

# Breakthrough ACTION Nepal Local Systems Strengthening to Reduce Child, Early, and Forced Marriage Project

## Rapid Mapping for Reducing Child, Early, and Forced Marriage: Key Findings

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# Table of Contents

<b>Table of Contents</b> .....	<b>i</b>
<b>Acronyms</b> .....	<b>ii</b>
<b>Executive Summary</b> .....	<b>iii</b>
Overall Key Findings and Implications .....	iv
<b>Introduction</b> .....	<b>1</b>
Overview of the Breakthrough ACTION Nepal Project .....	1
Overview of Report and Objectives .....	1
<b>Methodology</b> .....	<b>3</b>
Geographic Location and Participants .....	3
Workshop.....	4
Analysis .....	6
Strengths and Limitations of the Methodology .....	7
<b>Key Findings</b> .....	<b>9</b>
Province No. 2 Exercise.....	9
Actors.....	9
Linkages .....	10
Social Network Analysis: Influence, Connections, Closeness, and Betweenness .....	12
Municipality Exercises.....	12
Actors.....	15
Linkages .....	18
Social Network Analysis: Influence, Connections, Closeness, and Betweenness .....	22
Ward exercises.....	24
Actors.....	25
Linkages .....	26
Social Network Analysis: Influence, Connections, Closeness, and Betweenness .....	27
<b>Discussion</b> .....	<b>29</b>
Programmatic Implications.....	29
Conclusion.....	34

# Acronyms

ADRA Nepal	Adventist Development and Relief Agency Nepal
CBO	Community-based organization
CEFM	Child, early, and forced marriage
CFWA	Community Family Welfare Association
CP	Child protection
CSO	Civil society organization
GON	Government of Nepal
INGO	International nongovernmental organization
LAN	Leadership Academy Nepal
MOSD	Ministry of Social Development
NGO	Nongovernmental organization
R-CEFM	Reducing child, early, and forced marriage
RDC Nepal	Rural Development Centre Nepal
SAMAGRA	Samagra Jan-utthan Kendra
SBC	Social and behavior change
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VSO	Voluntary Service Overseas
WOREC	Women's Rehabilitation Centre
YNPD	Youth Network for Peace and Development

# Executive Summary

The Breakthrough ACTION Nepal Local Systems Strengthening to Reduce Child, Early, and Forced Marriage (R-CEFM) Project conducted a Net-Map exercise to generate evidence for effective program planning. This mapping is important because reducing child, early, and forced marriage (R-CEFM) requires multisector responses and there is a need of defined child, early, and forced marriage (CEFM) network for collaborative action at the province or municipality level among the formal and informal sectors, institutions, and individuals that work for R-CEFM. Thus, the mapping seeks to clarify opportunities for R-CEFM within the local-level government systems.

The Nepal R-CEFM Project conducted rapid mapping activities at the province level and in six municipalities to identify the key stakeholders who are working on R-CEFM; the areas of implementation; current processes, tools, and frameworks; available and relevant data to inform this issue; and additional data needed for evidence-based decision-making. A principal goal of these rapid mapping activities was to secure buy in from local government stakeholders and to encourage them to think about existing efforts to prevent CEFM in their communities. The mapping event included both government (child protection [CP], health, education, social mobilizers, and police and judicial systems) and civil society or community-based organizations and individuals working in CEFM-reducing activities.

The rapid mapping used the participatory Net-Map approach and tool, developed by Eva Schiffer with support from Amitaksha Nag, to understand the landscape of actors working to reduce CEFM. The Net-Map approach allows participants to clarify their own views of a situation (including networks and power structures), which fosters discussion that ultimately helps programs develop a strategic approach to their networking and coordination activities.

Major areas identified were:

- Key actors working in R-CEFM at the province and local levels
- Three major linkages (financial, technical, and coordination/collaboration within actors) and how the actors are connected and at what levels
- The actors' social network, which includes the influence, connections, closeness, and betweenness among them

One of the major outputs of this mapping exercise was to develop a joint understanding of the local CEFM situation and the opportunities to inform the issues. This information, presented in the current comprehensive report, identifies existing data, resources, networks, and activities, as well as additional data, resources, networks, and activities that are needed or could be strengthened to improve evidence-based decision-making for R-CEFM. This report summarizes key actors working to implement social and behavior change (SBC)/CP activities to reduce CEFM in Province No. 2 and at local levels. Influential and noninfluential actors, their relationships with one another, and their alignment with the goal of R-CEFM were summarized across governmental level and compared to identify actionable strategies for future capacity-strengthening activities.

## Overall Key Findings and Implications

At the provincial, municipal, and ward levels, participants identified multiple actors involved in implementing SBC/CP activities to reduce CEFM. At the same time, they also noted the influence, both high and low, that these actors have in efforts to reduce CEFM at the province, municipal, and ward levels. Key conclusions include:

1. ***The most influential actors were sometimes common across settings.*** Some actors were identified at multiple levels, including Ratauli Youth Club, Women’s Rehabilitation Centre (WOREC), ward offices, and schools. To facilitate the design and implementation of integrated approaches across wards and municipalities within Province No. 2 to reduce CEFM, improved coordination with these actors will facilitate the successful scale-up of initiatives across multiple settings within the province. A significant opportunity exists for these actors to work across levels to provide horizontal skills transfer and to hold joint meetings to encourage collaboration and coordination within and across the province, municipality, and ward levels.
2. ***The most influential actors were not always consistent.*** At the province level, United Nations (UN) or international nongovernmental organization (INGO) actors as well as province-level governmental actors were cited. In comparison, municipal and ward government bodies, as well as local police offices, only emerged as influential at the municipal and ward levels. Furthermore, individual actors—not government actors, nongovernmental organizations (NGOs), or community-based organizations (CBOs), but specific individuals—emerged as influential only in specific municipalities, and the specific individuals varied by setting. This finding suggests that programmatic activities and advocacy must be strategic, with an adaptive approach designed and implemented in novel ways at different government levels and in different wards and municipalities.
3. ***Not all actors were considered important at all levels.*** At both the municipal and ward levels in both Pipara and Jaleshwar, police, schools, ethnic leaders, and parents emerged as actors in maps. Police and schools were commonly cited across focal municipalities. However, these groups were not mentioned at the province level. Political parties became important actors at the ward level, but they were not mentioned at municipal or provincial levels. These findings point to the need for (1) advocacy and focused efforts with such actors to understand their perspectives and motivations and (2) programs such as the R-CEFM Project to prioritize efforts to build connections and coordinate with actors who *are* aligned with the goal of R-CEFM.
4. ***Actors’ influence varied across settings.*** Across municipalities, perspectives differed about the influence different actors had on implementing SBC/CP activities to address CEFM. While actors such as Aasman Nepal were highlighted as influential in Jaleshwar, for instance, they were thought to have little influence in Loharpatti. Similar variations were observed regarding CBOs such as mothers’ groups. Although multiple municipalities cited such groups as having low influence, mothers’ groups were considered a highly influential actor in Matihani in efforts to address CEFM. These variations highlight the importance of context in helping to identify the

stakeholders and organizations with whom partnership would be the most effective in having the greatest impact at the local level.

5. ***Not all actors were thought to be influential, and not all were aligned with the goal of R-CEFM.*** Ethnic leaders and parents, for example, as well as local political parties were commonly identified as having little influence and often being less aligned with the goal of R-CEFM. By acknowledging how well different actors are aligned to the goal of R-CEFM, programs can prioritize and segment audiences for targeted trainings and workshops based on their attitudes related to CEFM, for example, and different approaches and objectives depending on their influence and alignment with R-CEFM. While those aligned with the goal of R-CEFM could be identified as critical partners to take ownership of the agenda and move it forward, this mapping exercise demonstrated both widespread neutrality and/or opposition toward the goal of R-CEFM at the municipal level. In some settings, such as Loharpatti, specific individual actors were identified as people who could be encouraged to participate in community-based activities related to R-CEFM. However, in other settings, participants highlighted ethnic or religious leaders more broadly. More detailed investigation is needed in these settings to determine which individuals could or should be participating in programmatic activities.
6. ***CP structures, both formal and informal, emerged as principal actors across province-, municipality-, and ward-level maps.*** In the wards and municipalities where the R-CEFM project is working, child rights committees, which are responsible for working to reduce CEFM, are still not formed. Although participants have highlighted their importance, they are not functional. Other formal and informal structures, although relevant to and involved in activities to reduce CEFM, do not prioritize CEFM in their programs. A significant need exists to strengthen the existing system and implement national policies related to CP by supporting the formation and functioning of these committees to improve the influence of these actors who have a mandate to address CEFM in their communities.

The relationships that key actors had with one another varied based on financial support, technical support, and coordination/collaboration. The following trends were evident across maps:

1. ***Unsurprisingly, the Government of Nepal (GON) and NGOs dominate funding.*** Across levels, governmental actors as well as INGOs and local NGOs dominated financial relationships, either as recipients or providers of financial support. Programs should explore whether other funding mechanisms are available and, if so, whether they could complement existing structures. According to the maps developed at the province, municipal, and ward levels, the centralization of such funding relationships meant that although participants identified numerous NGOs or CBOs/civil society organizations (CSOs) that played a role in SBC/CP activities to reduce CEFM, the actors often did not benefit from financial support. Additional funding to NGOs or CBOs/CSOs not already receiving funding could diversify the support received by actors working to reduce CEFM at the local level. Finally, at the municipal and ward levels, few UN or INGO actors were identified; therefore, participants identified minimal funding relationships outside those dominated by local municipal or ward-level government bodies. This finding may be due

to participants being unaware of the influence of larger funding relationships. If that is the case, greater clarity in funding relationships could improve opportunities for actors to coordinate efforts across municipalities and wards. If not, however, novel opportunities may exist to fund organizations not currently receiving support for efforts to reduce CEFM. Further investigation of these specific funding relationships could provide the necessary clarity in these settings to guide next steps in investments.

2. **Technical relationships with GON exist, but fewer exist across NGOs or across CBOs.** Technical relationships were mostly commonly cited between GON and NGO actors. NGO actors were rarely connected to one another, suggesting that little technical support or assistance is provided within and across NGOs. A few local CBOs or NGOs also received technical support from multiple sources. Often, such support would be dominated by a single INGO or NGO. Significant opportunities are available to strengthen the network by establishing opportunities for horizontal skills transfers.
3. **Some actors had few connections with other actors.** In Jaleshwar, for example, mediation centers were identified as important actors, but they had few connections with others working to reduce CEFM. Given the role of the mediation center in addressing disputes, mediators and the mediation center could play an important role in this setting in facilitating dialogues on CEFM disputes or helping community members to develop important skills in conflict resolution that could be applied to CEFM. Similar opportunities are possible with other actors in Jaleshwar and other municipalities. The R-CEFM Project should consider the opportunities and challenges associated with engaging these actors and whether strengthening the connections between them and other actors could improve efforts to reduce CEFM.
4. **Coordination and collaboration are major gaps.** While most participants at the province, municipal, and ward levels noted the existence of coordination between NGOs and principal GON actors (e.g., Ministry of Social Development [MOSD], municipalities, and ward offices), less influential GON actors often lacked connections with NGO actors. At subprovincial levels, provincial and federal GON actors were not identified as influential (e.g., MOSD and federal GON actors did not appear at the municipal and ward levels). Coordination must foster direct linkages between NGOs and between UN/INGO actors working at the province, municipality, and ward levels. While participants in Pipara, for example, included more examples of coordination between different actors in the R-CEFM network, minimal examples of linkages existed across NGOs. Some CBOs working to reduce CEFM remain left out. Greater coordination and collaboration across key actors and across government levels is imperative.

To understand where to start, considering the intersection between an actor's influence and connections can be useful. This segmentation process can help to identify with whom and how to coordinate and collaborate in a given network. Key insights include the following:

1. For actors with high influence and many connections, programs should prioritize maintaining these relationships and partnering with these actors when designing and implementing capacity-strengthening activities. Participants in the mapping exercises identified local

government bodies at each level as actors with high influence and many connections, from the province to the municipality to the ward. Participants at the province level highlighted province-level governmental stakeholders, but not those at the municipality or ward levels. Participants at the municipal level prioritized government actors at their, but not those at the province or ward levels. A similar pattern was identified at the ward level. These perspectives reflect differences in the lived realities of stakeholders at each level. While these perspectives differ and could be seen as contradictory, the truth is likely a combination of each of these lived realities. As a result, working to reduce CEFM in Province No. 2 as a whole requires engagement of not only government stakeholders at the province level, but also all levels of government across settings.

- a. At the province level, this engagement includes the MOSD.
  - b. At the municipality level, it would include:
    - i. Jaleswhar: Women and Children Service Center
    - ii. Pipara: Pipara rural municipality, area police office, and local schools
    - iii. Rajpur: Rajpur municipality
    - iv. Loharpatti: Loharpatti municipality
    - v. Matihani: Matihani municipality
    - vi. Durga Bhagawati: Durga Bhagawati rural municipality
  - c. At the ward level, it would include the ward offices.
2. For actors with high influence but few connections, programs should prioritize identifying opportunities to foster connections between these actors and others within the network.
- a. At the province level, for example, connections would include UNICEF, Save the Children, WOREC, Voluntary Service Overseas, Samagra Jan-utthan Kendra, Mukti Nepal, and the United Nations Population Fund.
  - b. At the municipality level, connections would include:
    - i. Jaleswhar: Women and Children Service Center, WOREC, Aasman Nepal, and the district administration office
    - ii. Pipara: Ward offices and Save the Children
    - iii. Rajpur: Area police office, Aasman Nepal, women’s health volunteers, education section of the municipality, and Rural Development Centre Nepal
    - iv. Loharpatti: Ratauli Youth Club, R-CEFM Project, ward office, and the community school
    - v. Matihani: Secondary school, mothers’ groups, and women’s health workers
    - vi. Durga Bhagawati: Praful Mishra (individual), area police, and the Multi-Sector Nutrition Program
  - c. At the ward level, connections would include actors such as the health post, Ratauli Youth Club, other health organizations, the local police office, female community health volunteers, child clubs and CP committees, secondary schools, and the local health management committee (Jaleshwar, ward 5) or the local police office, local secondary school, local mediators, and Chandra Bati Mahara (Pipara, ward 4).

3. For actors with low influence, but still noted as playing a role in the network of stakeholders influencing SBC/CP activities to reduce CEFM, further exploration is needed to understand the barriers that limit their influence and whether they can or should have greater influence in the network. Some actors, such as local radios (see ward-level findings), may not need greater influence. Others, such as schools or organizations working to address gender equity and social inclusion, could perhaps have greater influence. Others still may not have a significant influence in light of their opposition to the R-CEFM goal. As part of this investigation, further understanding of the ongoing inequities and power dynamics at the local level is needed. For example, in Pipara (ward 4), organizations working with Dalit communities were identified as playing an important role in the network, but their influence was low and connections few. Further exploration of why this is the case will highlight opportunities to strengthen their role in efforts to implement SBC/CP activities to reduce CEFM in Nepal.

# Introduction

## Overview of the Breakthrough ACTION Nepal Project

While the legal age of marriage for men and women in Nepal is 20 years,<sup>1</sup> child, early, and forced marriage (CEFM) remains a common practice in many regions of the country. According to the 2016 Nepal Demographic and Health Survey, 40% of women aged 20–24 married before age 18.<sup>2</sup> While other provinces in Nepal have demonstrated reductions in child marriage in recent years, Province No. 2 has had a less pronounced change. In fact, child marriage in Province No. 2 is more prevalent than at the national level. Secondary analyses of the Nepal Demographic and Health Survey from 2016<sup>2</sup> suggest that higher percentages of women 20–24 years of age were married before age 15, age 18, and age 20 in Province No. 2 than at the national level.

In this context, Breakthrough ACTION Nepal’s Reducing CEFM (Nepal R-CEFM) Project aims to strengthen the institutional and technical capacity of the Government of Nepal (GON) in Province No. 2 to design, implement, monitor, evaluate, and coordinate effective social and behavior change (SBC) activities and child protection (CP) system strengthening for R-CEFM through a community-based, multisectoral, data-driven lens. The Nepal R-CEFM Project leads evidence generation, capacity strengthening, “learning by doing,” and coordination activities at multiple levels. These activities are conducted to support province and local-level government counterparts at the ward and municipal levels as well as members of civil society organizations (CSOs) and other community actors to advocate, design, and budget for local R-CEFM activities. The project will also support the implementation of municipal and province-level activities and initiatives to reduce CEFM at the municipal and provincial levels.

## Overview of Report and Objectives

As part of the process to fully understand actors working to address CEFM in Province No. 2, the R-CEFM Project facilitated a rapid mapping exercise through participatory workshops with various stakeholders across Province No. 2. A principal goal of these rapid mapping activities was to secure buy in from local government stakeholders and to encourage them to think about existing efforts to prevent CEFM in their communities. These exercises were intended to help identify and clarify the following elements: (1) existing technical working groups and communities of practice in Province No. 2 working to address

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<sup>1</sup> In 2017, the legal age of marriage was changed from 18 to 20 years.

<sup>2</sup> Nepal Ministry of Health, New ERA, & ICF. (2017). *Nepal demographic and health survey 2016*. Ministry of Health, Nepal. <https://www.dhsprogram.com/pubs/pdf/fr336/fr336.pdf>

CEFM; (2) roles and responsibilities of different partners and communities of practice in Province No. 2 to address CEFM; and (3) relevant actors working on CEFM issues. The specific objectives were to:

1. Map the Nepal SBC for CEFM landscape within the CP system, including actors (e.g., government, nongovernmental organizations [NGOs]), key influencers, and networks in the federal system.
2. Analyze governmental and nongovernmental links and networks to understand how the Nepal SBC for CEFM landscape within the CP system works.
3. Inform design of capacity-strengthening interventions at the province and local levels.
4. Secure buy in from local government stakeholders regarding efforts to prevent CEFM in their communities.

This report summarizes findings gathered as part of the rapid mapping for R-CEFM (including the landscape of key stakeholders, departments, organizations, networks, linkages, and goals) facilitated by the Nepal R-CEFM Project. The report then summarizes how these results can be used to inform activities led by the R-CEFM Project, including in (1) designing program activities, (2) identifying actors with whom to work, (3) highlighting relationships to build or strengthen, and (4) underscoring perspectives to include in program design and implementation.

# Methodology

This rapid mapping exercise involved stakeholders at the province, municipality, and ward levels in Province No. 2 and was undertaken to understand the landscape of actors working to reduce CEFM in the province. This mapping exercise focused on all relevant actors (e.g., government, NGOs), key influencers, and networks to identify priority areas to inform the design of capacity-strengthening interventions. The rapid mapping used the Net-Map approach and tool, developed by Eva Schiffer with support from Amitaksha Nag, to help individuals and groups determine the following:

1. Actors involved in a given network (e.g., Ministry of Social Development [MOSD], NGOs, donors, health coordinators, mayors, and various committees)
2. Formal/informal links between actors (e.g., formal directive or supervision, funding, technical support, trust, pressure, communication flow)
3. Goals of actors (positive, negative, or neutral alignment with goals)
4. Influence of actors (low or high)
5. Network of stakeholders (analysis of how well actors are linked or not linked to each other)

The Net-Map approach allowed participants to clarify their own views of a situation (including networks and power structures) and helped to foster discussion. It also helped programs to develop a strategic approach to their networking and coordination activities. Through this participatory process, participants learned about the Net-Map methodology, strengthened their capacity for conducting such a mapping exercise, and learned how to understand and interpret the results.

The rapid mapping exercise was guided by the following question: **Who influences the implementation of SBC/CP activities related to R-CEFM in Province No. 2?**

## Geographic Location and Participants

The Nepal R-CEFM Project conducted participatory workshops at the province level as well as in select municipalities and wards in Province No. 2. Workshops were conducted in six focal municipalities where the Nepal R-CEFM Project is currently working: Pipara, Jaleshwar, Rajpur, Loharpatti, Matihani, and Durga Bhagawati. Workshops were also conducted with stakeholders in two wards: one each in Pipara (ward 4) and Jaleshwar (ward 5). As a result, findings are not generalizable to the entire province, but instead specific to each context where the workshops were conducted.

The project identified key stakeholders who are working to reduce CEFM, including government (CP, health, education, social mobilizers, police and judicial systems) and civil society or community-based organizations (CBOs) working in CP or implementing SBC activities related to R-CEFM (see Annex 1 for a list of participants).

Separate participatory workshops were conducted with Province No. 2 stakeholders, including stakeholders in six focal municipalities (Pipara, Jaleshwar, Rajpur, Loharpatti, Matihani, and Durga Bhagawati) and a select ward within each focal municipality (ward 4 in Pipara and ward 5 in Jaleshwar).

## Workshop

Participatory workshops were conducted virtually and in person (if feasible under COVID-19 restrictions) to spotlight local understandings and perspectives on the actors working to reduce CEFM in Province No. 2 and their influence, linkages, and goals. The following steps were followed at each workshop.

**Step 1. Identify actors:** Once participants were oriented to the process and objectives of the workshop, they were asked to brainstorm, from their perspectives, a list of the actors involved in SBC or CP activities to reduce CEFM at the province, municipal, or ward level. From this list, a prioritized set of actors (no more than 30) were identified for inclusion in the mapping exercise. Figure 1 shows the output of one such participatory workshop conducted virtually.

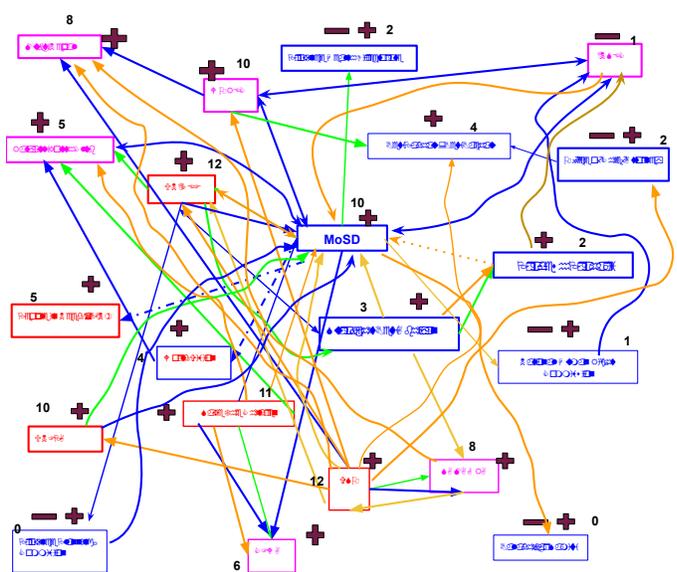


Figure 1. A Net-Map drawing that emerged after a participatory workshop conducted with stakeholders at the province level.

**Step 2. Identify the types of actors:** Once a prioritized set of actors was compiled, participants identified the type of actor (e.g., GON, CBOs/CSOs, NGOs, individuals). In the visualization in Figure 1 and in the digitized maps included in this report, each actor is depicted as either a rectangle or a square. The type of actor is distinguished by color.

**Step 3. Identify the types of linkages between actors:** Participants were asked to brainstorm the different ways in which actors were linked. Linkages prioritized across workshops included financial relationships (i.e., funding), technical relationships (i.e., provision of technical assistance or support), and coordination/collaboration (i.e., actors that work together to implement SBC/CP activities to reduce

CEFM). In the visualization in Figure 1 and in the digitized maps included in this report, each type of linkage is distinguished by color.

**Step 4. Visualization of the network:** With the prioritized set of actors and types of linkages, participants then worked together to develop a map for which they explicitly thought about and visualized how actors worked together. Figures 1 and 2 show two examples of Net-Maps drawn by participants during workshops at the provincial and municipality levels. Arrows were used to visualize connections/linkages between actors (actors are shown in Figures 1 and 2 as colored boxes, with each color reflecting a different type of organization). Linkages are depicted with different colored arrows reflecting different types of linkages. Participants characterized the linkages as weak (reflected as dotted lines), average (solid line, unbolded), or strong (solid lines, bolded).

**Step 5. Identify the influence of each actor in the network:** Once the scaffolding of the network was visualized, participants then considered the influence of each actor within this system. Influence was measured by using stones to signify the influence each actor had in the system. The more stones an actor had, the greater the influence that actor had within the system. Each actor's influence, relative to that of other actors, over the implementation of SBC/CP activities to reduce CEFM was decided by consensus.

**Step 5. Identify the goals of each actor in the network:** Finally, how well each actor's goals aligned with the goal of R-CEFM were also examined. Each actor was considered to be aligned/supportive, neutral, or not aligned/against the goal of R-CEFM.

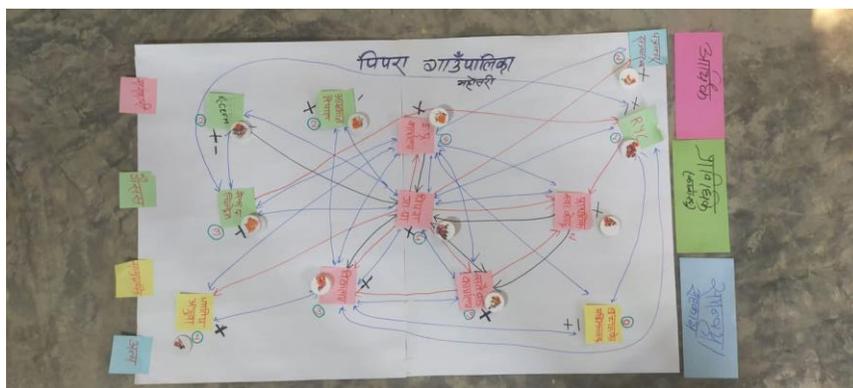


Figure 2. A Net-Map drawing that emerged after the participatory workshop conducted with stakeholders at the municipality level in Pipara.

A critical component of facilitating this participatory workshop is ensuring equitable participation among stakeholders. The workshops are facilitated such that a small group of individuals from different backgrounds are brought together to construct a physical map of the different actors and their connections, goals, and influence. Stakeholders are encouraged not to think about their own positions or organizations, but instead to consider the larger context in which they work and the different actors that work within it to reduce CEFM. Each participant brings unique knowledge and perspectives to this process based on their own experiences. Often, participants disagree about the actors that are

influential, the linkages between them, and their influence. The mapping process works through consensus, wherein all participants must agree prior to anything being formalized on the map. Power dynamics among participants in the workshop have the potential to sway the development of the map, and the facilitation of the process is therefore critical to ensure that all participants are engaged in the conversations and that decisions are made by consensus. However, the participants in the room play a crucial role in the ultimate maps created. If different participants, representing different organizations, are present, they will likely develop a slightly different map based on their own knowledge and perspectives on the actors and connections between them.

## Analysis

Following the completion of participatory workshops, each map was converted to an Excel file and digitized using the DataMuse software (see Figure 3, Key Findings section, or Annex 1 for examples). Analyses presented in this report were conducted using the digitized maps (e.g., Figure 3).

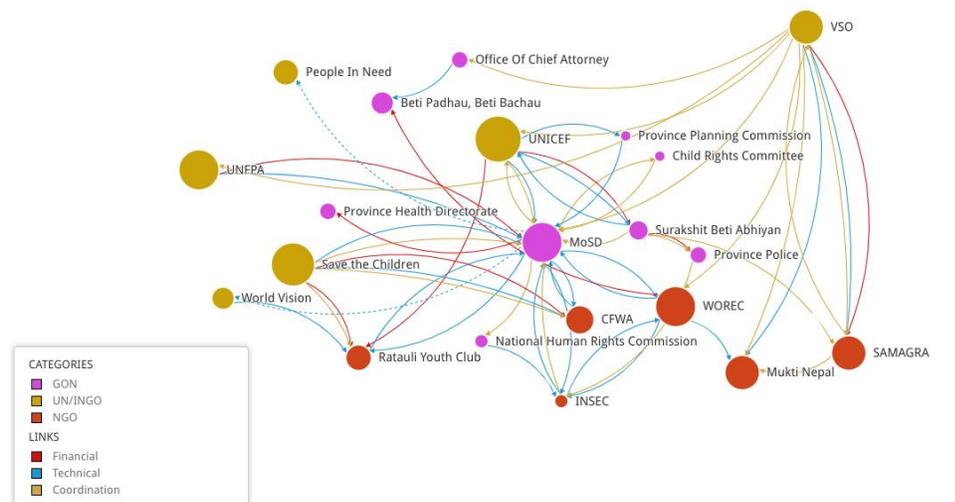


Figure 3. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the province level. CFWA, Community Family Welfare Association; INSEC, Informal Sector Service Centre; UNFPA, United Nations Population Fund; VSO, Voluntary Service Overseas; UNICEF, United Nations Children’s Fund.

This digitization process enabled the following analysis to be conducted:

- **An outline of the types of actors:** The major actor groups are highlighted in maps at each level. Each type of actor is depicted using a different colored circle. For example, as shown in Figure 3 in the figure legend, GON actors are shown in pink and NGOs are shown in red.
- **A discussion of the relative influence of different actors:** The actors with the greatest influence and those with the least were identified by the participants. Relative influence is depicted by the size of the circles in the digitized maps. For example, as shown in Figure 3, UNICEF was considered, among participants at the province level, to have the highest influence on R-CEFM.

- **A description of each type of linkage:** The trends within each map for each type of linkage were described in detail. Linkage types are depicted using different colored arrows, reflecting financial (red), technical (blue), and coordination (yellow) linkages. Arrows were weighted based on the strength of the relationship, with dotted lines reflecting weak linkages and solid lines reflecting strong linkages or connections.
- **A summary of connections:** The most connected and the least connected actors were identified at the province, municipality, and ward levels. The number of connections is based on a quantitative summary of the number of arrows an actor has connecting them with other actors.
- **Goals:** Actors were identified according to whether their goals are aligned, neutral toward, or against the goal of R-CEFM at the province, municipality, and ward levels.
- **An analysis of influence and connections:** We use this analysis as a starting point for potential audience segmentation for future activities. Actors that have high influence and a large number of connections were identified, and we compare them to actors who have:
  - High influence, few connections
  - Low influence, many connections
  - Low influence, few connections
- **A summary of two key social network analysis metrics, closeness and betweenness, for each map:** Closeness refers to how close any individual actor is to all other actors in their network. A higher score reflects that the individual actor is more closely linked than other actors to all actors in the network. Betweenness is a measure of how well a specific actor links or bridges to other actors that are not otherwise linked to each other. A higher score reflects that an actor serves as a connection between other actors that are not directly connected to each other.

We then summarize similarities by level (provincial, municipal, or ward). The report concludes with a discussion of cross-cutting themes and programmatic implications.

## Strengths and Limitations of the Methodology

This rapid mapping exercise served as a participatory way to not only secure buy in from local stakeholders, but to identify existing efforts to prevent CEFM in local communities as well as the network of actors influencing SBC/CP activities to reduce CEFM. However, it is important to highlight the limitations of this approach and their implications for our interpretation of the findings presented in the following sections. While the participatory mapping workshops integrate the voices of numerous actors from different government levels and municipalities with diverse perspectives into the development of maps reflecting the actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages, the majority of participants were GON and NGO stakeholders (Annex 1). As a result, the maps reflect the unique perspective these individuals have on the existing system. A different set of stakeholders, from a different set of organizations or institutions, might have identified different actors, linkages, influence, or goals from those identified and presented in this report. This focus on GON and

NGO perspectives is consistent with the project's focused system strengthening efforts with local level government stakeholders. These perspectives are critical for the R-CEFM Project, and similarities identified across municipalities, as presented in the following sections, suggest consistency in themes and their relevance across municipalities. However, it must be understood that the maps reflect the perspectives of local GON and NGO stakeholders on the actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages. As a result, they are not generalizable and may not reflect all perspectives. To complement these participatory workshops, the R-CEFM Project has engaged with numerous other stakeholders, facilitated data exercises at the local level, and participated in coordination efforts to triangulate the results presented here to gain a more robust understanding of the R-CEFM system at the provincial, municipal, and ward levels in focal areas of Province 2.

# Key Findings

In this section, we identify the key findings of the rapid mapping exercise conducted at the provincial, municipal, and ward levels. Then, we identify similarities and differences across levels. See Annex 1 for tables and figures referenced in this section. The types of stakeholders participating in each workshop are also shown in Annex 1.

## Province No. 2 Exercise

Figure 4 shows the Net-Map developed by participants at the province level identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

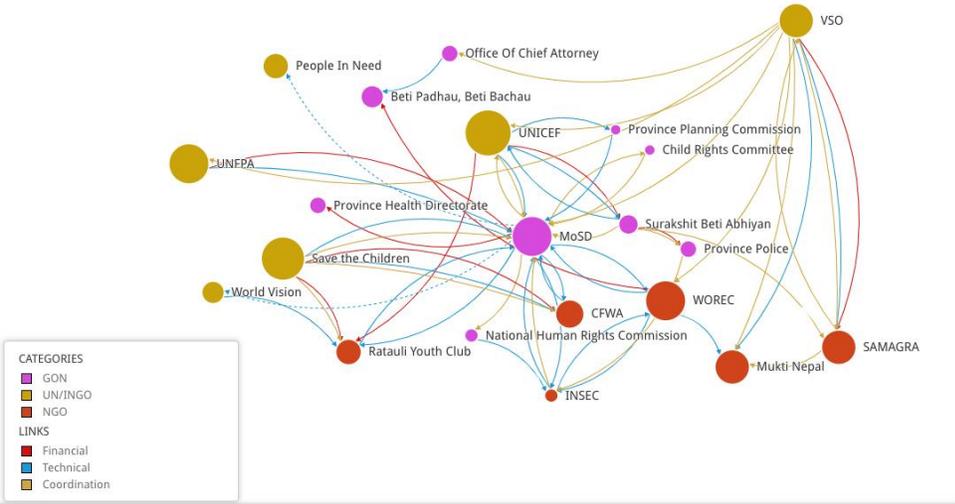


Figure 4. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the province level.

### Actors

According to participants at the province level, actors who play a role in SBC/CP activities include UN agencies, international nongovernmental organizations (INGOs), GON, and NGOs. Those actors with high influence over these activities included:

- UNICEF
- Save The Children
- MOSD
- Women's Rehabilitation Centre (WOREC)
- UNFPA

Those actors with the least influence included:

- INSEC (NGO)
- National Human Rights commission (GON)

- Province Planning Commission (GON)
- Child Rights Committee (GON)<sup>3</sup>

Multiple reasons were provided for why these actors had little influence, including that they were either not functioning (e.g., see footnote related to the child rights committees and other formal/informal CP structures), were not as directly involved in CEFM-related work, or not as active in Province 2 as in other settings.

According to participants, there were five actors that were important but neutral with regard to the goal of R-CEFM. These included:

- Office of the Chief Attorney
- Province Health directorate
- National Human Rights commission (GON)
- Province Planning Commission (GON)
- Child Rights Committee (GON)

A comparison of each individual actor’s goals and influence within the system showed that the five actors identified as neutral in relationship to the goal of R-CEFM were also considered to have less influence on the reduction of CEFM than those thought to be more aligned with this goal.

## Linkages

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<sup>3</sup>The child rights committees mentioned here refer to child rights committees at the municipality level. Although child rights committees and other CP structures (e.g., CP committees or other informal structures) were highlighted at the province level as well as at the municipal and ward levels (see subsequent sections in this report) as playing important roles in R-CEFM, we must acknowledge the functioning of these structures in the six focal municipalities and two wards where this mapping exercise was conducted.

According to the Children Act 2048, there was no specific provision for community structures to protect children except the District Child Welfare Board at the district level. The Central Child Welfare Board (currently the existing Nation Child Rights Council) endorsed and circulated the *Child Rights Protection and Promotion Program (Implementation) Guideline 2069* with a provision to form child rights protection and promotion committees, which was referred to as child protection committees in previous village development committees and at the municipality level. Later on, GON endorsed the *Children Act 2075*, which has superseded previous laws and related guidelines. The *Children Act 2075* included a provision for the formation of local child rights committees at the local level, which are solely dedicated to working for the protection of children. The federal government has also endorsed the Provincial Children Act with more specific provisions, including the formation of ward child rights committees at the ward level to work for the protection of children. However, in the municipalities where the R-CEFM project is working, child rights committees, which are expected to work to reduce CEFM, are still not formed. Although participants have highlighted their importance, they are not functional. Other formal and informal structures, although relevant to and involved in activities to reduce CEFM, do not prioritize CEFM in their programs.

An analysis of the linkages across actors in the network showed that UNICEF, MOSD, and VSO were the most connected. Within this large network, however, a number of actors were not well connected. Those actors with the fewest number of connections included:

- People in Need
- Province Health Directorate
- World Vision
- Office of Chief Attorney
- Province Planning Commission
- Child Rights Committee
- Beti Padhau, Beti Bachau

#### Financial Linkages

See Annex 1 for a visualization of financial linkages. Principal sources of funding included UNICEF (which funded Ratauli Youth Club and Surakshit Beti Abhiyan), Save the Children (which funded Community Family Welfare Association [CFWA] and Ratauli Youth Club), VSO (which funded Samagra Jan-utthan Kendra [SAMAGRA]), UNFPA (funding MOSD), and MOSD (which funded the Province Health Directorate).

#### Technical Linkages

See Annex 1 for a visualization of technical linkages. More linkages existed between actors based on the provision and receipt of technical support or assistance. MOSD was a common recipient of technical support or assistance, receiving support from UN/INGOs as well as other governmental actors such as the Province Planning Commission. UN and INGOs frequently provided technical support/assistance to governmental and NGO actors, but they did not provide support to one another.

Some governmental actors, such as the child rights committee, province health directorate, or province police, were identified as not receiving technical support or assistance related to SBC/CP activities to reduce CEFM.

#### Coordination and Collaboration

See Annex 1 for a visualization of coordination and collaboration linkages. Coordination and collaboration were dominated by UN and INGO actors including VSO and Save the Children, which primarily coordinated with MOSD and select NGOs on the ground. Save the Children, for example, was cited as collaborating or coordinating with MOSD as well as Ratauli Youth Club and CFWA. In comparison, VSO was thought to collaborate with MOSD as well as UN and other INGOs (e.g., UNICEF and UNFPA) and NGOs (WOREC, Mukti Nepal, or SAMAGRA). MOSD coordinated with UN and INGO actors as well as some governmental actors (e.g., Child Rights Committee, National Human Rights Commission, Surakshit Beti Abhiyan), but not all. In fact, numerous governmental actors as well as UN and some INGOs (e.g., People in Need or World Vision) were not thought to coordinate or collaborate with other actors. Beyond MOSD, few governmental and NGO actors coordinated or collaborated with multiple actors.

## Social Network Analysis: Influence, Connections, Closeness, and Betweenness

A graph of actors based on their influence and connections is shown in Annex 1. Actors with high influence in the network, but lacking significant connections, included UNICEF, Save the Children, WOREC, VSO, SAMAGRA, Mukti Nepal, and UNFPA.

- **Closeness:** MOSD had the closest links to all actors in the network.
- **Betweenness:** MOSD, VSO, and WOREC played the most important connecting roles by linking other actors that may not necessarily have relationships with one another.

## Municipality Exercises

Figure 5 shows the Net-Map developed by participants at the municipality level (Jaleshwar) identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

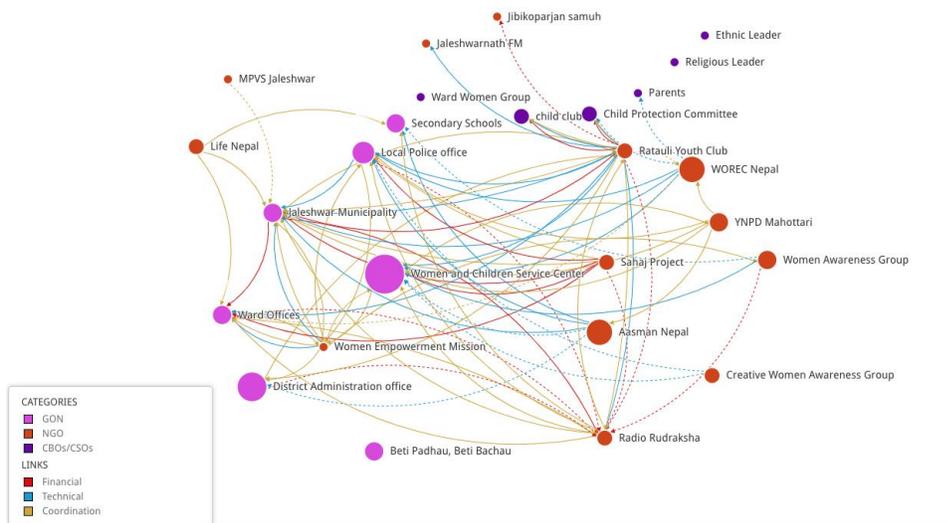


Figure 5. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the municipality level (Jaleshwar).

Figure 6 shows the Net-Map developed by participants at the municipality level (Pipara), identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

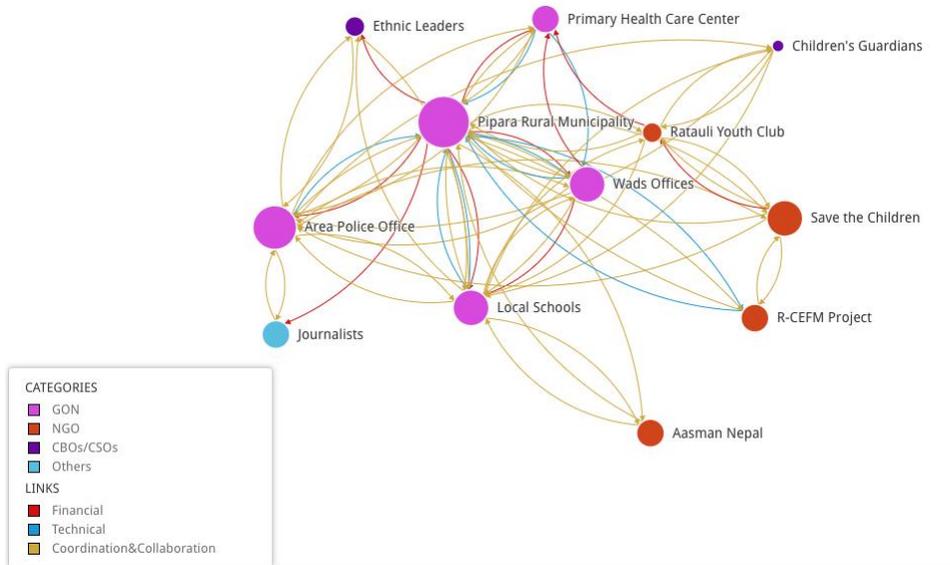


Figure 6. A digitized Net-Map that emerging after a participatory workshop conducted with stakeholders at the municipality level (Pipara).

Figure 7 shows the Net-Map developed by participants at the municipality level (Rajpur), identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

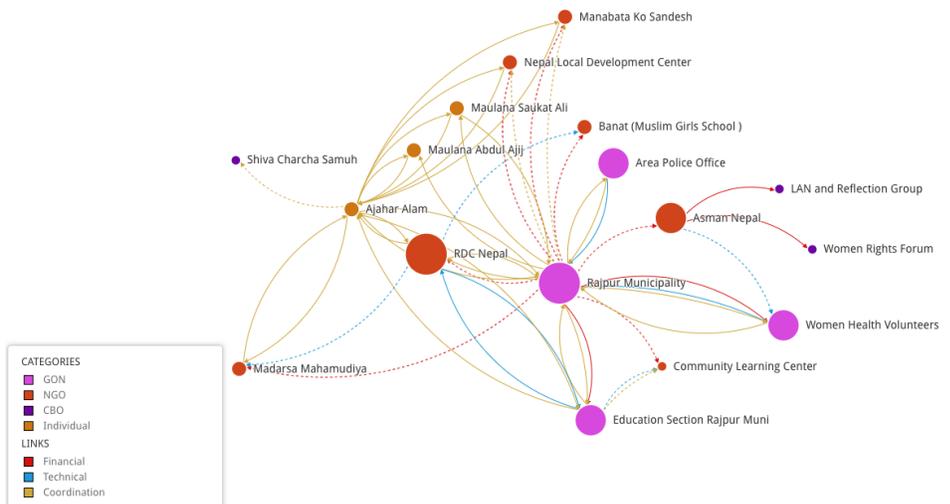


Figure 7. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the municipality level (Rajpur).

Figures 8 shows the Net-Map developed by participants at the municipality level (Loharpatti) identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

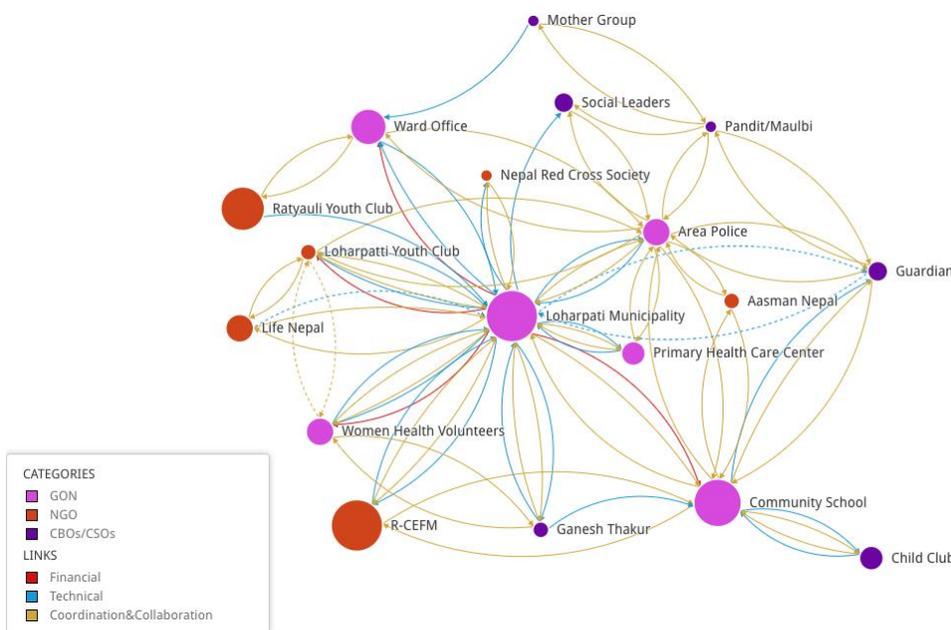


Figure 8. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the municipality level (Loharpatti).

Figure 9 shows the Net-Map developed by participants at the municipality level (Matihani), identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

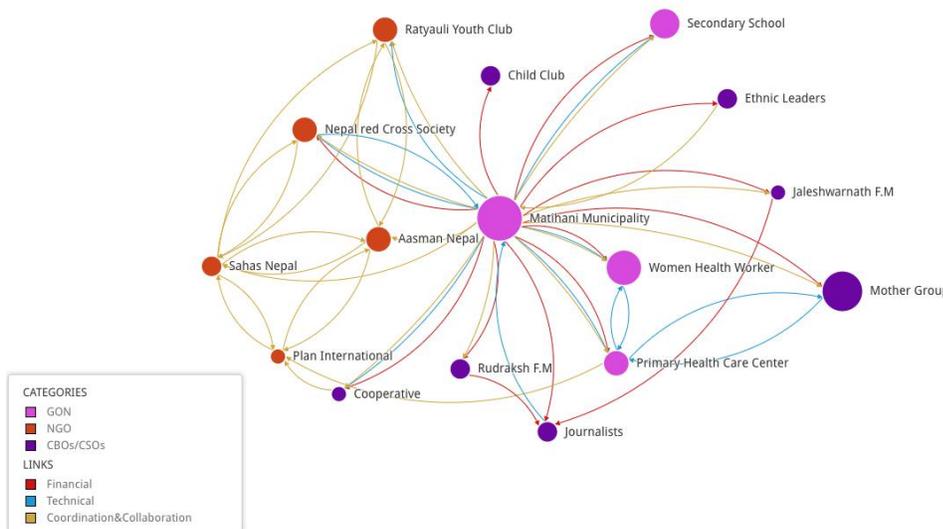


Figure 9. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the municipality level (Matihani).

Figure 10 shows the Net-Map developed by participants at the municipality level (Durga Bhagawati), identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

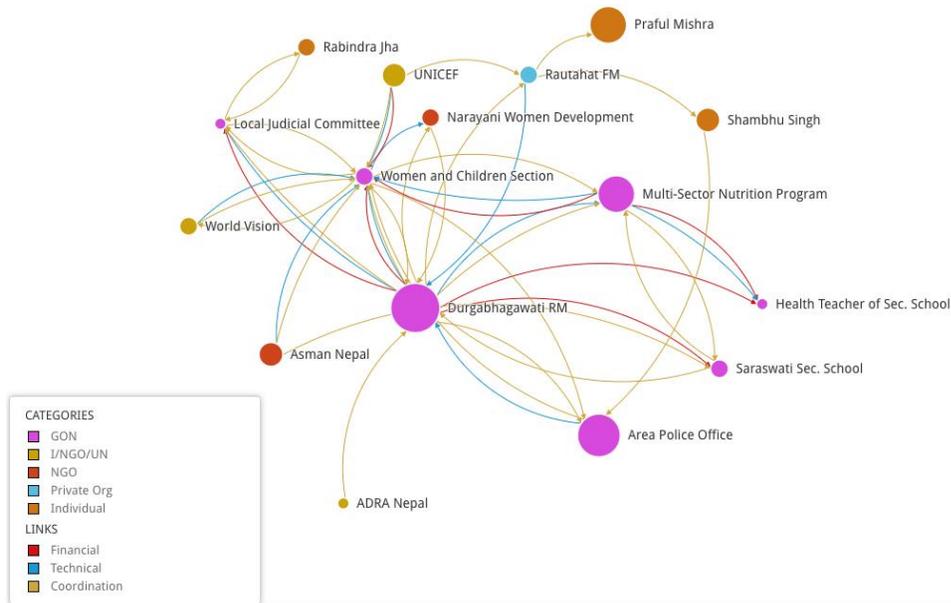


Figure 10. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the municipality level (Durga Bhagawati).

## Actors

According to participants at the municipality level across the six focal municipalities, actors who played a role in SBC/CP activities included GON, NGOs, and CBOs. The specific actors identified in each municipality are described in detail below.

### Jaleshwar

In Jaleshwar, the actors with high influence over SBC/CP activities included:

- Women and Children Service Center
- District Administration Office
- WOREC Nepal
- Aasman Nepal
- Local police office

Actors with the least influence included:

- Women's Empowerment Mission
- Jaleshwarnath FM
- Jibikoparjan Samun
- MPVS Jaleshwar
- Parents
- Ward women's group

- Ethnic leaders
- Religious leaders

According to participants in Jaleshwar, there were four actors that were important but who were neutral in relationship to the goal of R-CEFM. These included:

- Ward offices
- Jaleshwarnath FM
- Jibikoparjan Samun
- Parents

Two actors were considered to be against the goal of R-CEFM. These included ethnic and religious leaders. Except ward offices, which were thought to have relatively high influence, most actors that were neutral on the goal of R-CEFM had less influence than those that were more aligned with the goal of R-CEFM.

#### Pipara

Participants in Pipara identified fewer actors that played important roles in implementing SBC/CP activities to reduce CEFM as compared with Jaleshwar. In Pipara, the Pipara rural municipality, local police office, ward offices, and Save the Children were the actors with the highest influence.

Actors with the least influence in Pipara included ethnic leaders, Ratauli Youth Club, and children’s guardians.

Only three actors were considered to be neutral in terms of their alignment with the goal of R-CEFM: Aasman Nepal, children’s guardians, and—surprisingly—the R-CEFM Project.

#### Rajpur

Participants in Rajpur identified primarily GON and NGO actors that played important roles in implementing SBC/CP activities to reduce CEFM. The Rajpur municipality, area police office, women’s health volunteers, and the education section of the Rajpur municipality were identified as important GON actors. In addition, Rural Development Centre Nepal (RDC Nepal) and Aasman Nepal were key local NGOs. The Rajpur municipality and RDC Nepal were the two actors considered by participants to have the highest influence.

Actors with the least influence in Rajpur included the community learning center, women’s rights forum, Leadership Academy Nepal (LAN) and Reflection Group, and Shiva Charcha Samuh.

Of interest, three individuals—rather than organizations or government bodies—were identified as actors involved in implementing SBC/CP activities to reduce CEFM in Rajpur: Maulana Abdul Ajij, Ajahar Alam, and Maulana Saukat Ali.

Three actors were considered to be neutral in terms of their alignment with the goal of R-CEFM. These happened to be those that were considered to have the least influence: the community learning center,

women's rights forum, and LAN and Reflection Group. Shiva Charcha Samuh was considered to be against the goal of R-CEFM by participants in Rajpur.

#### Loharpatti

Participants in Loharpatti identified the following actors as having the most influence in implementing SBC/CP activities to reduce CEFM:

- Loharpatti municipality
- R-CEFM Project
- Community school
- Ratauli Youth Club
- Ward office

In comparison, actors with the least influence in Loharpatti included the Nepal Red Cross Society, mothers' groups, and Pandit/Maulbi.

A number of actors were considered to be neutral in terms of their alignment with the goal of R-CEFM. These included the following:

- Social leaders
- Guardians
- Loharpatti youth club
- Aasman Nepal
- Nepal Red Cross Society
- Mothers' groups

Pandit/Maulbi were, according to participants, opposed to the goal of R-CEFM.

#### Matihani

Participants in Matihani identified GON actors such as the Matihani municipality, women's health workers, and secondary schools as most influential. In contrast to other municipalities, they considered mothers' groups to have a great influence over the implementation of SBC/CP activities to reduce CEFM.

Actors with the least influence included the Jaleshwarnath FM, the local cooperative, and Plan International.

In contrast to other municipalities, all actors identified by participants were thought to be aligned with the goal of R-CEFM.

#### Durga Bhagawati

Similar to participants in other municipalities, those in Durga Bhagawati highlighted GON actors as having the most influence in implementing SBC/CP activities to reduce CEFM. These included the Durga Bhagawati rural municipality government, the area police office, and the Multi-Sector Nutrition Program. An individual, Praful Mishra, was also identified as an influential actor. However, this individual was also thought to be neutral in terms of their support of the goal of R-CEFM.

Actors with the least influence in Durga Bhagawati included the local judicial committee, the health teacher of the secondary school, and the Adventist Development and Relief Agency (ADRA) Nepal.

In addition to Praful Mishra, other actors that were thought to be neutral with regard to the goal of R-CEFM were the Saraswati Secondary School, the health teacher of the secondary school, and ADRA Nepal.

## Linkages

An analysis of the linkages across actors in the network showed that, at the municipality level, government actors were the most connected. CBOs, local NGOs, and influential individual actors had the fewest connections. While the constitution of the participants in this mapping exercise may have affected who was considered to have the greatest influence on R-CEFM, participants across municipalities were diverse and from multiple organizations, and decisions were made through consensus and facilitated by the R-CEFM Project to ensure equitable engagement and participation. Consistency across municipalities suggests a similar perception among participants in these settings that government actors have significant influence.

In Jaleshwar, Rautali Youth Club as well as Jaleshwar municipality and Radio Rudraksha had the highest number of connections with other actors. However, this large network contained a number of actors that were not well connected. The actors with the fewest number of connections included:

- Ward women's groups
- Ethnic leaders
- Religious leaders
- Beti Padhau, Beti Bachau<sup>4</sup>

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<sup>4</sup> It is important to note that Beti Padhau, Beti Bachau was identified as an actor at the municipality level in Jaleshwar, despite the fact that it is a province-level program. The lack of connection of Beti Padhau, Beti Bachau with other actors at the municipality level suggests that this province-level program may not have as many connections with collaborating organizations and actors at the local level.

In comparison, participants in Pipara indicated that Pipara rural municipality had the most connections with other actors, followed by the local police office and local schools. The actors with the fewest connections included journalists and Aasman Nepal.

In Rajpur, similar to Jaleshwar and Pipara, the municipality government was thought to have the most connections with other actors. Ajahar Alam also had a large number of connections compared with other actors. The actors with the fewest connections included three CBOs: Shiva Charcha Samuh, the Women's Rights Forum, and LAN and Reflection Group. Banat, a Muslim girls school, was also thought to have few connections with other actors working in the network to address CEFM.

In Loharpatti, the Loharpatti municipality, area police, and the community school had the most connections with other actors. In contrast to these connected GON actors, NGOs and local CBOs were less connected. For example, the Nepal Red Cross Society, Ratauli Youth Club, and local mothers' groups had few connections with others working to implement SBC/CP programs to address CEFM.

Evident in Matihani was that, although the Matihani municipality had the most connections with other actors, there were few connections between others in the network. A number of local CBOs/CSOs were thought to have few connections, including local child clubs, ethnic leaders, Jaleshwarnath FM, or Radio Rudraksha.

In Durga Bhagawati, as in other settings, the local government actors (Durga Bhagawati municipality and Women and Children's section) had the highest number of connections with other actors working to address CEFM. Those actors with the fewest connections included ADRA Nepal as well as other influential individuals such as Praful Mishra, Shambhu Singh, and Rabindra Jha.

#### Financial Linkages

See Annex 1 for a visualization of financial linkages. In Jaleshwar, NGO and GON actors were often the source of funding for one another. Ratauli Youth Club and the Sahaj Project both provided financial support to other actors such as the Jaleshwar municipality, the Women and Children Service Center, or the local police office. Ratauli Youth Club also had a financial relationship with child clubs and the CP committee in Jaleshwar. GON actors also had financial relationships with each other. For example, the municipality was linked financially with the ward office.

A similar trend was identified in Pipara, where organizations identified as NGOs, such as Save the Children or Ratauli Youth Club, were thought to have financial relationships with GON actors. In Pipara, however, the Pipara rural municipality had the largest number of financial relationships with other actors, including other GON actors (e.g., local police office, local schools, ward offices, or primary health care centers) as well as other actors such as ethnic leaders or journalists.

In Rajpur, the Rajpur municipality was the primary source of funding of other organizations and government actors. They had strong financial relationships with women's health volunteers and the education section, as well as weaker financial relationships with a number of NGOs including RDC Nepal, Madrasa Mahamudiya, Nepal Local Development Center, Manabata Ko Sandesh, Banat (a Muslim girls

school), and Aasman Nepal. Aasman Nepal was also linked financially with two CBOs: LAN and Reflection Group and the Women's Rights Forum.

In Loharpatti, the municipality was the sole source of funding, with financial relationships identified between the Loharpatti municipality and other governmental actors (e.g., women's health volunteers, the community school, and the ward office) as well as Loharpatti Youth Club.

In comparison with other municipalities, the Matihani municipality was thought by participants to have financial relationships not only with other governmental actors (e.g., the local secondary school and primary health care center), but also with local NGOs (Nepal Red Cross Society) and local CBOs/CSOs. Numerous financial relationships were identified between the Matihani municipality and local CBOs/CSOs, including child clubs, the local cooperative, Radio Rudraksha, journalists, mothers' groups, Jaleshwarnath FM, and ethnic leaders. Participants in Matihani also identified other financial relationships in this network, with the primary health care center being financially connected with both journalists and Jaleshwarnath FM. In fact, journalists had financial relationships with the municipality, the primary health care center, and Radio Rudraksha.

As in other municipalities, funding in Durga Bhagawati rural municipality came from governmental actors. In fact, financial relationships identified by participants were primarily between governmental actors. For example, the rural municipality had a financial link with the local judicial committee, the Women's and Children's section, the Saraswati Secondary School, as well as the health teacher in the local secondary school. The Multi-Sector Nutrition Program was also a source of funding for the Women's and Children's section as well as the health teacher of the local secondary school. Unlike in other municipalities, UNICEF was also identified as having an important financial relationship with the local Women's and Children's section in Durga Bhagawati.

#### Technical Linkages

See Annex 1 for a visualization of technical linkages. In Jaleshwar, NGOs provided technical support or assistance primarily to GON actors and, especially for Ratauli Youth Club and CBOs. Ratauli Youth Club, WOREC, Women Awareness Group, and Aasman Nepal had many technical relationships with select GON actors. For example, Ratauli Youth Club, WOREC, Creative Women Awareness Group, and Aasman Nepal had technical relationships with local police offices. The Women Awareness Group and Aasman Nepal also had technical relationships with secondary schools and the Women and Children Service Center. The Women Empowerment Mission was also identified as having important technical relationships with Jaleshwar municipality as well as with ward offices. Few technical relationships were identified between NGOs, particularly the less influential NGOs, or between NGOs and actors such as ethnic leaders, religious leaders, and parents.

In Pipara, the vast majority of technical relationships were identified between GON actors. Pipara rural municipality received technical support/assistance or provided that support or assistance to other GON actors such as the local police office, local schools, ward offices, or primary health care centers. The R-CEFM Project was the only NGO with a technical relationship with a GON actor.

In Rajpur, few technical relationships existed between actors working to implement SBC/CP programs to address CEFM. Local NGOs provided technical support to other NGOs or to government actors. At the same time, government actors either provided technical support or assistance to other government actors or to local NGOs. For example, the Education section of the Rajpur municipality and RDC Nepal both provided and received technical support from one another, with (1) the Education section then providing technical assistance to the community learning center and (2) RDC Nepal then providing technical support/assistance to Madrasa Mahamudiya and Banat. Both the Rajpur municipality and Aasman Nepal provided technical support to local women's health volunteers.

In comparison with participants in Rajpur, those in Loharpatti identified numerous technical relationships in the network working to implement SBC/CP programs to address CEFM. The majority of these technical relationships were bidirectional between the municipality and other government actors, local NGOs, or local CBOs/CSOs. Other technical relationships included those between mothers' groups and the ward office as well as those between the community school and local CBOs/CSOs such as Ganesh Thakur, child clubs, and guardians.

As in Loharpatti, technical relationships in Matihani were dominated by government actors, particularly the local municipality. The Matihani municipality had technical relationships with local NGOs, such as the Nepal Red Cross Society and the Ratauli Youth Club, as well as local CBOs/CSOs (e.g., the local cooperative or journalists). At the same time, they also provided technical support/assistance to other government actors (the local secondary school, women's health workers, and the primary health care center). The primary health care center was also an important source of technical support/assistance for women's health workers and mothers' groups.

In Durga Bhagawati, the Women's and Children's section was considered to benefit from a number of technical relationships with INGOs (e.g., UNICEF or World Vision) as well as NGOs (e.g., Aasman Nepal) and government actors (e.g., the Durga Bhagawati rural municipality and the Multi-Sector Nutrition Program). The Durga Bhagawati municipality provided technical support/assistance to other government actors as well, including the local judicial committee and the Multi-Sector Nutrition Program. They were also the recipient of technical support from actors such as Rautahat FM and the area police office.

#### Coordination and Collaboration

See Annex 1 for a visualization of coordination and collaboration linkages. In Jaleshwar, coordination occurred mainly between NGOs and GON actors, with CBOs and other actors often lacking connections. Ratauli Youth Club, Women Empowerment Mission, and Radio Rudraksha and Youth Network for Peace and Development (YNPD) Mahottari had a high number of coordination/collaboration relationships with GON actors. In addition, WOREC coordinated/collaborated with both Ratauli Youth Club and YNPD Mahottari, but such coordination between NGO actors was less common.

In comparison with Jaleshwar, coordination/collaboration relationships were commonly cited within the network of actors involved in activities to reduce CEFM. Actors with the largest number of links,

suggesting greater collaboration and coordination, included the local police office, Pipara rural municipality, local schools, and ward offices. Save the Children was identified as collaborating with Ratauli Youth Club as well as the Pipara rural municipality, the local police office, and the R-CEFM Project. Other actors, such as ethnic leaders, children’s guardians, and journalists, were cited as coordinating and collaborating with GON actors, but not often with NGOs.

In Rajpur, coordination or collaboration was common among individuals identified as influential actors (e.g., Ajahar Alam, Maulana Abdul Ajij, or Maulana Sauka Ali) and NGOs (e.g., Madrasa Mahamudiya, the Nepal Local Development Center, Manabata Ko Sandesh, or even the more influential RDC Nepal). Other examples of coordination or collaboration were documented between the Rajpur municipality and other government actors (e.g., area police office, women’s health volunteers, or the Education section). Little coordination or collaboration with CBOs was documented within this network in Rajpur.

In comparison, in Loharpatti, the Loharpatti municipality coordinated not only with other government actors, but also with NGOs such as the Loharpatti Youth Club, the Nepal Red Cross Society, or the R-CEFM Project (identified as an NGO by participants, despite it being an implementing partner). Coordination and collaboration were evident among other partners within this network. For example, the area police coordinated with CBOs/CSOs such as Pandit/Maulbi or social leaders as well as Aasman Nepal and other government actors. The community school was also interconnected with local CBOs/CSOs, government actors, and NGOs.

In Matihani, coordination and collaboration primarily took place between the Matihani municipality and local NGOs, CBOs/CSOs, and other government actors. While participants thought that NGOs coordinated with one another, there was minimal coordination or collaboration between other actors in the network regarding implementing SBC/CP programs to address CEFM.

Similar trends were observed in Durga Bhagawati, with coordination or collaboration occurring between the rural municipality government and other government actors (e.g., Women’s and Children’s section, Multi-Sector Nutrition Program, Saraswati Secondary School, Area Police Office, or local judicial committee), INGOs (e.g., ADRA Nepal), or NGOs (e.g., Narayani Women’s Development). Rautahat FM was a private organization that coordinated with numerous actors, including UNICEF, the municipality, and influential individuals including Shambhu Singh and Praful Mishra.

### Social Network Analysis: Influence, Connections, Closeness, and Betweenness

A graph of actors based on their influence and connections is shown in Annex 1. The actors with a high influence in the network, but lacking significant connections, across the six municipalities are highlighted below.

- Jaleshwar: Women and Children Service Center, WOREC, Aasman Nepal, and the District Administration office
- Pipara: Ward offices and Save the Children

- Rajpur: Area police office, Aasman Nepal, women’s health volunteers, Education section of the municipality, and RDC Nepal
- Loharpatti: Ratauli Youth Club, R-CEFM Project, ward office, and the community school
- Matihani: Secondary school, mothers’ groups, and women’s health workers
- Durga Bhagawati: Praful Mishra (individual), area police, and the Multi-Sector Nutrition Program

### Closeness

The actors identified as being closely linked with other actors in their network across the six municipalities are highlighted below.

- In Jaleshwar, multiple actors were closely linked with other actors in the network. This included Jaleshwar municipality, the Women and Children Service Center, ward offices, local police offices, WOREC, Ratauli Youth Club, Radio Rudraksha, and YNP Mahottari.
- In Pipara, the network developed by participants was also close knit, with the Pipara rural municipality most closely linked with other actors in the network.
- In Rajpur, the Rajpur municipality and an individual, Ajahar Alam, were most closely linked with other actors in this closely connected network.
- Similar to other municipalities, the Loharpatti municipality was most closely connected with other actors in the network. At the same time, the community school and area police were also closely linked with others in the network.
- In Matihani and Durga Bhagawati, the networks were close-knit, with most actors similarly connected to one another throughout the network. Overall, the municipality governments in each municipality were the most closely linked with other actors identified as important in the implementation of SBC/CP activities to address CEFM.

### Betweenness

The actors with important connecting roles, and thereby connecting other actors that may not necessarily be directly connected to each other, are highlighted below for the six focal municipalities.

- In Jaleshwar, Ratauli Youth Club, Jaleshwar municipality, and WOREC played the most important connecting roles by linking other actors that may not necessarily have relationships with one another.
- In Pipara, Pipara rural municipality, the local police office, and local schools played the most important connecting roles by linking other actors that may not necessarily have relationships with one another.
- In Rajpur, the Rajpur municipality, Aasman Nepal, and Ajahar Alam connected other actors that did not necessarily have direct relationships or linkages between them.
- In Loharpatti, the municipality also played an important connecting role. In addition, the community school and area police served this important role in connecting actors not directly connected in the network.

- In Matihani, actors were often linked with Matihani municipality but not to other actors. As a result, the Matihani municipality played an essential role in connecting actors that were not directly linked.
- The Durga Bhagawati rural municipality as well as other government actors (e.g. Women’s and Children’s section or the local judicial committee) were important go-betweens for actors not directly linked with one another. Rautahat FM also played an important connecting role in this network.

## Ward exercises

Figure 11 shows the Net-Map developed by participants at the ward level (Jaleshwar, ward 5) identifying actors that influence SBC/CP activities to reduce CEFM and their formal and informal linkages.

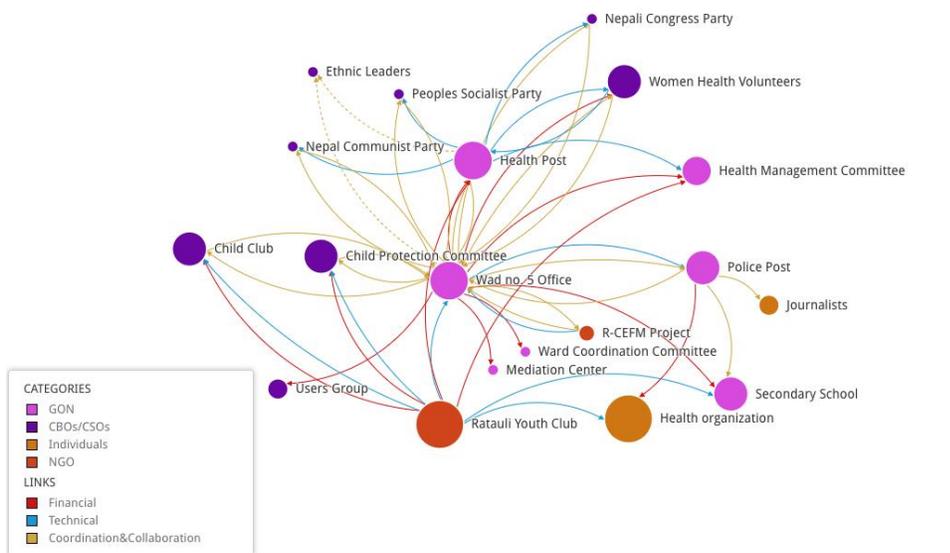


Figure 11. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the ward level (Jaleshwar ward 5).

Figure 12 shows the Net-Map developed by participants at the ward level (Pipara, ward 4) identifying actors that influence SBC/CP activities to reduce CEFM and their formal/informal linkages.

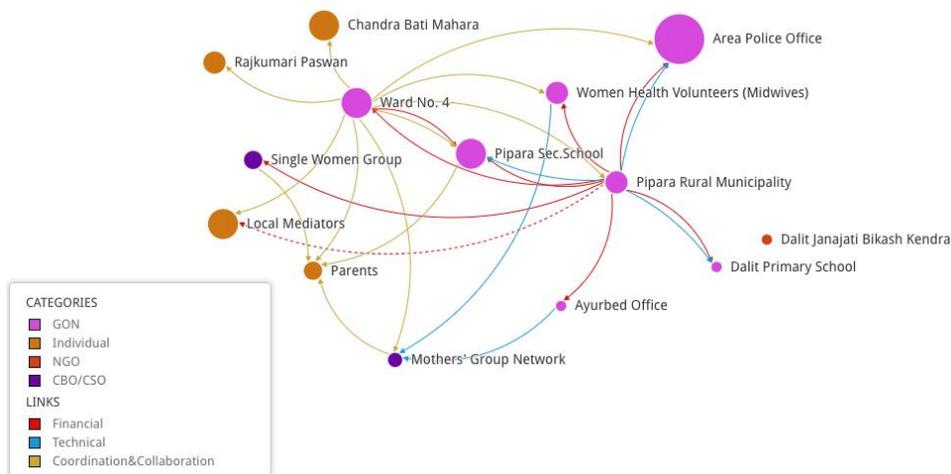


Figure 12. A digitized Net-Map that emerged after a participatory workshop conducted with stakeholders at the ward level (Pipara ward 4).

## Actors

According to participants at the ward level in Jaleshwar (ward 5) and Pipara (ward 4), actors who played a role in SBC/CP activities included GON, NGOs, and CBOs. In Jaleshwar, ward 5, the actors with high influence over these activities included the Ratauli Youth Club, specific individuals in a health organization, the ward 5 office, and the local health post.

In comparison, participants in Pipara, ward 4, identified fewer actors that played important roles in implementing SBC/CP activities to reduce CEFM. In Pipara, the local police office, ward 4 office, local mediators, local secondary school, and Chandra Bati Mahara were the actors with the highest influence.

In Jaleshwar, actors with the least influence included local political parties (People's Social Party, Nepali Congress Party, and Nepal Communist Party), as well as the mediation center,<sup>5</sup> ethnic leaders, and the ward coordination committee.

Similarly, actors with the least influence in Pipara, ward 4, included the mothers' group network, the Dalit primary school, the Ayurved Office, and Dalit Janajati Bikash Kendra.

According to participants in Jaleshwar, ward 5, there were five actors that were important in the larger network of stakeholders that influence SBC/CP activities to reduce CEFM but who were neutral with

<sup>5</sup> Mediation centers are spaces where disputes are resolved via dialogue between two parties that is facilitated by facilitators. Although these facilitators are trained, they may not necessarily possess a law degree. Disputes may be within the family or the community. As a result, given their potential involvement in disputes about CEFM, mediation centers could be an important actor with which the project could work. Mediation centers could facilitate dialogues about CEFM between different disputing parties or share best practices for how to do so.

regard to the goal of R-CEFM. These included journalists as well as ethnic leaders and the three political parties mentioned above.

In Pipara, ward 4, six actors were considered to be neutral in terms of their alignment with the goal of R-CEFM:

- Women’s health volunteers (midwives)
- Parents
- Mothers’ group network
- Dalit primary school
- Ayurved Office
- Dalit Janajati Bikash Kendra

As identified in other workshops, those actors who tended to have less influence were also often less strongly aligned with the goal of R-CEFM.

## Linkages

An analysis of the linkages across actors in the network showed that, at the ward level, NGOs and government actors were the most connected.

In Jaleshwar, ward 5, the ward 5 office and the local health post had the highest number of connections with other actors. Within this large network, however, a number of actors were not well connected. The actors with the fewest number of connections included:

- Mediation center
- Ward coordination committee
- Journalists
- Users’ group

In comparison, participants in Pipara, ward 4, indicated that ward 4 office and the Pipara rural municipality had the most connections with other actors, followed by the local secondary school. The actors with the fewest connections included Dalit Janajati Bikash Kendra, Rajkumari Paswan, and Chandra Bati Mahara.

## Financial Linkages

See Annex 1 for a visualization of financial linkages. In Jaleshwar, ward 5, financial relationships connected GON actors primarily to CBOs (e.g., users’ group or women’s health volunteers), NGOs (e.g., Ratauli Youth Club), or individuals (e.g., health organization). The ward 5 office had the most financial relationships with other actors, primarily other GON actors such as the health post, health management committee, secondary schools, the ward coordination committee, and the mediation center.

In comparison, in Pipara, ward 4, all financial relationships were between the Pipara rural municipality and other actors (e.g., GON actors such as local police office, women’s health volunteers [midwives], Dalit primary school, Ayurved office, or the ward 4 office).

#### Technical Linkages

See Annex 1 for a visualization of technical linkages. In Jaleshwar, ward 5, relationships of technical support or assistance connected NGOs such as Ratauli Youth Club with CBOs as well as GON actors. Ratauli Youth Club had technical relationships with local child clubs, CP committees, a local health organization, secondary schools, and the ward 5 office. In addition, relationships consisting of technical support or assistance existed between the health post and political parties as well as women’s health volunteers.

In comparison with the ward level in Jaleshwar, few examples of relationships based on technical support or assistance were identified. These relationships existed between the Mothers’ Group Network and GON actors, including women’s health volunteers (midwives) and the Ayurved office. They also existed between the Pipara rural municipality and selected other GON actors, such as a secondary school and the local police office, but not all such actors. There were no technical relationships connecting GON to local NGOs or other local relevant actors.

#### Coordination and Collaboration

See Annex 1 for a visualization of coordination and collaboration linkages. Similar to other maps developed, coordination or collaboration existed primarily between the local GON actor—in this case, ward 5 office—and other actors. The ward 5 office had relationships in which they coordinated or collaborated with local CBOs and political groups as well as other GON actors (e.g., local police office) and the R-CEFM Project. Minimal coordination was identified across other actors, including with the highly influential Ratauli Youth Club.

In a similar way, coordination and collaboration at the ward level in Pipara (ward 4) primarily occurred between the ward 4 office and other actors. The ward 4 office coordinated with numerous actors including the local police office, women’s health volunteers (midwives), the local secondary school, the Pipara rural municipality, local mediators, parents, Rajkumari Paswan, and Chandra Bati Mahara. Parents were also found to coordinate with the single women’s group as well as the mothers’ group network.

#### Social Network Analysis: Influence, Connections, Closeness, and Betweenness

A graph of actors based on their influence and connections is shown in Annex 1. In Jaleshwar, ward 5, the network had numerous actors with high influence but no significant connections. These included the local health post, Ratauli Youth Club, other health organizations, the local police office, women’s health volunteers, child clubs and CP committees, secondary schools, and the local health management committee. In Pipara, ward 4, actors with high influence but fewer connections included the local police office, local secondary school, local mediators, and Chandra Bati Mahara.

- **Closeness:** In Jaleshwar, ward 5, multiple actors were closely linked with other actors in the network. However, the ward 5 office was most closely linked to other actors in the network. In Pipara, ward 4, the network developed by participants was also close-knit, with the ward 4 office being the most closely linked with other actors in the network.
- **Betweenness:** In Jaleshwar, the ward 5 office, the local police post, and the Ratauli Youth Club played the most important connecting roles by linking other actors that might not necessarily have relationships with one another. In Pipara, ward 4, the ward 4 office and Pipara rural municipality played the most important connecting roles by linking other actors that might not necessarily have relationships with one another.

# Discussion

The rapid mapping exercise facilitated by the R-CEFM Project brought together numerous stakeholders, across governmental organizations and NGOs, to discuss the formal and informal relationships that link actors working to implement SBC/CP activities to reduce CEFM. Participatory workshops enabled the R-CEFM Project to encourage local stakeholders to discuss not only the relationships that exist explicitly, but also the networks and dynamics that may remain unstated or informal but still play a fundamental role in activities being implemented on the ground. In the maps developed during these workshops, participants visualized and identified not only the actors and connections commonly discussed, but also those based on tacit or unspoken knowledge. By putting these together, the exercise opens new opportunities for program design that can address unspoken barriers to action that might exist within each context. In interpreting these maps, it is important to recognize that the actors, influence, goals, and linkages visualized reflect the unique perspectives and experiences of a small group of stakeholders, primarily GON and NGO stakeholders, at the provincial, municipal, and ward levels. As a result, they are not generalizable and may not reflect all perspectives.

A comparison of the maps that emerged across these different participatory workshops revealed clear themes that have implications for capacity-strengthening efforts moving forward in these settings. These themes are outlined below.

## Programmatic Implications

At the provincial, municipal, and ward levels, participants identified multiple actors involved in implementing SBC/CP activities to reduce CEFM. At the same time, they also noted the influence, both high and low, that these actors have in efforts to reduce CEFM at the province, municipal, and ward levels. Key conclusions include:

1. ***The most influential actors were sometimes common across settings.*** There were some actors that were identified at multiple levels, including Ratauli Youth Club, WOREC, ward offices, and schools.
  - a. Ratauli Youth Club: Municipality (Rajpur and Loharpatti) and ward (ward 5 in Jaleshwar)
  - b. WOREC: Province and municipality (Jaleshwar)
  - c. Ward offices: Municipality (Loharpatti) and ward (ward 5 in Jaleshwar and ward 4 in Pipara)
  - d. Schools: Municipality (Loharpatti and Matihani) and ward (ward 4 in Pipara)

However, these actors' connections and whom they collaborated with varied across settings and depended on where (i.e., province, municipality, or ward) each map was drawn. To facilitate the design and implementation of integrated approaches across wards and municipalities within Province No. 2 to reduce CEFM, improved coordination with these actors will facilitate the successful scale-up of initiatives across multiple settings within the province. A significant opportunity exists for these actors to work across levels to provide horizontal skills transfer and

joint meetings to encourage collaboration and coordination within and across province, municipality, and ward levels.

2. ***The most influential actors were not always consistent.*** At the province level, UN or INGO actors as well as province-level governmental actors were cited. In comparison, municipal and ward government bodies and local police offices only emerged as influential at the municipal and ward levels. Furthermore, in specific municipalities, individual actors—not government actors, NGOs, or CBOs, but specific individuals—emerged as influential, and these specific individuals varied by setting. This finding suggests that programmatic activities and advocacy must be strategic, with an adaptive approach designed and implemented in novel ways depending on the government level, ward, and municipality. For example, if the R-CEFM Project were to identify the need for a robust monitoring and evaluation system at the province level, based on gaps identified during capacity exercise and mentoring, the findings in the current report suggest that it would be critical to engage and advocate with UN or INGO actors to support such a system-strengthening approach. At the same time, we might assume that UN or INGO actors would be important actors to work with at all levels. However, activities at the local level to strengthen the implementation of local program monitoring activities, for example, would perhaps require partnership and engagement with more local government bodies and specific individuals rather than larger INGOs. As a result, depending on the level of programmatic intervention, these maps provide suggestions for the actors that R-CEFM Project can work with to gather consensus, establish partnerships, and coordinate efforts.
3. ***Not all actors were considered important at all levels.*** At both the municipal and ward levels in both Pipara and Jaleshwar, police, schools, ethnic leaders, and parents emerged as actors in maps. Police and schools were commonly cited across focal municipalities. However, these groups were not mentioned at the province level. Political parties became important actors at the ward level, but they were not mentioned at municipal or provincial levels. These findings demonstrate distinct differences in lived realities among participants at each level. Ethnic and religious leaders, including specific individuals, were identified in some municipalities as either neutral or against the goal of R-CEFM (e.g., Jaleshwar). Other actors, such as political parties, were also considered to be neutral. At the municipality and ward levels, the inclusion of actors that played a role in activities to address CEFM but were not strongly aligned with the goal of R-CEFM reflects the complexities of and opposition to programmatic activities to reduce CEFM face in local communities. In settings, such as Jaleshwar or elsewhere, where such actors emerge in maps, these findings point to the need for (1) advocacy and focused efforts with such actors to understand their perspectives and motivations and (2) programs such as the R-CEFM Project to prioritize efforts to build connections and coordinate with the actors who *are* aligned with the goal of R-CEFM.
4. ***Actors' influence varied across settings.*** Across municipalities, perspectives differed regarding the influence that different actors had on implementing SBC/CP activities to address CEFM. While actors such as Aasman Nepal were highlighted as influential in Jaleshwar, for instance, they were thought to have little influence in Loharpatti. Similar variations were observed

regarding CBOs such as mothers' groups. While multiple municipalities cited such groups as having low influence, in Matihani, mothers' groups were considered to be a highly influential actor in efforts to address CEFM. These variations highlight the importance of context in helping to identify those stakeholders and organizations with whom it would be most effective to partner to have the greatest impact at the local level.

5. ***Not all actors were thought to be influential and not all were aligned with the goal of R-CEFM.*** Ethnic leaders and parents, for example, as well as local political parties were commonly identified as having little influence—and often as having less alignment with the goal of R-CEFM. By acknowledging how well different actors are in alignment with the goal of R-CEFM, programs can prioritize and segment audiences for targeted trainings and workshops based on their attitudes related to CEFM, for example, and use different approaches and objectives as needed. While actors aligned with the goal of R-CEFM could be identified as critical partners to take ownership of the agenda and move it forward, this mapping exercise demonstrated both widespread neutrality and/or opposition toward the goal of R-CEFM at the municipal level. In some settings, such as Loharpatti, specific individual actors have been identified that could be encouraged to participate in community-based activities related to R-CEFM. However, in other settings, participants highlighted ethnic or religious leaders more broadly. More detailed investigation in these settings of who, on an individual level, could or should be participating in programmatic activities is needed.
6. ***CP structures, both formal and informal, emerged as principal actors across province, municipality, and ward-level maps.*** However, the functioning of these structures in the six focal municipalities and two wards where this mapping exercise was conducted must be acknowledged. In the wards and municipalities where the R-CEFM project is working, child rights committees, which are charged with working to reduce CEFM, are still not formed. Although participants have highlighted the importance of these committees, they are not functional. Other formal and informal structures, although relevant to and involved in activities to reduce CEFM, do not prioritize CEFM in their programs. A significant need exists to strengthen the current system and implement national policies related to CP by supporting the formation and functioning of these committees to improve the influence of these actors who have a mandate to address CEFM in their communities.

The relationships that key actors had with one another varied based on financial support, technical support, and coordination or collaboration. The following trends were evident across maps:

1. ***Unsurprisingly, GON and NGOs dominate funding.*** Across levels, governmental actors as well as INGOs and local NGOs dominated financial relationships, either as recipients or providers of financial support. Actors working to reduce CEFM, including the R-CEFM Project and key stakeholders, should explore if other funding mechanisms that could complement these existing structures are available. According to the maps developed at the province, municipal, and ward levels, the centralization of such funding relationships meant that while participants identified numerous NGOs or CBOs/CSOs that played a role, either large or small, in SBC/CP activities to

reduce CEFM, these actors often did not benefit from financial support. Additional funding to NGOs or CBOs/CSOs not already receiving funding could diversify the support received by actors working to reduce CEFM at the local level. Finally, few UN or INGO actors were identified at the municipal and ward levels, and participants therefore identified minimal funding relationships outside those dominated by local municipal or ward-level government bodies. This may be due to the participants being unaware of the influence of larger funding relationships. If that is the case, greater clarity on funding relationships could improve opportunities for actors to coordinate efforts across municipalities and wards. If that is not the case, novel opportunities may exist to fund organizations not currently receiving support for efforts to reduce CEFM. Further investigation of these specific funding relationships could provide the necessary clarity in these settings to guide next steps in investments.

2. ***Technical relationships with GON exist, but fewer are present across NGOs or across CBOs.***

Technical relationships were mostly commonly cited between GON and NGO actors. NGO actors were rarely connected to one another, suggesting that little technical support or assistance is provided within and across NGOs. In addition, few local CBOs or NGOs received technical support from multiple sources. Often, such support would be dominated by a single INGO or NGO. Significant opportunities exist for strengthening the network by establishing opportunities for horizontal skills transfer.

3. ***Some actors had few connections with other actors.*** In Jaleshwar, for example, mediation centers were identified as important actors, but they had few connections with others working to reduce CEFM. Given the role of the mediation center in addressing disputes, mediators and the mediation center could play an important role in facilitating dialogues on CEFM disputes or helping community members to develop important skills in conflict resolution that could be applied to CEFM. Similar opportunities with other actors exist in Jaleshwar and other municipalities. The R-CEFM Project should consider the opportunities and challenges associated with engaging these actors and whether strengthening the connections between them and other actors could improve efforts to reduce CEFM.

4. ***Coordination and collaboration are major gaps.*** While most participants at the province, municipal, and ward levels indicated that coordination between NGOs and principal GON actors (e.g., MOSD, municipalities, and ward offices) existed, less influential GON actors often lacked connections with NGO actors. At subprovincial levels, provincial and federal GON actors were not identified as influential (e.g., at the municipal and ward levels, MOSD and federal GON actors did not appear). Coordination must foster direct linkages between NGOs and between UN/INGO actors working at the province, municipality, and ward levels. For example, while participants in Pipara included more examples of coordination between different actors in the network to reduce CEFM, minimal examples of linkages existed across NGOs. Some CBOs working to reduce CEFM remain left out. Greater coordination and collaboration across key actors and across government levels is imperative.

To understand where to start, it can be helpful to consider the intersection between an actor’s influence and connections. This segmentation process can be useful in identifying with whom and how to coordinate and collaborate in a given network.

Figure 13 shows a way to segment actors for capacity-strengthening activities based on their level of influence and connections with other actors.

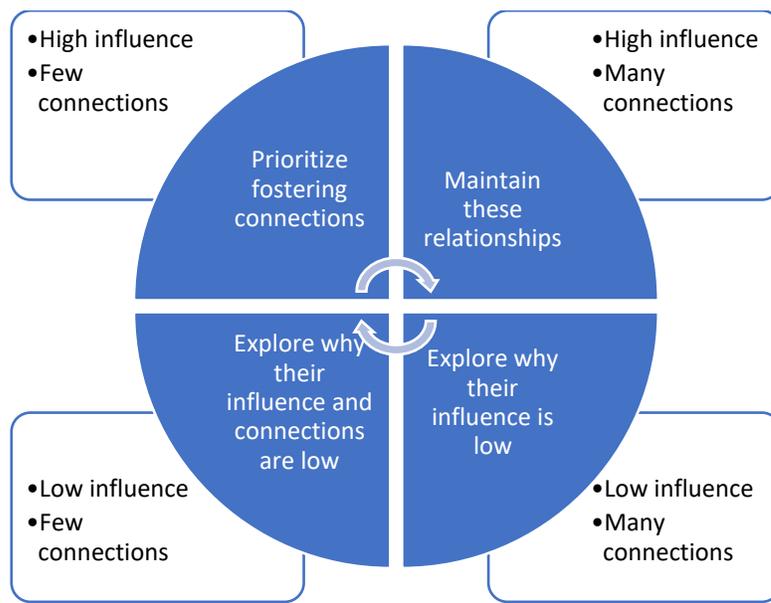


Figure 13. Matrix of influence and connections to segment audiences and strategies for capacity-strengthening activities.

Key insights from this matrix include:

1. For those actors with high influence and many connections, programs should prioritize maintaining these relationships and partnering with these actors when designing and implementing capacity-strengthening activities. Participants in the mapping exercises identified local government bodies at each level as the actors with high influence and many connections, from the province to the municipality to the ward. Participants at the province level highlighted province-level governmental stakeholders, but not those at the municipality or ward levels. Participants at the municipality prioritized government actors at the municipal level, but not those at the province or ward levels. A similar pattern was identified at the ward level. These perspectives reflect differences in lived realities of stakeholders at each level. While these perspectives differ and could be seen as contradictory, the truth is likely a combination of each of these lived realities. As a result, working to reduce CEFM in Province No. 2 as a whole requires engagement of not only government stakeholders at the province level, but also those at all levels of government across settings.
  - a. At the province level, this engagement includes MOSD.
  - b. At the municipality level, it would include:
    - i. Jaleswhar: Women and Children Service Center

- ii. Pipara: Pipara rural municipality, area police office, and local schools
    - iii. Rajpur: Rajpur municipality
    - iv. Loharpatti: Loharpatti municipality
    - v. Matihani: Matihani municipality
    - vi. Durga Bhagawati: Durga Bhagawati rural municipality
  - c. At the ward level, this engagement would include the ward offices.
- 2. For the actors with high influence but few connections, programs should prioritize identifying opportunities to foster connections between these actors and others within the network.
  - a. At the province level, for example, the connections would include UNICEF, Save the Children, WOREC, VSO, SAMAGRA, Mukti Nepal, and UNFPA.
  - b. At the municipality level, they would include:
    - i. Jaleswhar: Women and Children Service Center, WOREC, Aasman Nepal, and the District Administration office
    - ii. Pipara: Ward offices and Save the Children
    - iii. Rajpur: Area police office, Aasman Nepal, women’s health volunteers, Education Section of the municipality, and RDC Nepal
    - iv. Loharpatti: Ratauli Youth Club, R-CEFM Project, ward office, and the community school
    - v. Matihani: Secondary school, mothers’ groups, and women’s health workers
    - vi. Durga Bhagawati: Praful Mishra (individual), area police, and the Multi-Sector Nutrition Program
  - c. At the ward level, this would include actors such as the health post, Ratauli Youth Club, other health organizations, the local police office, female community health volunteers, child clubs and CP committees, secondary schools, and the local health management committee (Jaleshwar, ward 5) or the local police office, local secondary school, local mediators, and Chandra Bati Mahara (Pipara, ward 4).
- 3. For the actors with low influence, but still noted as playing a role in the network of stakeholders influencing SBC/CP activities to reduce CEFM, further exploration is needed to understand the barriers that limit their influence and whether these actors can or should have greater influence in the network. Some actors, such as local radios (see ward-level findings), may not need greater influence. Others, such as schools or organizations working to address gender equity and social inclusion, could perhaps have greater influence. Others still may not have significant influence in light of their opposition to the goal of R-CEFM. As part of this investigation, further understanding of the ongoing inequities and power dynamics at the local level is needed. For example, in Pipara (ward 4), organizations working with Dalit communities were identified as playing an important role in the network, but their influence was low and connections few. Further exploration of why this is the case will highlight opportunities to strengthen their role in efforts to implement SBC/CP activities to reduce CEFM in Nepal.

## Conclusion

This report summarizes emergent findings from a rapid mapping exercise facilitated by the Nepal R-CEFM Project in Province No. 2. Drawing on data collected from participatory workshops conducted with provincial stakeholders in six focal municipalities and two select wards within Jaleshwar and Pipara, this report summarizes key actors working to reduce CEFM in Province No. 2. Influential and noninfluential actors, their relationships with one another, and their alignment with the goal of R-CEFM were summarized across governmental level and compared to identify actionable strategies for future capacity-strengthening activities.

**End**