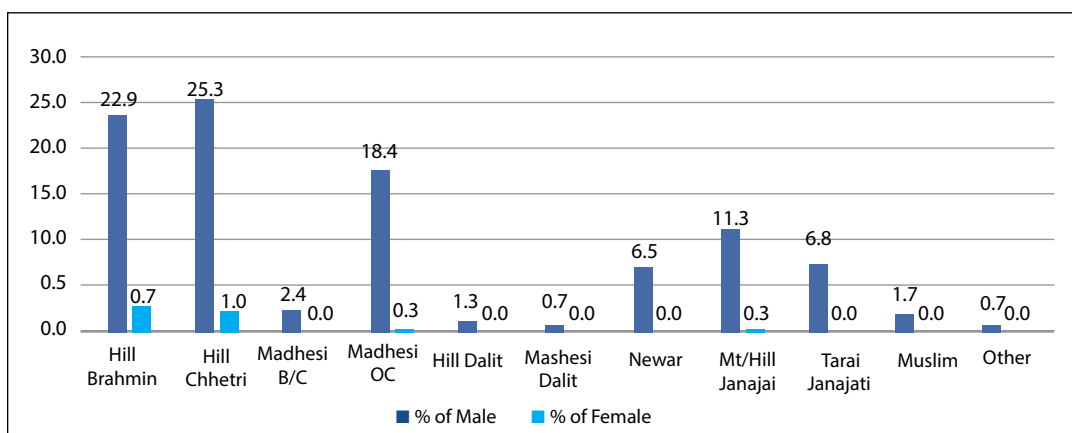


Source: Election Commission: Election Results, 2017

## Vice-Chairperson/Deputy Mayor of Rural Municipalities/Municipalities

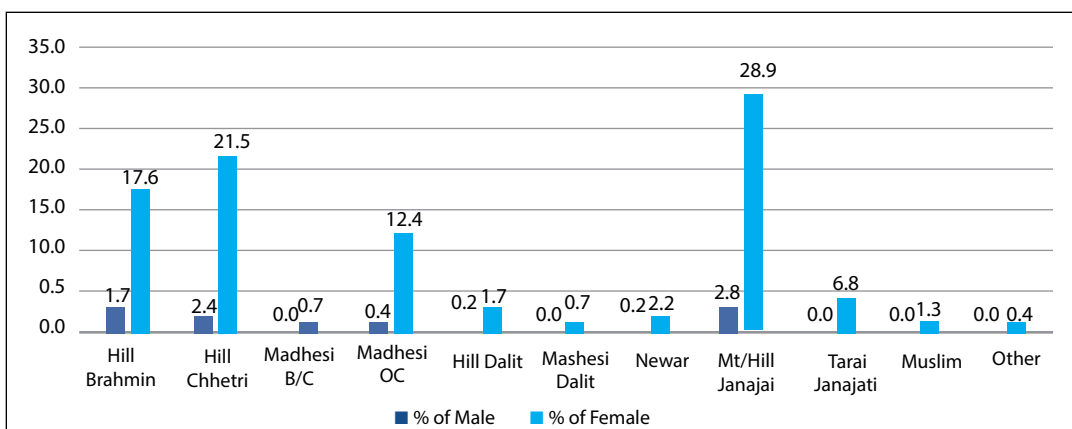
Because parties chose to field male candidates as mayors and chairpersons, they were required to field female candidates as deputy mayors and vice chairpersons of rural municipalities (Figures 5.20, 5.21, and 5.22). As a result, more than 92 per cent of the vice chairpersons are women. The most well-represented caste/ethnic group among vice chairpersons is Mt/Hill Janajati (31.7%), followed by Hill Chhetri (23.9%), Hill Brahmin (19.3%), and Madhesi Other Caste (12.8%). Only three Madhesi Dalit women were elected as vice chairperson (0.3%). Similarly, more than 94 per cent of deputy mayors—the second most senior position in municipalities or urban areas—are women, enjoying secondary inclusion. The most well-represented caste/ethnicity among deputy mayors is Hill Brahmin (30.72%), followed by Hill Chhetri (19.11%), Madhesi Other Castes (12.97%), and Tarai Janajati (7.85%). Only six Hill Dalit women and two Madhesi Dalit women were elected as deputy mayors (Pokharel and Pradhan 2020:18).

Figure 5.20: Municipality Mayors by Caste/Ehnicity and Gender, 2017 (in percentage)



Source: Election Commission: Election Results, 2017

Figure 5.21: Municipality Vice-Chairpersons by Caste/Ehnicity and Gender, 2017 (in percentage)

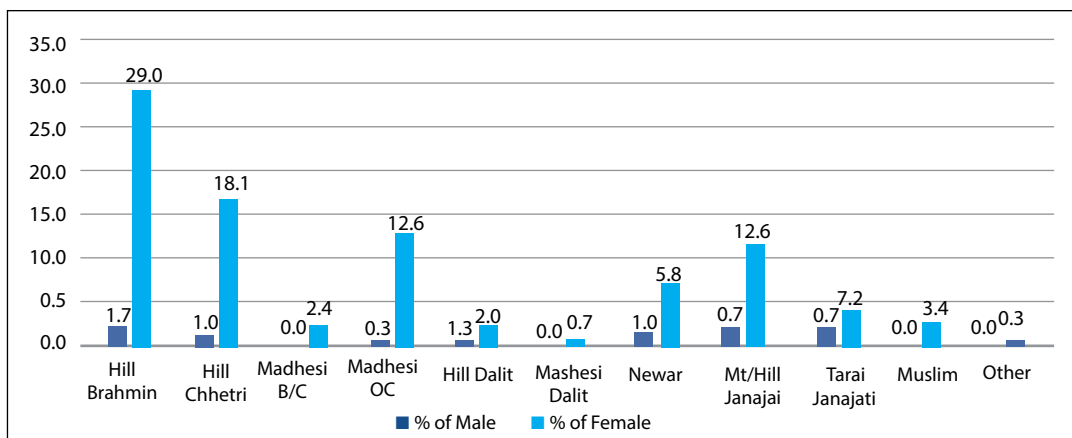


Source: Election Commission: Election Results, 2017

## Ward Chairpersons

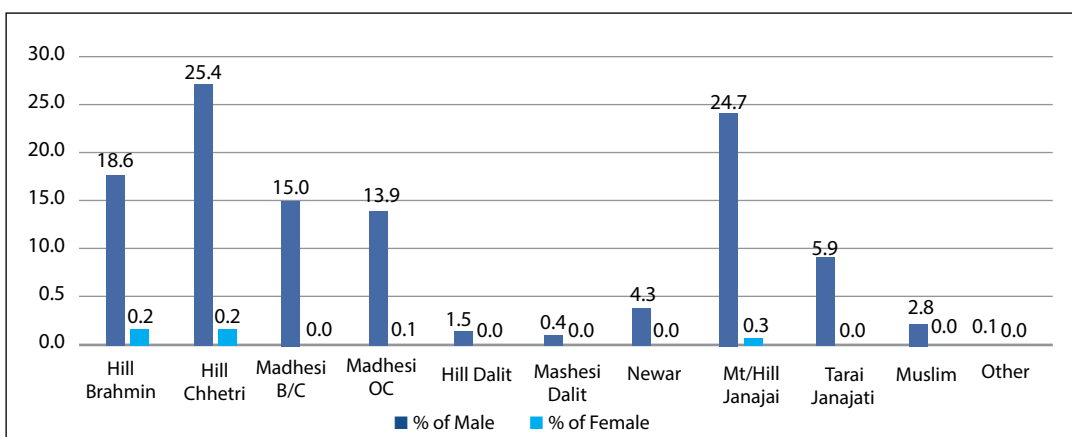
After the chairperson/mayor and vice chairperson/deputy mayor, the ward chairperson is the next most senior executive position in local government. This position plays a decisive role in project planning, selection and implementation and in running day-to-day affairs of the ward level of local governments and also chairing village assembly meetings. Unlike the chairperson/mayor and vice chairperson/deputy mayor positions, the ward chairperson position can be contested by candidates of any gender or caste/ethnicity. In the total 6,742 wards across the country, less than 1 per cent (0.90%) of ward chairpersons are women (Figure 5.23). Among castes/ethnicities, the most well-represented is Hill Chhetri (25.59%), followed by Mt/Hill Janajati (24.99%), Hill Brahmin (18.82%), and Madhesi Other Castes (13.96%). Hill Dalit and Madhesi Dalit representation was far lower than their population proportion and the number of wards of their high population concentration (see Social Inclusion Atlas of Nepal: Ethnic and Caste Groups, Vol. 1, 2014).

**Figure 5.22: Municipality Deputy Mayors by Caste/Ethnicity and Gender, 2017 (in percentage)**



Source: Election Commission: Election Results, 2017

**Figure 5.23: Ward Chairpersons by Caste/Ethnicity and Gender, 2017 (in percentage)**



Source: Election Commission: Election Results, 2017

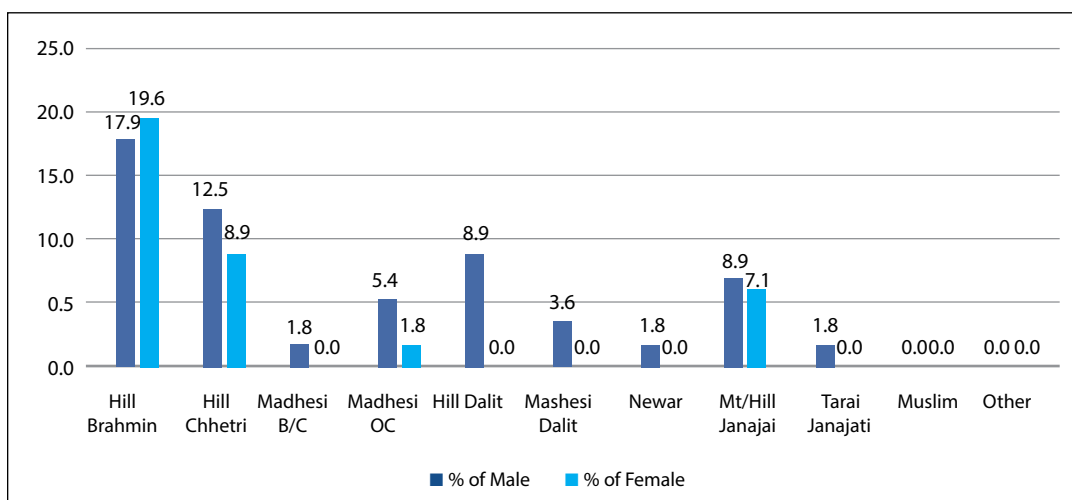
### 10.2.4: Gender and Caste/Ethnic Representation in Federal Parliament<sup>54</sup>

At the federal level, Parliament is made up of the House of Representatives (HoR) and the National Assembly (NA). The HoR consists of 275 members, of whom, 165 are directly elected in the FPTP electoral system and 110 are elected through the proportional representation system. The NA is composed of 59 indirectly elected members from electoral college. In total there are 334 Members of Parliament or MPs.

#### National Assembly

NA members serve for six years. Of the total 59 members, 56 are elected by the HoR, State Assemblies, mayors, deputy mayors, rural municipality chairpersons and vice chairpersons, while three are nominated by the President. The present composition of the NA is 62.5 per cent men and 37.5 per cent women (Figure 5.24). Overall, 37.5 per cent come from the Hill Brahmin group, followed by Hill Chhetri (21.43%), Mt/Hill Janajati (16.07%), and Hill Dalit (5.93%). Two members come from the Madhesi Dalit community (3.4%). There is no representation of the Muslim community in the NA. Such features of representation in the NA reflect the outcomes of boundary delimitation of the provinces and their population composition, on the one hand, and apportionment rules of the major political parties, on the other.

**Figure 5.24: Rastriya Sabha members by Caste/Ethnicity and Gender (in percentage)**



**Source:** Election Commission: Election Results, 2017

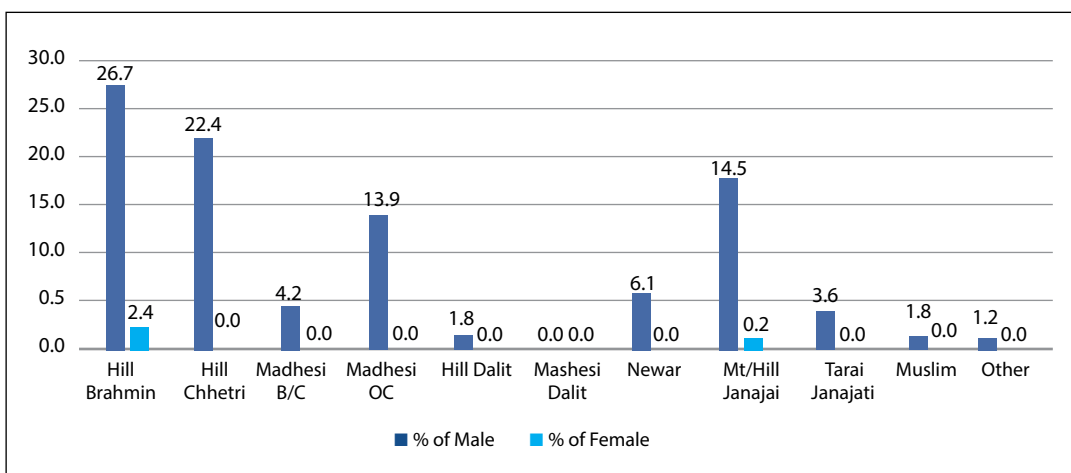
**Note:** Members nominated by the President are not included in the figure.

<sup>54</sup> This sub-section is taken and partly adapted from Pokharel and Pradhan, 2020:22-24.

## Members of House of Representatives under First-Past-The-Post Electoral System

Members of the HoR elected under the FPTP electoral system, popularly known as directly elected members, are seen as the most influential MPs because they earned their seats by contesting direct elections as individual candidates of one political party or another. Of the 165 directly elected members of the HoR, only six (3.64%) are women (Figure 5.25), which signifies that they are highly underrepresented. The most well-represented caste/ethnicity is Hill Brahmin (29.09%), followed by Hill Chhetri (22.42%), Mt/Hill Janajati (15.76%), and Madhesi Other Caste (13.94%) groups. No Madhesi Dalits were elected in the FPTP system, demonstrating extreme case of inequality in power.

**Figure 5.25: Members of the House of Representatives elected directly (under FPTP electoral system) by Caste/Ethnicity and Gender (in percentage)**



Source: Election Commission: Election Results, 2017

## Members of HoR selected through the Proportional Representation System

MPs who won their seats through proportional representation are widely seen as less influential than the directly-elected (elected under majoritarian/FPTP electoral system) members because, in effect, they owe their seats to their party's leadership (Pokharel and Pradhan 2020:24). In total, 76.36 per cent of the proportional representation seats (110) are held by women (Figure 5.26). This number may seem high, but it is because of the legal

provision that requires political parties to fulfil the constitutional stipulation that 33 per cent of the HoR consist of women (the combined number of women is 90 under directly elected, ie elected under the FPTP electoral system and proportional electoral system). The most well-represented caste/ethnic group among the proportional seats is Hill Brahmin (20%), followed by Mt/Hill Janajati (17.27%), Hill Chhetri (14.55%), Hill Dalit (11.82%), and Madhesi Other Caste (10.91%) groups. Only one representative comes from the Madhesi Dalit group, who comprise 5.5 per cent of the total population of the country.

## Gender and Caste/Ethnic Representation in Provincial Assemblies (Go to Target 5.5.2)

Target 10.3: Indicator 10.3.1: Proportion of population reporting having personally felt discriminated against or harassed in the previous 12 months on the basis of a ground of discrimination prohibited under international human rights law

10.3.1a A composite index of discrimination. [NSIS 2018: Percentage of respondents reporting-discriminatory treatment in general, in government offices and while accessing services there; no cooperation by neighbours or friends, and discrimination against eating together]

10.3.1b A composite index of denial of entry/participation. [NSIS 2018 Additional indicator Proposed: percentage of respondents reporting discrimination in access to/participating in local markets, water source, milk/dairy farms, school, *hom/yagya* (religious ritual), public assembly, public places, tea shops and hotels, own religious place]

The elimination of discriminatory laws, policies and practices in Nepal is still challenging, almost unrealizable. The NSIS has generated some relevant data to track progress in combating all forms of discrimination, prejudices and inhuman treatment prevalent in Nepali society. It has collected data on the experiences of discrimination faced by the respondents in different situations such as in the community; while eating together; and while visiting government offices and getting services there (Pradhan and Gurung 2020). The disaggregation of these different instances of experience of discrimination and a composite of all these experiences are presented in Tables 5.16 (dimensions of discrimination) and 5.17 (denial of participation). While the overall results show that only 7.1 per cent of the population have experienced discrimination in a composite of all five spheres, the variation across caste and ethnicity is very high: severe discrimination against the historically and traditionally marginalized and excluded groups. In each of these instances, the Hill Dalits and Madhesi Dalits have consistently reported much higher levels of discrimination, followed by Muslims (Table 5.16). The disaggregation of these different instances of experience of discrimination and a composite of all these experiences are presented in Tables 5.16 and 5.17 (ibid).

**Table 5.16: SDG Indicators for Target 10.3 in SDG 10 – Proportion of population reporting having personally felt discriminated against, by social groups, NSIS 2018**

Social Groups	How are you treated in the village by other people of the community? (Bad)	Have you ever lost out by not getting cooperation from a neighbour or friend...? (Yes)	Do people of your community sit together with you while eating if invited...? (Not allowed to sit together while eating)	To what extent do you feel discrimination when you access government services...? (Very much or a little bit)	To what extent do you feel discrimination when you go to government offices...? (Very much and a little bit)	Composite
Hill Brahmin	0.0	6.0	4.3	1.8	1.5	2.7
Hill Chhetri	0.3	5.5	2.4	1.4	1.2	2.2
Madhesi B/C	0.8	5.4	12.6	4.2	4.0	5.4
Madhesi OC	0.2	4.7	10.4	4.1	4.2	4.7
Hill Dalit	15.3	7.8	80.1	28.2	26.5	31.6
Madhesi Dalit	11.3	9.5	61.9	28.8	28.6	28.0
Newar	0.0	4.1	7.7	3.3	3.1	3.6
Mt./Hill Janajati	0.1	3.3	3.9	4.0	4.9	3.2
Tarai Janajati	0.2	3.4	12.7	4.4	6.0	5.3
Muslim	1.0	5.3	39.4	12.3	11.3	13.8
Marwadi	0.0	1.7	19.6	3.0	3.0	5.5
<b>ALL NEPAL</b>	<b>1.9</b>	<b>5.1</b>	<b>15.4</b>	<b>6.5</b>	<b>6.5</b>	<b>7.1</b>

Source: Pradhan and Gurung 2020.

NSIS has also collected data on the experiences of discrimination in the access to primary goods, public services, and places of religious and cultural significance. A set of questions were asked to the respondents whether they had experience of not being allowed to enter or participate in various spheres in the community—in local markets, at water sources, milk/dairy farms, schools, religious events (*Hom/Yagya*), public places, tea shops/hotels, and even in their own religious places (Pradhan and Gurung 2020:48). An overall 3.5 per cent of the respondents reported that they had experienced discrimination in access to different public places as well as participation in social and religious activities (Table 5.17). Here too, it is primarily the same groups, viz Hill and Madhesi Dalit and Muslims, who reported experience of discrimination and barriers to access to public places that provide a range of different social, economic or religious services. While the Hill and Tarai Dalits continue to face discrimination and marginalization due to the practice of so-called untouchability, Muslims face discrimination based on their religion in a Hindu majority society (Ibid). Denial of access to water sources like water tap, well, natural spring, and tube well for water to the large proportion of Dalit population (22–37%) is the worst form of discrimination that Dalits are experiencing till today. This is an open violation of the laws relating to caste discrimination, untouchability and prejudices (Table 5.17). Dalits generally claim themselves as Hindu, and the Hindu doctrine has placed them under the so-called untouchable category, the lowest rung in the caste hierarchy. They are rarely allowed to enter temples or other religious places.



**Table 5.17: SDG Indicators for Target 10.3 in SDG 10 – Proportion of population reporting that they were not allowed to enter or participate in various spheres in the community, by social groups, NSIS 2018**

Social Groups	Local Market	Water Source	Milk/Dairy Farm	School	Hom/Yagya	Public Assembly	Public Places	Tea Shops/Hotels	Own Religious Place	Composite
Hill Brahmin	0.8	1.0	0.8	1.0	0.5	0.5	0.5	0.8	0.5	0.7
Hill Chhetri	0.8	0.5	0.2	0.2	0.2	0.2	0.2	0.0	0.0	0.3
Madhesi B/C	0.4	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2
Madhesi OC	0.6	0.4	0.3	0.3	0.5	0.3	0.3	0.3	0.3	0.4
Hill Dalit	3.9	37.2	38.7	1.9	73.6	19.4	3.7	19.7	39.9	26.4
Madhesi Dalit	2.0	22.1	12.2	2.0	23.2	11.0	4.0	12.0	13.2	11.3
Newar	3.6	1.8	1.8	1.8	3.1	1.5	1.0	1.5	1.5	2.0
Mt./Hill Janajati	0.6	0.9	0.6	0.4	4.7	0.5	0.3	0.3	0.6	1.0
Tarai Janajati	0.5	0.5	0.4	0.3	0.9	0.6	0.3	0.3	0.6	0.5
Muslim	1.8	7.8	4.3	0.5	28.6	2.3	0.3	3.5	1.0	5.5
Marwadi	1.1	0.8	0.6	0.3	0.6	0.6	0.3	0.6	1.1	0.6
<b>ALL NEPAL</b>	<b>1.2</b>	<b>4.9</b>	<b>4.4</b>	<b>0.7</b>	<b>9.7</b>	<b>2.6</b>	<b>0.8</b>	<b>2.6</b>	<b>4.3</b>	<b>3.5</b>

Source: Pradhan and Gurung 2020:49.

## SDG 11: Make cities and human settlements inclusive, safe, resilient and sustainable

SDG 11 incorporates these targets agreed at the international level: (11.1) by 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums; (11.2) by 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons; (11.3) by 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries; (11.4) strengthen efforts to protect and safeguard the world's cultural and natural heritage; (11.5) by 2030, significantly reduce the number of deaths and the number of people affected and decrease by 100 per cent the economic losses relative to gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations; (11.6) by 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management; and (11.7) by 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.

The available data disaggregated by caste/ethnicity and gender is too limited to track the progress in achieving the targets of SDG 11 relevant to all social groups, particularly those left behind. Relevant data regarding the access of all to adequate, safe and affordable housing and basic services available in the NSIS 2018 have been selectively presented and discussed in the subsequent sections.

Target 11.1. Indicator 11.1.1 Proportion of household units roofed with thatched/straw roof

Indicator 11.1.2 Proportion of households living in safe houses

Target 11.2: Indicator 11.2.1 Proportion of population having access to paved road within 30 minutes of walking (%) [NSIS 2018: time to nearest place to catch public transportation]

Target 11.3: Indicator 11.3.2 Proportion of households residing with 5 and more persons (%)

The image of Nepal as a 'country of huts' is gradually changing. The proportion of households residing in safe houses, as defined by NLSS, is substantially increasing in recent years<sup>55</sup>. The proportions of households of various social groups living in thatched/straw roofed houses and safe houses are presented in Table 5.18. In line with the NLSS 2010/11, NSIS defines a "safe house" as those houses that have the following characteristics: i) roof materials (concrete/cement, tin/plate/galvanized iron, tile/steel/stone/slate); ii) wall materials (brick/stone/block with cement/mud); and iii) floor materials (concrete/cement/stone). Compared to the 2015 baseline, there is a reduction in the number of households that have thatch or straw roofs (6.6%). Overall, 46.1 per cent have reported that they live in safe houses, but there are variations by caste/ethnic group, with only 15 per cent of Madhesi Dalits, 23.5 per cent of Hill Dalits, and 27.2 per cent of Tarai Janajatis living in safe houses. This is likely to be correlated to the economic status of households within these caste/ethnic groups compared to other groups (Pradhan and Gurung 2020:51-52).

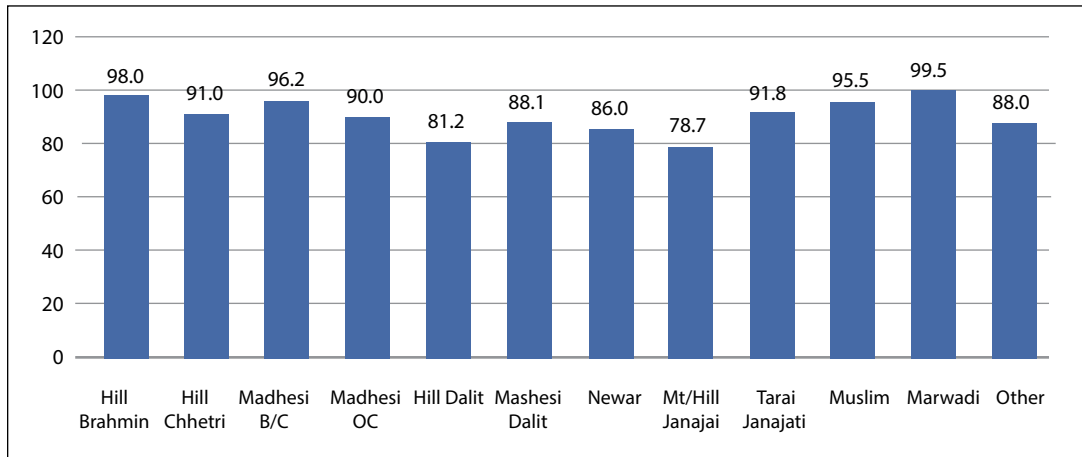
**Table 5.18: SDG Indicators for Target 11.1 in SDG 11-Percentage of households living in safe houses, by social groups, NSIS 2018**

Social Group	11.1.1. Percent of household units roofed with thatched/straw	11.1.1 Percent of Households living in a safe house
1. Hill Brahmin	0	82
2. Hill Chhetri	8.5	43.8
3. Madhesi B/C	2.8	70.8
4. Madhesi OC	6.7	40.9
5. Hill Dalit	12.3	23.5
6. Madhesi Dalit	20.7	15.2
7. Newar	2	71.5
8. Mt./Hill Janajati	7	39.2
9. Tarai Janajati	3.7	27.2
10. Muslim	6	60.5
11. Marwadi	0	100
<b>ALL Nepal</b>	<b>6.6</b>	<b>46.1</b>

Regarding the percentage distribution of households that can reach the nearest road head to access public transportation within 30 minutes of walking, overall, 88 per cent of the households have reported that they can access public transport within 30 minutes of walking (Figure 5.26),

<sup>55</sup> See NLSS 2010/11. Reconstruction and rehabilitation work, including building damaged houses after catastrophic devastation of April 25, 2015 and May 12, 2015 and several aftershocks thereafter have taken place extensively and people have become more aware of safe houses.

**Figure 5.26: Households that can reach the nearest place to access public transportation within 30 minutes of walking by social groups, NSIS 2018 (in percentage)**



and the high figures are potentially due to the higher number of samples in the Tarai region where road access is relatively high compared to the hills and mountains. Among all social groups spending more than 30 minutes of walking to reach the nearest road head, the proportion of Mt/Hill and Hill Janajati households (78.7%) is highest, followed by Dalit (81.2%), almost one quarter of the households deprived of convenient access to road head (Pradhan and Gurung 2020:52).

The NSIS 2018 data identifies one of the indicators within Target 11.3 related to the proportion of households with five or more persons residing in a household. As can be seen in Figure 5.28, there is variance in the number of households reporting that they have five or more persons residing with them, with an average of 56.2 per cent of the households reporting so. This is probably a function of having relatively large families, as well as many families living in joint families, with many married and unmarried siblings and their children living together and eating in the same kitchen (Pradhan and Gurung 2020:52). The figures also reveal that the more the groups are advanced, such as Newar (43.5%) and Hill Brahmin (46.0%), the smaller is the family size of the household and the more the group is deprived, like Muslim (83.5%), Madhesi Other Castes (72.9), and Madhesi Dalit (69.8%), the larger is the family size. It is both an economic and cultural imperative and a coping mechanism for adverse housing conditions.

SDGS 12, 13, 14 and 15: Disaggregated data not available.

## **SDG 16: Make cities and human settlements inclusive, safe, resilient and sustainable**

This goal focuses on targets that aim at significantly reducing all forms of violence and related death rates everywhere, ending abuse, exploitation, trafficking, and all forms of violence against and torture of children, ensuring responsive, inclusive, participatory and representative decision-making at all levels, providing legal identity for all, including birth registration, among others.

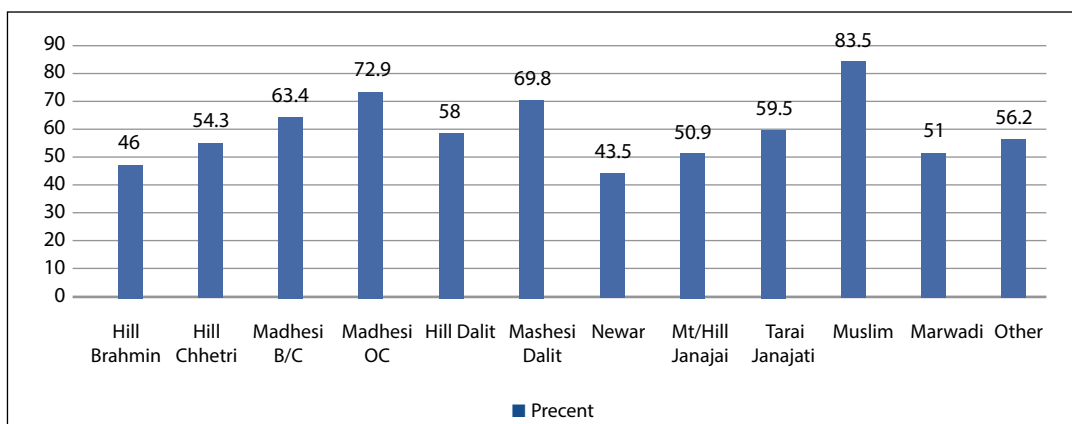
Target 16.9: By 2030, provide legal identity for all, including birth registration

16.9a. Proportion of children under 5 years whose births have been registered with a civil authority  
 16.9b. Proportion of population aged 16 years and above who have a citizenship certificate.

Target 16.9 is related to ensuring legal identity for all, which includes birth registration of all children under age 5 and distribution of citizenship without gender and identity discrimination and bias. The Madhesi Other Castes (52.4%) and Muslims (56%) report the lowest levels among those under 5 years having birth registration with a civil authority (Table 5.19). What is surprising to see is that the Madhesi Brahmin/Chhetris and Hill Brahmins are among those who have reported relatively low level of children with birth registration, and it is not clear why the situation is so when these groups have relatively good socioeconomic indicators and presumably would understand the importance of such official documentation (Pradhan and Gurung 2020:56-58). Some groups of Mt/Hill Janajati like Bhote/Walung, Darai, and Chepang and Tarai Janajati like Sathal, Jhangad, and Dhanuk and Muslims have disproportionately low level of birth registration of under 5 children. Table 16.9 also shows that some gender differences exist across all social groups, but the differences are not very high.

Recognition and issue of citizenship is one of the vital issues yet to be fully resolved in Nepal. It is also a primary condition of legal identity and respect and recognition of human rights of all citizens. The NSIS 2018 has collected data on the proportion of population aged 16 years and above who have citizenship. Citizenship is essential almost in all kinds of official businesses, including recruitment in government jobs, enrolment in secondary school and colleges, employment in formal employment sector, opening up a bank account or conducting any national-level financial transactions, etc. A higher proportion (89.7%) of the population aged 16 years and above across all caste/ethnic groups has citizenship compared to those (70.4%) who have birth registration (Table 5.19). However, gender difference appears as in other fields. The Madhesi Dalit, Muslim and Marwadi groups are the only groups where less than 90 per cent of both men and women have citizenship, with relatively few women in these groups having it compared to men. Madhesi Dalit women (69.3%) emerge most discriminated in this area also.

**Figure 5.27: Households with 5 or more members by social groups, NSIS 2018 (in percentage)**



Source: Pradhan and Gurung 2020:53.

**Table 5.19: SDG Indicators for Target 16.9 in SDG 16 - Proportion of children under five whose birth has been registered and those over 16 years who have citizenship, NSIS 2018**

Social Group	16.9a			16.9b		
	Proportion of children under 5 having birth registration with a civil authority			Proportion of population aged 16 years and above who have citizenship		
	Female	Male	Both	Female	Male	Both
1.Hill Brahmin	67.8	67.9	67.8	93.8	97.5	95.9
2. Hill Chhetri	81.2	76.3	76.1	90.1	91.5	91.3
3. Madhesi B/C	58.7	67.5	64.4	84.4	93.9	89.1
4. Madhesi OC	49.8	53.0	52.4	74.4	91.2	83.2
5. Hill Dalit	82.2	88.0	86.8	83.0	90.4	87.6
6.Madhesi Dalit	68.0	69.6	69.3	69.3	87.4	78.6
7. Newar	83.2	82.5	81.0	96.9	96.7	96.9
8. Mt/Hill Janajai	71.0	73.5	72.8	87.7	92.9	90.7
8.1. Walung/Bhote	44.4	56.8	50.0	86.9	92.0	89.4
8.2. Darai	56.9	61.0	58.7	91.3	94.2	92.7
8.3. Chepang	56.9	61.3	59.2	78.4	89.9	84.1
8.4. Majhi	70.6	61.4	64.8	78.0	89.5	83.5
9. Tarai Janajti	84.0	73.9	80.1	83.4	92.7	88.5
9.1. Santhal	36.9	54.3	45.9	59.9	81.4	70.4
9.2. Koche	54.3	71.7	63.0	72.5	85.4	78.6
9.3. Jhangad	59.0	58.5	58.8	72.4	87.9	79.5
9.4. Dhanuk	60.6	58.9	59.7	73.8	93.2	83.1
10. Muslim	47.3	55.0	51.1	74.4	87.6	81.1
11. Marwadi	73.1	86.7	81.3	75.1	82.3	76.9
<b>All Nepal</b>	<b>67.5</b>	<b>69.1</b>	<b>70.4</b>	<b>85.1</b>	<b>92.3</b>	<b>89.7</b>

Source: Pradhan and Gurung 2020.



## Conclusion

This report does not cover the full range of variegated, from slow and low to speedy and high progress made by diverse groups of Nepal in achieving SDGs. Because of lack of data disaggregated by caste/ethnicity and gender, achievements have been discussed in a few areas on the basis of the NSIS 2018 data. However, this discussion on the progress towards SDGs provides a glimpse of the characteristics of the development processes and patterns of distribution of development outcomes. Progress can be seen in 2018 compared to NSIS 2012 (for further comparison, see Das et al. 2014, Gurung et al. 2014) on several indicators. Indicators dealt here capture only a limited aspect of people's life relevant to SDGs, leaving aside a large body of valued data generated by the NSIS 2018. The NSIS 2018 only partially covers SDGs as its additional components because of its purpose of tracking progress in the fields of inclusive development compared to the baseline status of the 2012 survey. In this report, due to data limitations, it was not possible to discuss factors like rural–urban differences, ecological variations, natural disasters, issues of governance and public service delivery, economic performance of the state, development policies and programmes, employment policies and opportunities, access to natural resources, social and physical infrastructure, land holdings and land policies, and so on that affect the results. The indicators identified and the targets set for the SDGs by the government need further refinement from the perspectives of indigenous peoples. More extensive study and review of documents is needed to track the real progress made by diverse groups (castes, ethnicities/nationalities, regional groups, and gender), particularly indigenous peoples, distinctly varied collectivities—about 36 per cent of the total population—in achieving SDGs.

The NSIS 2018 data reveal uneven progress in the achievement of SDGs, reflecting impacts of the traditional hierarchical social structure. Hill Brahmins are almost close to attaining SDGs, and Hill Chhetris are also advancing at a fast speed. Dalits are the lowest achievers, whereas Madhesi Dalits are at the bottom on all counts. These remind us of their lowest status in the traditional caste hierarchy and reveal that the caste hierarchy, with hierarchical entitlements and privileges, is still active in society and traditional social norms and values have not changed. Janajatis are at the middle, below the Brahmin-Chhetri and above the Dalit groups and some Madhesi caste groups, in line with the traditional caste hierarchy, in making progress to meet the periodic targets set by the major indicators for attaining SDGs. The NSIS 2018 data divulge that almost all Madhesi Dalit castes, some Janajati groups, and some Madhesi castes other than Brahmin and Chhetri/Rajput, subjected to hostile external circumstances, are the farthest behind, and the state has not

yet focused on distributive justice, non-discrimination, respect for fundamental rights, structural change, and socioeconomic transformation. Progress in poverty reduction is seen across all social groups, but the progress is uneven and skewed in favour of the so-called high castes. Unequal capabilities and agencies among diverse social groups, generated by the age-old caste system and indirectly nurtured by the state structures, have rendered the so-called equality of opportunities meaningless and a mere rhetoric. It is evident that economic and social development is highly correlated with the enjoyment of human rights and respect for human dignity and identity.

A mounting body of evidence from social sciences research and a plethora of media case reporting of public grievances reveal that the reduction of poverty among Dalits, Madhesi caste groups and indigenous peoples is mainly due to the remittances they receive and the increased affluence of ruling caste groups is the result of, in addition to remittances, inequitable and disproportionate sharing of national resources and development benefits. There is also a stark variation in the achievement of SDGs between peoples of the hill region and those of the Tarai/Madhes region. Among the so-called high caste groups, Hill Brahmin and Chhetri are more advanced than Madhesi Brahmin/Chhetri in achieving certain targets of SDGs, and Madhesi castes other than Brahmin/Chhetri are lagging far behind in the progress to be made. Glaring variations can also be seen between Hill Dalits and Madhesi Dalits, with the Madhesi Dalit groups at the bottom on all counts among all social groups of Nepal. In the same way, Hill Janajatis have made substantial progress compared to Tarai Janajatis. Janajati is a diverse group; some groups like Newar and Thakali are quite advanced socially and economically, close to Hill Brahmin, whereas a large number of groups in both hills and Tarai are surviving in difficult situations and a few groups are progressing in different areas. The underachievement of Muslims is, without doubt, the result of religious discrimination, against which they have been continuously struggling peacefully for decades. Except for recent improvements in political representation, women's achievements are far from satisfactory, which is obviously the result of gender discrimination in various domains. Our state policies, programmes and actions are still highly influenced by traditional, informal deep structural values, beliefs, norms and practices that are perpetuating inequities, inequalities and injustices rather than eliminating them. NSIS 2018 data postulate that caste (Dalit) and ethnic identity (indigeneity/nationality), regional origin, linguistic (non-Nepali language) heritage, religious affiliation (non-Hindu), gender identity, inherited governance culture and inequitable distributive policy and practices are still the major barriers to meaningful inclusion and prosperity of excluded groups. In sum, the findings of the analysis of SDG achievements substantiate the fact that the traditionally dominant and now influential caste/ethnic groups are taking disproportionate advantage from state resources at the cost of the disempowered and subordinated peoples/groups, and state development policies and actions need immediate overhauling to reach the people left behind and create a just, prosperous, and inclusive Nepali society.



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