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ASSESSMENT OF DEVELOPMENT RESULTS NEPAL
EVALUATION OF UNDP CONTRIBUTION

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EVALUATION OF UNDP CONTRIBUTION NEPAL

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ASSESSMENT OF DEVELOPMENT RESULTS: NEPAL

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FOREWORD

This is the report of an independent country-level evaluation called the Assessment of Development Results (ADR) in Nepal, conducted by the Evaluation Office of the United Nations Development Programme (UNDP). This evaluation examined the relevance and strategic positioning of UNDP support and its contributions to the country's development results from 2002 to 2011. It assessed UNDP's interventions under the programme areas of peacebuilding, recovery and reintegration, transitional governance, inclusive growth and sustainable livelihoods, energy and environment, and disaster risk management.

This is the first evaluation in Nepal that looked at UNDP's contribution over an extended period of 10 years, and it offers a wealth of analysis and a comprehensive set of lessons for UNDP. Assessing UNDP's contributions and strategic relevance was a complex undertaking since the period covered by this evaluation (2002-2011) was one of the most dynamic and challenging periods in Nepal's history. Armed conflict intensified over the period, culminating in the People's Movement II, which restored parliament and sidelined the 240-year monarchy, which was eventually abolished in May 2008. This was followed by the first session of the newly elected Constituent Assembly (CA). Throughout this turbulent period, UNDP needed to adjust and respond to fast-changing needs and fluid situations while managing a notable expansion of its programme. In analysing the data collected, it was imperative for the ADR team to understand the constraints and imperatives which influenced the design and implementation of UNDP-supported programmes and attainment of expected outcomes. Rich insights and knowledge of national development challenges brought by the Nepali team specialists helped ensure the profound understanding of national context and relevance of evaluation findings and recommendations.

The evaluation found that UNDP remained highly relevant to the national priorities despite difficult and uncertain circumstances. UNDP was able to do so by closely monitoring political developments and conducting conflict analysis. UNDP's ability to leverage its comparative strength of political neutrality also allowed the organization to remain relevant. UNDP's neutrality is valued by the Government, stakeholders and development partners, particularly in the politically sensitive areas of peace building and the constitution. During the height of the conflict, UNDP gained acceptance and credibility among communities that could not be reached by international donors or by government officials. The evaluation acknowledges that UNDP's presence in the field throughout the review period was greatly appreciated by communities and by the Government. In particular, its deliberate efforts to address the key issues of gender and social inclusion have been seen as valuable.

The findings and recommendations of this evaluation remind UNDP of the need to continuously monitor political developments and maintain community-level presence, establish strong partnerships with and beyond the Government for the ownership of development results, and continuously improve both substantive and administrative capacity of the organization. The Evaluation Office sincerely hopes that this evaluation will support ongoing and future efforts by UNDP in Nepal, and by corporate UNDP at large, as they continue to walk alongside the Government of Nepal and national partners on their journey towards wealth creation and the achievement of ever-higher levels of human development for the people of Nepal.

Juha I. Uitto
Deputy Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
APR	Annual Progress Report
AusAID	Australian Agency for International Development
AWP	Annual Work Plan
BCPR	Bureau for Crisis Prevention and Recovery
CA	Constituent Assembly
CAC	Citizen Awareness Centre
CBS	Central Bureau of Statistics
CCA	Common Country Assessment
CCD	Centre for Constitutional Dialogue
CCF	Country Cooperation Framework
CEDAW	Convention for Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CPA	Comprehensive Peace Accord
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPP	Conflict Prevention Programme
CRD	Central Registry Database
CSO	Civil Society Organization
CSUWN	Conservation and Sustainable Use of Wetlands in Nepal
DANIDA	Danish International Development Agency
DDC	District Development Committee
DEX	Direct Execution Modality
DFID	Department for International Development (UK)
DIM	Direct Implementation Modality
DLGSP	Decentralized Local Governance Support Programme
EAFS	Enhancing Access to Financial Services
ECN	Election Commission of Nepal
FAO	Food and Agriculture Organization
GDP	Gross Domestic Product
GEF	Global Environment Facility
GFATM	Global Fund for AIDS, Tuberculosis and Malaria
GNI	Gross National Income
GoN	Government of Nepal
GIZ	German International Cooperation

HDR	Human Development Report
HIPC	Highly Indebted Poor Country
ILO	International Labour Organization
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
KERP	Koshi Early Recovery Project
LED	Local Economic Development
LGCDP	Local Governance and Community Development Programme
LRP	Livelihood Recovery for Peace
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MEDEP	Micro-Enterprise Development Programme
MoF	Ministry of Finance
MoLD	Ministry of Local Development
MoPR	Ministry of Peace and Reconstruction
NAPA	National Adaptation Programme of Action
NCASC	National Centre for AIDS and STD Control
NEX	National Execution Modality
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission of Nepal
NIM	National implementation modality
NPC	National Planning Commission
NPTF	Nepal Peace Trust Fund
ODA	Official Development Assistance
PPPUE	Public-Private Partnership for Urban Environment
REDP	Rural Energy Development Programme
RERL	Rural Energy for Rural Livelihoods
TRPAP	Tourism for Rural Poverty Alleviation Programme
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHABITAT	United Nations Human Settlements Programme
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund

UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women (Currently UN Women)
UNPTFN	UN Peace Trust Fund for Nepal
UNV	UN Volunteers
USAID	United States Agency for International Development
USD	United States Dollar
VDC	Village Development Committee
WB	World Bank
WCF	Ward Citizen Forum
WFP	World Food Programme
WHO	World Health Organization
WTLCP	Western Terai Landscape Complex Project

EXECUTIVE SUMMARY

INTRODUCTION

Assessments of Development Results (ADRs) are an independent evaluation of the United Nations Development Programme (UNDP)'s contribution to the development results in countries where the organization operates. This ADR examined UNDP Nepal's contribution and strategic positioning under the current Country Programme (2008-2010) and the Country Programme Action Plan (2008-2010), both extended to 2012, as well as the Country Cooperation Framework (2002-2006, extended to 2007). The findings and recommendations of the ADR will inform the new Nepal Country Programme Document (2013-2017).

UNDP's contribution to national development efforts was assessed against the following criteria: thematic relevance; effectiveness; efficiency; and sustainability. UNDP's strategic position was assessed against the following criteria: strategic relevance and responsiveness, making the most of UNDP's comparative strength, and promotion of UN values from a human development perspective.

Three in-country missions were conducted: a preparatory mission in February 2011; a scoping mission in April 2011; and the main mission from mid-May to June 2011. The ADR team conducted interviews with UNDP Nepal, other UN agencies in Nepal, the Government, civil society, independent thinkers, donors and beneficiaries in Kathmandu, as well as field visits in three regions. A national reference group of core ministries and representatives from civil society and the international donor community provided valuable inputs to the evaluation. The report was finalized after incorporating comments made at the final stakeholder workshop, held on 29 November 2011 in Kathmandu.

NATIONAL DEVELOPMENT CONTEXT

Nepal, with its population of 28 million, is situated between the world's two most populous countries: China and India. In 2006 Nepal emerged from a decade of civil conflict with the signing of the Comprehensive Peace Accord. Nepal is classified as a Least Developed Country and ranked 144 out of 182 countries by the Human Development Report 2009. Its human development indicators are improving and the country is likely to attain six of 14 MDG targets. The economy has grown at a rate slightly above 4 percent per annum between 2002 and 2010. Despite these positive signs, inequality between ethnic and caste groups continues to increase. Gender inequality and social exclusion remain a major challenge for the development of Nepal. The country is highly vulnerable to natural hazards such as floods, landslides and earthquakes.

External assistance plays an important role in Nepal, where 20 percent of the national budget comes from external assistance channelled through the Government. It funds nearly half of the Government's development expenditure. The volume of aid has increased in recent years and there are challenges with ensuring aid effectiveness.

MAJOR FINDINGS

UNDP's strategy and responses to the national priorities and development challenges need to be understood against the backdrop of a period of civil conflict (1996-2006) followed by an uneasy period of political transition since 2007. The programmes in the 2002-2007 period are aligned with the Tenth Plan of Nepal (2002-2006) that emphasized poverty reduction as the overarching goal. In the following programme cycle, UNDP aligned its programmes with the Three Year Interim Plan (2007-2010) and the Comprehensive

Peace Accord. The Country Programme (2008-2010) introduced programmes to support peace building in Nepal, as well as to deal with issues of gender inequality and social exclusion that were seen to be among the root causes of the conflict. There are four programme components, namely, Peacebuilding, recovery and reintegration; Transitional governance; Inclusive growth and sustainable livelihoods; and Energy and environment, and disaster management. The country office programme budget has increased over the two programme cycles, from over USD 15 million in 2002 to over USD 42 million in 2010.

THEMATIC RELEVANCE

Interventions have sought to address the urgent needs of communities during the conflict period, and the longer term issues such as supporting capacity development of institutions that are essential for consolidating peace, promoting democracy and developing the country. The range of livelihoods programmes supported by UNDP responds to the priority of poverty reduction, as expressed in the Tenth Plan and in the Three Year Interim Plan. UNDP programmes are also relevant for strengthening of governance of institutions at the national and local level. Following the years of conflict, strengthening the rule of law is a national priority and UNDP's projects in access to justice are relevant. Since Nepal has many environmental problems and is vulnerable to natural disasters, UNDP's interventions aimed at strengthening capacity in local communities as well as at the national government level have been relevant in responding to these challenges.

EFFECTIVENESS

The ADR found a number of demonstrable achievements in many of UNDP's programmes. Although the area of *peacebuilding and recovery* has been particularly challenging given the political sensitivity of the issues, UNDP has contributed substantively to capacity development of important institutions, namely, the Constituent Assembly, the Ministry of Peace and Reconstruction and the Election Commission of

Nepal. UNDP's role in the discharge of former combatants (minors and late recruits) is widely acknowledged. The democratic dialogues where UNDP worked in partnership with civil society raised awareness among communities about the constitution-development process. However, UNDP's effectiveness in this result area has been constrained by the incomplete peace process and incomplete constitution.

In the area of *transitional governance*, UNDP has made a good contribution to strengthening local governance and decentralization. Its Decentralized Local Governance Support Programme played an important role at the height of the conflict through supporting local communities to initiate and implement their own development activities. The innovative Public-Private Partnership Programme for Urban Environment has contributed to development of a national policy on public-private partnerships and such partnership projects have delivered some basic services to people in urban centres. Support to the National Planning Commission has contributed to mainstreaming the MDGs in national planning, though there are still challenges in localizing the MDGs. Developing sustained capacity of institutions at the national and local level has been difficult with the turnover of government officials.

UNDP's support has also contributed to law reform and modernization of the justice system. The use of alternative dispute resolution, in particular, mediation, has been adopted by the Supreme Court and court-annexed mediation has been institutionalized. Community-based mediation has provided many poor people, especially women, with access to justice that is timely and less costly than the formal justice system. However, the ADR found that these community mediation centres do experience challenges such as inappropriate use of mediation for serious criminal offences and the financial burden on volunteer mediations when cases take long to resolve. UNDP support to the National Human Rights Commission has enhanced its capacity to monitor human rights, investigate complaints

and report on human rights violations, but the Commission still faces many challenges including the slow resolution of complaints.

UNDP's *inclusive growth and sustainable livelihoods* portfolio has contributed to improving the livelihoods of a large number of households. The Micro-Enterprise Development Programme has developed and progressively refined an enterprise development approach that has now been adopted by the Government. UNDP has also contributed to improving access to finance for those people who cannot do so through banks. The ADR found many examples of women and young people improving their income through these enterprises. For many enterprises, though, sustainability is not imminent as they do not have access to larger markets. The Livelihoods Recovery for Peace is a new programme that targets the ultra-poor and socially excluded Dalits of the Terai region, and it is too early to assess its impact. A common problem with the livelihoods projects is that the resources are spread thinly across them.

With funding from DFID and the Global Fund for AIDS, TB and Malaria, UNDP has played a key role in supporting Nepal's national HIV/AIDS programme, particularly in building the capacity of organizations such as the National Centre for AIDS and STD Control and the Nepal Red Cross Blood Bank.

UNDP has made a substantial contribution in the area of *environment and energy*, supporting the development or revision of national policies and legislation. The community-based projects in energy and environment have provided valuable insights that have been fed into the policy development process, for example, Nepal's Climate Change Policy. UNDP has supported a number of biodiversity conservation initiatives aimed at improving the biodiversity outcomes for Nepal, balanced against the needs of communities adjacent to conservation areas to have sustainable livelihoods. There is still some way to go in achieving this balance – social capital has been developed, but communities face difficulties securing sustainable livelihoods.

UNDP has supported some work in the area of *disaster risk management*, but its approach for much of the period under review has been fragmented. Recognizing the importance of disaster risk management for Nepal, UNDP established a dedicated Disaster Risk Management Unit that became operational in 2011.

EFFICIENCY

The country office has worked on improving its efficiency. It established a Project Implementation Support Unit in 2010 to improve the efficiency of procurement for projects and introduced a number of initiatives to improve planning for procurement and communication between programme and operations colleagues in UNDP.

UNDP programme is dispersed over a wide array of issues in response to the many demands for assistance placed on the organization. There has been an endeavour to focus its programme portfolio and the number of projects has declined from 2007 onwards. Some parts of the portfolio, for example, governance, still lack focus. In the case of community-based projects, UNDP's approach has been to have wide coverage across as many districts as possible, rather than focus on a few project sites. Resources are thus spread thinly. As noted earlier, there are several livelihoods projects across the programme portfolio, but little coordination or exploitation of synergies.

SUSTAINABILITY

UNDP community-based interventions have sustainability challenges. They focus on the poorest and excluded sectors of Nepali society and these are people who have limited physical and social assets and who have had little or no prior opportunity to participate in development activities. Those who are relatively better off are better able to utilize the opportunities presented by these community-based interventions. The absence of elected local government threatens the sustainability of local governance interventions as UNDP is not able to develop long-term partnerships with local government.

STRATEGIC POSITION

UNDP's support over the two programme cycles has been relevant and responsive to the evolving national challenges and priorities as reflected in the national development plans of Nepal and the Comprehensive Peace Accord. UNDP flexibility and responsiveness is appreciated by the Government. Its flexibility and responsiveness are based on robust analysis of the country context and thorough risk analysis. The quality of project documents, annual work plans and reports reflect a deep understanding of the complexities of the situation and subject matter of the programme. UNDP has made good use of its global networks and corporate expertise in selected areas, for example, the Bureau for Crisis Prevention and Recovery and the UNDP Regional Centre in Bangkok, but has not leveraged its global expertise in the area of sustainable livelihoods.

Political neutrality and credibility with the major political parties are comparative strengths for which UNDP is widely recognized and has used effectively. During the conflict period UNDP, together with other UN agencies, could continue to implement its programmes in local communities. In the immediate post-conflict period, UNDP provided a mechanism through which support from international donors could be channelled and coordinated. UNDP also had the credibility to work with the Government and critical institutions such as the Constituent Assembly and the Election Commission.

UNDP has made a good contribution to UN coordination through, inter alia, its logistic support to the United Nations Mission in Nepal (UNMIN), its leadership and coordination of the UN Inter-Agency Rehabilitation Programme. In addition, it has built partnerships with a number of international donors, but has not engaged non-traditional donors and the private sector to any significant extent. It works with many non-governmental organizations, but its partnership with civil society falls short of its potential.

Gender equality and social inclusion have been at the heart of the UNDP programme and cuts across all programme components. Mainstreaming gender equality is evident, particularly in livelihoods programmes. However, there has been a tendency to focus on women's participation as programme beneficiaries and not sufficient attention to their participation in decision-making. While UNDP has made a conscious effort to target socially excluded groups including the ultra-poor, Dalits, Janajatis and Muslims, some socially excluded groups such as people with disabilities and people living with HIV/AIDS are not well-represented. Targeting the ultra-poor has not been easy – they have the least capacity to participate and programmes become captured by those who are slightly better off.

UNDP has facilitated South-South cooperation in some of its programmes, in the form of study tours, training, bringing international experts to Nepal, and dialogues between Nepal and India. South-South cooperation, however, is incidental to UNDP programmes in the absence of an over-arching strategy to articulate what cooperation should achieve in the Nepali context.

CONCLUSIONS

Conclusion 1: UNDP remained highly relevant to the national priorities and development challenges facing Nepal under difficult and fluid circumstances. UNDP did it successfully by closely monitoring the evolving environment and drawing on context analysis. Over the 2002–2011 period, UNDP has been unstinting in its support to the people and Government of Nepal, particularly in making deliberate efforts to address the issues of gender and social inclusion.

Conclusion 2: UNDP has made a strong contribution to Nepal's development results and has demonstrated results in many of the projects and programmes in its diverse portfolio. Some of these programmes have been adopted as policy or models by the Government and have attracted

support from other development partners and UN agencies.

Conclusion 3: UNDP has progressively improved its management and programme efficiency over the 2008-2010 period in the face of an expanding programme and fluid environment. It has taken positive steps to improve the efficiency of management aspects of its projects, including procurement and disbursement of funds. It has also strengthened its programme efficiencies through enhanced monitoring and evaluation function, although synergies between programmes in its portfolio can be improved.

Conclusion 4: The sustainability of development results achieved to date is fragile for reasons of limited resources, inherent challenges to sustainability in community-based projects, and constraints faced by the Government of Nepal to assume ownership or provide resources.

Conclusion 5: Capacity development has underpinned UNDP programmes and UNDP has contributed to developing the capacity of many individuals over the 2002-2011 period. Developing sustained institutional capacity has proven to be more elusive.

Conclusion 6: UNDP relies on partnerships with the Government, other UN agencies and a broad range of stakeholders, including international donors and civil society, to achieve development results. It has built solid partnerships with many government entities. However, the strength of its partnerships with international donors and CSOs is varied, and its engagement with the private sector and non-traditional donors has been limited to date.

RECOMMENDATIONS

Recommendation 1: UNDP's programme for the next cycle should be based on a sound prioritization of programmes in light of possible future budgetary reduction, but should be sufficiently flexible to respond to the emerging needs of Nepal as it enters the next phase of its transition. This should be underpinned by a rigorous process of contextual analysis, follow-up of recommendations that emerge from monitoring and evaluation, and enhanced efforts in documentation of lessons learned.

Recommendation 2: UNDP should continue with initiatives taken to improve programme and management efficiencies of its work, including enhancing synergies across its programmes and coordination between operations and programme units. The new business model should be reviewed and adjusted if necessary to ensure alignment with the next country programme.

Recommendation 3: UNDP should revise its approach to inclusive growth and sustainable livelihoods programmes with a view to enhancing the sustainability of development results. This should include gradually shifting emphasis to advocacy and policy advice, informed by the practical experiences of pilot initiatives. UNDP should support the Government to mobilize resources for scaling up promising pilot initiatives.

Recommendation 4: UNDP should develop a strategy for sustained institutional capacity development and government ownership, taking into consideration the fluid and fast-changing context of Nepal. Developing national capacity for maximum NEX/NIM implementation modality should be an integral part of the strategy.

Recommendation 5: UNDP should adopt a more systematic approach to South-South cooperation to sustain the benefits that can be derived from such activities.

Recommendation 6: UNDP should address the existing gaps in its partnerships. This should include broadening its partnership base to include the private sector and non-traditional donors and addressing concerns about its in-country resource mobilization strategy**.**

Chapter 1

INTRODUCTION

1.1 PURPOSE OF EVALUATION

The Evaluation Office of the United Nations Development Programme (UNDP) launched an Assessment of Development Results (ADR) in Nepal in 2010. An ADR is an independent country-level programmatic evaluation aimed at capturing and providing demonstrated evaluative evidence of UNDP's contribution to development results and UNDP's strategic positioning in Nepal. The overall goals of the ADR are to support greater UNDP accountability for development results to national stakeholders and partners in the programme country, to the UNDP Executive Board and to the public. The ADR is also expected to contribute to learning at the corporate, regional and country level. The results and recommendations of the ADR will be fed into the new Nepal Country Programme Document (CPD) 2013-2017 which will be prepared by the UNDP country office in agreement with the national Government and the Regional Bureau for Asia and the Pacific (RBAP). The ADR report will be made available to the UNDP Executive Board in June 2012 where the draft CPD will be tabled for discussion.

1.2 SCOPE OF EVALUATION

The ADR examined UNDP Nepal's strategic position and performance under the Country Programme Document (2008-2010) and the Country Programme Action Plan (2008-2010), both extended to 2012, as well as the Country Cooperation Framework (2002-2006, extended to 2007). The emphasis of the evaluation has been on the more recent programme from 2004 onwards. The evaluation included non-project activities of the UNDP office, for example, advocacy, knowledge sharing, partnership building, and inter-agency coordination.

UNDP's contribution to development results in Nepal was assessed from two perspectives, namely, UNDP's performance and its strategic position in Nepal. The assessment of UNDP's performance in achieving the intended programme outcomes used the following criteria:

- *Relevance*: The relevance of specific activities and projects to existing development needs.

- *Effectiveness*: The extent to which the intended results of UNDP interventions have been attained.

- *Efficiency*: The balance between the results achieved by the UNDP programme and the resources allocated to it.

- *Sustainability:* The likelihood that results and benefits generated through a set of interventions will continue once UNDP support is reduced or phased out.

The assessment of UNDP's strategic position considered how UNDP positioned itself in Nepal's policy and development agenda and the strategies it used to assist Nepal in meetings its development priorities and challenges. The following evaluation criteria were used:

- *Strategic relevance and responsiveness:* Relevance of UNDP interventions to the national development challenges and priorities and responsiveness to changes in the country context.

- *Use of comparative strengths:* UNDP's use of its comparative strengths in the Nepal context.

- *Promoting United Nations values from a human development perspective:* UNDP's support to national policy dialogue on human development issues, contribution to gender equality, and addressing equity issues.

These are standard criteria for UNDP ADRs and are explained in detail in the Terms of Reference in Annex 1.

In addition to these key criteria, the ADR analysed management issues to the extent that they explain the performance or the strategic position of UNDP Nepal. Examples of these include monitoring, evaluation, and knowledge management.

1.3   APPROACH AND METHODOLOGY

A team of four independent consultants and an Evaluation Office task manager conducted the evaluation. A preparatory mission was conducted by the task manager in February 2011 and the full terms of reference for the ADR was developed. During the preparatory mission, discussions were held with representatives of the Government of Nepal to play an enhanced role in the evaluation process and agreement was reached to establish a National Reference Group.[1] The ADR team conducted a scoping mission in Nepal from 18 April to 22 April 2011 as well as preliminary desk research to refine methodology. An inception report was prepared detailing, inter alia, the scope, methodology, programme of work, evaluation matrix and draft checklists for various groups and stakeholders. The evaluation matrix is shown in Annex 2. The main four-week data collection and analysis mission took place from 16 May to 10 June 2011.

In keeping with UNDP Evaluation Office procedures, an independent external reviewer reviewed the draft report prior to submission to the country office for comment. The report was revised following comments from the country office and forwarded to the National Reference Group to obtain comments from the Government, donors and civil society representatives. Following further revisions, the draft report was presented at

a final stakeholder workshop in Kathmandu in November 2011. Comments from the workshop were incorporated and the report was finalized by the Evaluation Office in December 2011.

The ADR team used a variety of data-collection methods, including desk reviews, semi-structured interviews, group interviews and field visits to selected sites. The ADR team mapped 112 projects, representing the universe of UNDP projects from 2002 to 2010 and as part of the desk review, examined project documents, annual work plans and annual progress reports, most of which were available from 2004 onwards. In addition, the ADR team made use of the 14 project evaluations and six outcome evaluations completed between 2002 and 2011. Evaluation reports conducted by other organizations were used in the assessment process as well. The ADR team had access to financial information extracted from the Atlas system and management reports including the Balanced Score Cards for the country office.

The ADR team conducted numerous interviews in the capital, Kathmandu, with UNDP management and staff (81 interviewees), other UN agencies in Nepal (24 interviewees), the Government (67 interviewees), civil society (26 interviewees) and international development partners (31 interviewees). The team also interviewed independent thinkers and observers in Nepal who could provide additional perspectives to those of UNDP and its traditional partners and stakeholders. As part of the triangulation process, the team undertook field visits to three of the Far-Western, Mid-Western, Central and Eastern regions of Nepal and consulted 262 community members. In total, the team consulted 491 people in this ADR. The list of people consulted is provided in Annex 4.

The evaluation covered all projects between 2002 and 2010, 22 of which were selected for

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[1]   The Reference Group was formalized on 15 June 2011 and comprises representatives from the National Planning Commission, Ministry of Finance, Ministry of Peace and Reconstruction, Ministry of Local Development, Ministry of Forest and Soil Conservation, National Human Rights Commission, NGO Federation, Nepal Evaluation Society, and Department for International Development.

in-depth assessment. These projects covered programmes from both cycles; represented a mixture of upstream policy support projects and projects implemented at community level; covered the outcome areas of UNDP's country programmes; were representative of UNDP's main stakeholders; and included nationally executed and direct-execution projects. Although 22 'projects' were selected, in a number of instances, these were programmes with more than one project. For the field visits, the ADR team, with inputs from the country office, selected projects and sites. Seven projects/programmes were selected and these covered 18 project sites. The districts visited were Mahottari in the Central Terai region, Saptari and Sunsari in the Eastern Terai region, Surkhet in the Mid-Western region and Kailali in the Far-Western region. The list of projects selected for in-depth review and field visits are provided in Annex 3.

Processing and analysis of the information collected via desk review, interviews, discussion groups and field visits started in the final week of the main mission. Using standardized interview summary sheets, information from the desk review and additional documents collected, the evaluation team tabulated their initial findings and the related sources, criterion by criterion, so that reliability of sources and consistency between sources and methods could be inspected, discussed and validated by the team and the task manager. During the report-drafting phase, continued efforts were made to triangulate data in order to ensure rigour in analysis.

Limitations of the evaluation included time constraints and logistical challenges that prevented the ADR team from conducting field visits in the remote mountain areas of Nepal. The observations from the field visits are, therefore, confined to the more accessible hills districts and the Terai districts of Nepal.

1.4 STRUCTURE OF THE REPORT

The remaining chapters of the report are structured in the following way: Chapter 2 provides an overview of Nepal's context and development challenges from a human development perspective and how the Government of Nepal has responded to these challenges.

Chapter 3 sets out UNDP's response to the development challenges, provides an overview of the UNDP programme and discusses organizational and management issues that are pertinent to the performance of the programme.

Chapter 4 comprises two sections: A) Assessment of development results by each thematic area or outcome area of UNDP's programme. The results are discussed in terms of the criteria of relevance, effectiveness, efficiency and sustainability; B) Assessment of UNDP's strategic position and synthesis of issues across the thematic areas. Chapter 4 uses boxes to illustrate progress made towards the expected outcomes or results. The programmes or projects identified in these boxes do not represent the totality of UNDP programmes, but are merely examples to demonstrate progress made and constraints to progress.

Chapter 5 sets out the conclusions and recommendations, drawing on the main findings in Chapter 4.

Chapter 2

NATIONAL DEVELOPMENT CONTEXT

2.1 COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

This chapter provides a brief overview of the context in which the UNDP country programme was formulated and implemented. The country context helps understanding the constraints and imperatives that influenced the design and implementation of UNDP-supported programmes and realization of expected outcomes.

2.1.1 GEOGRAPHICAL AND DEMOGRAPHIC BACKGROUND

Nepal with its population of 28 million in 2010 is situated between the world's two most populous countries, namely, China (1,354 million) in the north and India (1,214 million) in the east, west and south.[2] In terms of area Nepal (147,181 sq.km.) is dwarfed by China (9,327,430 sq.km.) and India (2,973,190 sq.km.).[3]

Topographically Nepal is a mountainous country except for a thin strip of plains stretching east-west, which is known as the Terai. The Himalayan range in the north forms the natural boundary between Nepal and China. This area is very sparsely populated, mostly by ethnic groups that speak languages of Tibeto-Burman origin and have much closer cultural and religious affinity with people of Tibet. Except for some settlements that can be reached by air, most of this region is accessible only on foot and means of transporting goods is animals or porters. Accordingly, transportation costs are extremely high in this region.

Traditionally Nepal's population was concentrated in the mid-hills, which have a sub-tropical climate. Population in this region is mixed consisting of Indo-Aryan caste groups as well as indigenous ethnic groups. The lingua franca there is Nepali, the national language, but ethnic groups have their own languages. Over last 50 years, there has been large-scale migration from this region to the Terai region. Earlier migration was mostly rural to rural whereas more recent migration is from rural areas to urban areas, either to cities within this region or to Terai cities or market towns. Transportation in the mid-hills has improved in recent years. Most of the districts in this region are now accessible by road but walking is still the only way to get to many settlements.

The Terai region has a sub-tropical climate and was until the late 1960s mostly populated by Indo-Aryan caste groups and some indigenous ethnic groups (e.g., Tharus and Rajbanshi) which have much closer linguistic and cultural affinity with people across the border in India. The northern belt of the Terai is now settled mostly by migrants from the mid-hills. The Terai is considered the granary of Nepal, as most of the cultivated land is in this region. This region as a whole is food surplus whereas most of the districts in the mid-hills and mountains

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[2] Population estimate of Nepal is from the 'Population Perspective Plan' (Ministry of Health and Population, Kathmandu, 2010). Preliminary results of Population Census 2011 published by the Central Bureau of Statistics show a population of 26.7 million in June 2011 mainly due to increased out-migration of Nepali youths for work. India and China population figures are from Human Development Report 2010 (UNDP, 'Human Development Report 2010', New York, 2010).

[3] Food and Agriculture Organization, 'Global Forest Resources Assessment 2000: Main Report', Rome, 2001.

are food deficit. Transportation is easier in the Terai and most of Nepal's industries are located in this region.

Only about 20 percent of Nepal's land area is cultivable and nearly 80 percent of Nepal's population is directly dependent on agriculture. As a result, there is extremely high population pressure on cultivated land. The pressure will further intensify as the population is growing rapidly and non-agricultural livelihood opportunities are still limited.

Nepal's population in 2001 was 23.2 million and was estimated at 28.3 million in 2010, a growth rate of 1.94 per annum.[4] This rapid growth rate is creating additional pressure on limited natural resources and on the environment of Nepal.

The population pressure in urban areas is much more intense. Between 1991 and 2001, the urban population growth rate was about six percent. Families displaced by the armed conflict during 1996-2006 sought refuge in urban areas. This placed further pressure on basic services (water, sanitation, and solid waste management) which were already overstretched with regular urban population growth. The urban environment has deteriorated, threatening tourism, which is one of the main economic activities for major urban areas like the Kathmandu Valley and Pokhara.

One of the implications of rapid population growth in Nepal is the need to create new employment opportunities for youth. It is estimated that about 400,000 youths enter the Nepali labour market[5] every year. Creation of decent employment opportunities is a major challenge.

2.1.2 THE CHALLENGE OF NATURAL HAZARDS

Nepal is very vulnerable to natural hazards such as floods and landslides. These natural hazards disrupt the lives and livelihoods of thousands of Nepalis each monsoon season and, according to Nepal's Ministry of Home Affairs, caused an average annual loss of USD 14.7 million to property between 2001 and 2007.[6]

According to Ministry of Home Affairs Strategy 2009,[7] the entire Nepal lies in a high-earthquake-intensity belt and experiences frequent earthquakes as the northward-moving Indian Plate pushes against the more stable Tibetan Plate. The Nepal Country Report[8] of Global Assessment of Risk (2009), states that Nepal has experienced three major earthquakes in the last century − in 1934, 1980 and 1988. The 1934 earthquake measuring 8.4 on the Richter scale resulted in the deaths of 8,500 people and destroyed some 38,000 buildings. The Kathmandu Valley population has increased significantly since the last earthquake and urban development has been haphazard. There is a realistic risk of significant loss of life and damage in the Kathmandu Valley. Other prominent hazards are fire and glacier lake outburst floods.

The Three Year Interim Plan (2007-2010) recognized the natural hazard risks and noted lack of adequate and reliable system for reducing risks. The plan emphasized the need for preparedness for managing natural disasters.

2.1.3 POLITICAL CONTEXT

After about three decades of active involvement of the monarchy in governance King Birendra

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[4]   Ministry of Health and Population, 'Population Perspective Plan', Kathmandu, 2010.

[5]   Khare, S. and A. Slany, 'The Dynamics of Employment, the Labour Market and the Economy in Nepal', (Employment Working Paper No. 76), International Labour Office, Geneva, 2011.

[6]   UNDP, 'Annual Report 2009', Kathmandu, 2010, p. 50.

[7]   Ministry of Home Affairs, 'National Strategy for Disaster Risk Management in Nepal', Kathmandu, 2009.

[8]   UNDP, 'Global Assessment of Risk: Nepal Country Report', Kathmandu, 2009.

was forced by mass protests (commonly termed People's Movement I) organized by a broad coalition of political parties to restore multiparty democracy in Nepal in 1990. A new constitution was promulgated in 1990 (The Constitution of Nepal 1990) which was modelled on the British system with Westminster style of governance. In the 1991 election, the Nepali Congress Party formed the government that remained in power until 1994. The mid-term election in 1994 resulted in a hung parliament and a series of unstable governments. In the context of increasing disenchantment of the people with the government and politics of Nepal, the Communist Party of Nepal (Maoist) (CPN-Maoist) launched an armed rebellion on 13 February 1996 to replace the existing political system with a communist system.

The Prime Minister dissolved the parliament in May 2002 when it refused to support an extension of the state of emergency, but was dismissed by King Gyanendra when he requested a postponement of the parliamentary election in view of the ongoing conflict and weak security situation.

The dissolution of the parliament and the dismissal of the prime minister elected by the parliament concentrated all state powers in the hands of the King. A series of prime ministers (four in a period of two years and three months) and governments were appointed. This period culminated with King Gyanendra himself heading the government on 1 February 2005. This step of King Gyanendra led to the political parties and CPN-Maoist forming a joint front against the monarchy. Their joint agitation eventually forced the King to reinstate the parliament on 24 April 2006 and ended the period of royal rule.

The CPN-Maoists' armed rebellion formally ended after they signed the Comprehensive Peace Accord (CPA) with the Government on 21 November 2006. This paved the way for CPN-Maoists to join the transitional government and to place their army and weapons under the supervision of the United Nations.

An interim constitution was agreed to by the major political parties including CPN-Maoist in January 2007. The CPN-Maoist joined the parliament and the interim government under the terms of the interim constitution. Adoption of the Interim Constitution 2007, however, led to violent protests in the eastern and central Terai as people there felt their aspirations and decades of discrimination by the state were not adequately addressed by the document.

Capitalizing on the Terai grievances, several armed groups were formed and many of them have degenerated into criminal activities. This has led to a rapid deterioration of law and order in the Terai, which still affects the region to some extent.

Because of differing interpretations of the provisions of CPA and agitation in the Terai, the Constituent Assembly election, initially set for May 2007, had to be postponed twice and eventually was conducted in April 2008. The CPN-Maoist emerged as the largest party in the Constituent Assembly, but did not have an outright majority.

The 601-member Constituent Assembly had two years (i.e., until May 2010) to complete the drafting of the new constitution. However, due to political disagreements on many issues including state restructuring and form of governance, the draft constitution could not be completed by May 2010 and the tenure of the assembly was extended by one year to May 2011. The drafting of the constitution was still not be completed by May 2011 and so was extended by further three months. A chronology of major political events from 1990 to 2011 is given in Annex 6.

Drafting the constitution has been a major political challenge for the country since the Constituent Assembly election in April 2008. All previous constitutions of Nepal had little involvement of ordinary citizens of Nepal. Citizens now expect a constitution that is written by their own representatives in a very participatory manner.

The period of armed conflict and the post-2006 period of transition have adversely affected the developmental activities in Nepal. Although the impact of the Maoist rebellion was minimal in the early years, it began to affect development activities from around 1999. There was a gradual rollback of state presence in the rural areas. First, it was the police posts in the isolated and vulnerable locations, and then it was the village-level service outlets of the line agencies like agriculture, banks and other financial institutions. They were either closed or relocated to the district headquarters where security was better. Many offices of Village Development Committees (VDCs) were burnt and the VDC secretaries who managed the offices were forced to relocate and operate from the district headquarters. The rebels also restricted the movement of villagers even within the districts. This further constrained villagers from accessing various services that were now available only at the districts headquarters, for example, banking services and administrative services such as birth registration. The quality of health and education services were adversely affected as supervisory and logistical support to these services became difficult because of insecurity and frequent strikes paralysing movement of people and goods.

The situation in the post-2006 period has improved but the state of law and order is still weak. Many VDCs in the Terai and some hill districts are unable to function properly. The VDC secretaries in these districts have not been able to stay in the villages and are still operating from the district headquarters.

2.1.4 INSTITUTIONAL CONTEXT

Nepal is administratively divided into five development regions and 75 districts. The districts are further divided into VDCs and municipalities in the case of urban areas. Each VDC is further divided into nine wards. Similarly, municipalities are divided into wards and their number depends on the size of the municipality. According to the existing legal provisions, the districts are to be governed by an elected body called District Development Committee (DDC). Similarly, VDCs and municipalities are to be led by elected bodies.

Although the Local Government Act of 1992 had provided municipalities, VDCs and DDCs with significant authority and responsibility in managing local affairs, the Local Self Governance Act 1999 was landmark legislation in the devolution of power and resources. However, the tenure of elected officials expired in 2002 and no new elections could be organized due to the ongoing armed conflict in the country. Notwithstanding the cessation of armed conflict in 2006, political parties could not agree on holding local government elections. As a result, the local bodies are being managed by government-appointed officials in coordination with all-party committees. The absence of accountable, elected local government presents a challenge to the effectiveness of local bodies and development at the local level.

The effectiveness of government line agencies has been compromised by frequent transfers of officials and changes in leadership. After each change in the government at the national level, the ministries and departments have experienced personnel changes in key positions. As the government changes have been frequent, such changes at the bureaucracy level have adversely affected the accountability of government officials, which, in turn, has compromised the effectiveness of the line agencies.

2.1.5 ECONOMIC CONTEXT

During the 2002-2006 period, the economic growth of the country was adversely affected mainly due to the ongoing conflict. In the pre-conflict period, Nepal's economy had experienced a long-term growth rate of about 5 percent, which declined to slightly above 3 percent in the conflict period (Table 1). Although economic growth has picked up in the post-2006 period, the growth rate is insufficient to achieve a significant reduction in poverty in Nepal.

Despite the armed conflict and slower economic growth rate, Nepal was largely able to maintain macro-economic stability. The budget deficit was contained within 5 percent of GDP. This was mainly due to improving revenue, which increased from 11 percent of GDP to 15 percent in fiscal year 2009/2010. Nepal has also kept total debt within limit and, total outstanding debt as percentage of GDP declined over the years between 2001/2002 (63.9 percent) and 2009/2010 (34.5 percent). Most of Nepal's external debts are soft loans and in recent years, external assistance is mostly in the form of grants rather than loans.

Despite the pressure of security expenses during the period of conflict, Nepal maintained its expenditure on social sector (health, education, social security, etc.) at about 5 percent of GDP. Social-sector expenditures increased significantly in the post-2006 period. The progress towards achieving MDGs (see section below) even during the conflict period is partly attributable to the fact that Nepal was able to protect its social-sector expenditures.

The increasing importance of remittances is evident from the trend shown in Table 1. The remittance flow is now about one-fifth of the total GDP. An analysis[9] attributed one-half of poverty reduction between 1995/1996 (42 percent) and 2003/2004 (31 percent) to the increasing flow of remittances to the country.

Table 1. Key Economic Indicators of Nepal 2001-2010									
Economic Indicators	**Fiscal Year+**								
	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10*
Real GDP growth (% annual)	0.2	3.8	4.4	3.2	3.7	2.8	5.8	3.8	4.0
GDP (current USD millions)	5,976	6,328	7,274	8,179	9,044	10,325	12,545	12,851	15,721
GDP per capita (current USD)	255	261	293	328	350	390	464	465	556
GNI per capita (current USD)	254	261	292	329	352	394	469	471	561
Inflation rate (based on consumer price index)	2.9	4.8	4	4.5	8	6.4	7.7	13.2	10.5
Revenue (% GDP)	11	11.4	11.6	11.9	11.1	12.1	13.2	14.5	15.4
Total debt (% GDP)	63.9	62.6	59.4	52.1	50.3	44.0	44.9	40.3	34.5
Budget deficit (% GDP)	5.0	3.3	2.9	3.1	3.8	4.1	4.1	5.0	3.5
Social sector spending (% GDP)	6	5	5	5	5	6	7	8	8
Remittance income (% GDP)	10	11	11	11	15	14	18	21	20

Source: Ministry of Finance, 'Economic Survey, Fiscal Year 2010/11, Volume I and II', Kathmandu, July 2011.

+ The Nepali fiscal year is mid-July to mid-July.
* Preliminary estimates.

Note: GDP in current dollars calculated on the basis of average annual exchange rate for the respective years. Similarly, GDP percentages calculated by ADR team on the basis of figures from the Economic Survey.

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9   Central Bureau of Statistics/World Bank/DFID/ADB, 'Resilience Amidst Conflict: An Assessment of Poverty in Nepal, 1995-96 and 2003-04', Kathmandu, September 2006.

In 2003/2004, 32 percent of Nepali households were receiving remittances compared to 23 percent in 1995/1996. The Nepal Living Standard Survey III conducted by the Central Bureau of Statistics (CBS) in 2010/2011 shows 56 percent of the households were receiving remittances – a significant increase from 2003/2004.

One of Nepal's main problems is growing income inequality. The Gini coefficient increased from 0.34 in 1995/1996 to 0.41 in 2003/2004.[10] Growing inequality is a manifestation of growth not being inclusive. Several ethnic and caste groups (e.g., Dalits) have experienced discrimination and have severely limited access to resources and services. The liberal market-oriented policies adopted by Nepal in the 1990s and resulting economic growth seem to have benefited the excluded groups less than the mainstream groups. The poverty rate among the excluded groups is higher than the non-excluded groups (Table 3). Dalits, Hill ethnic groups, Muslims and Tharu ethnic groups are among most excluded people in Nepal and they have high poverty rates compared to the national average.

Table 2. Nepal Poverty Headcount Rate

Caste/Ethnic Group	1995/96	2003/04
Brahmin/Chhetri*	34.1	18.4
Yadavs	28.7	21.3
Newar	19.3	14.0
Tharu ethnic group	53.4	35.4
Hill ethnic groups	48.7	44.0
Dalits	57.8	45.5
Muslims	43.7	41.3
All Nepal	42.0	30.8

Source: Central Bureau of Statistics, 'Poverty Trends in Nepal 1995/96 and 2003/04', Kathmandu, September 2005.

* Term 'Upper caste' is used by the Central Bureau of Statistics.

2.1.6 HUMAN DEVELOPMENT CONTEXT AND MILLENNIUM DEVELOPMENT GOALS

The Human Development Report 2010 ranked Nepal 138th among 169 countries. Nepal's Human Development Index was 0.210 in 1980 and had improved to 0.428 in 2010,[11] an average annual growth rate of 2.37 percent. A comparison of the more recent period, which overlaps with the period under review, also shows significant improvement in components of the HDI except GDP per capita (in PPP). The decline in GDP per capita (in PPP) is a reflection of relatively high inflation and poor economic performance of the country largely due to the conflict.

Table 3. Nepal Human Development Indicators

	2002	2010
GDP per capita (PPP/USD)	1,370	1,201
Life expectancy at birth (years)	59.6	67.5
Adult literacy rate	44.0%	57.9%

Source: UNDP, 'Human Development Report 2004 and 2009', New York, 2004 and 2009.

Nepal is likely to attain the MDG targets in six of 14 targets reviewed in 2010 (Table 4). Five other targets are 'potentially likely' to be achieved at the present rate of progress. However, at the current rate Nepal is unlikely to achieve targets in the areas of decent employment-creation; reproductive health services and sanitation. A matter of serious concern is the relatively weak supportive environment for accelerating progress in these areas.

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10   Central Bureau of Statistics, 'Poverty Trends in Nepal (1995/96 and 2003/04)', Kathmandu, September 2005.

11   UNDP, 'Human Development Report: Pathways to Human Development', New York, 2011.

Table 4. Progress Towards the MDGs: Status at a Glance

Goals	Will Development Goal be Achieved?					Status of Supportive Environment			
	Achieved	Likely	Potentially Likely	Unlikely	Lack of data	Strong	Fair	Weak improving	Weak
Goal 1: Eradicate Extreme Poverty and Hunger									
1A. Halve the proportion of people whose income is less than one dollar a day		✔					✔		
1B. Achieve full and productive employment and decent work for all				✔				✔	
1C. Halve the proportion of people who suffer from hunger							✔		
Goal 2: Achieve Universal Primary Education									
Ensure children everywhere – boys and girls – complete primary schooling			✔			✔			
Goal 3: Promote Gender Equality and Empowerment of Women									
Eliminate gender disparity in primary and secondary education by 2005 and in all levels of education no later than 2015			✔				✔		
Goal 4: Reduce Child Mortality									
Reduce under-five mortality by two-thirds		✔				✔			
Goal 5: Improve Maternal Health									
5A. Reduce the maternal mortality ratio by three-quarters		✔				✔			
5B. Achieve universal access to reproductive health				✔			✔		
Goal 6: Combat HIV/AIDS, Malaria and Other Diseases									
6A. Halt and reverse the spread of HIV/AIDS		✔				✔			
6B. Achieve universal access to treatment for HIV/AIDS for all those who need it			✔					✔	
6C. Halt and reverse the incidence of malaria and other major diseases		✔				✔			
Goal 7: Ensure Environmental Sustainability									
7A. Climate change and GHG emission					✔				✔
7B1. Reverse loss of forest			✔				✔		
7B2. Reduce biodiversity loss					✔				✔
7C1. Halve proportion of population without sustainable access to improved water source		✔					✔		
7C2. Halve proportion of population without sustainable access to improved sanitation				✔				✔	
7D. Improve lives of slum dwellers					✔				

Source: National Planning Commission/United Nations Country Team, 'Nepal Millennium Development Goals: Progress Report 2010', Kathmandu, September 2010.

2.2 NATIONAL DEVELOPMENT STRATEGIES AND PRIORITIES

The evaluation period 2002-2010 corresponds with two national plans in Nepal, namely, the Tenth Plan (2002-2007) and the Three Year Interim Plan (2007-2010). The Tenth Plan served as Nepal's Poverty Reduction Strategy Paper and was focused on reducing endemic poverty in the country. The four strategic pillars of the Tenth Plan, their objectives and priorities are given in Table 5.

Nepal's periodic plans have generally been for a period of five years. However, after the Tenth Plan the Government decided to formulate the Three Year Interim Plan (2007-2010) instead of a fully-fledged five-year plan because of the political transition. The expectation was that it would take about three years for the political transition process to be completed. A prosperous, modern and just Nepal was the vision of the Three Year Interim Plan and the main objective was to contribute towards peacebuilding by reducing existing unemployment (under-employment), poverty and inequality, and thus bring about a perceptible improvement in the lives of the people. The six strategies of the Three Year Interim Plan were:

1. Relief, reconstruction and reintegration.

2. Employment-oriented, pro-poor and broad-based economic growth.

3. Promotion of good governance and effective service delivery.

4. Increased investment for physical infrastructure development.

5. Emphasis of social sector development.

6. Inclusive development and targeted programmes.

The priority areas in the Three Year Interim Plan were:

■ Reconstruction and rehabilitation of physical infrastructure destroyed or damaged by the conflict. Similarly, conflict-affected

Table 5. Nepal Tenth Plan: Strategies, Strategic Objectives and Priority Areas		
Strategies	**Strategic Objectives**	**Priority Areas**
Broad-based (pro-poor), high and sustained economic growth	Revival of broad-based economic activities	• Agriculture • Forestry • Development of tourism, hydropower, information technology, trade and industry in partnership with the private sector
Social sector and rural infrastructure development	Sustainable improvement in the productivity of human resources and communities	• Human resource development (education and health) • Women's empowerment and gender mainstreaming • Rural infrastructure and rural energy (drinking water, sanitation, irrigation, rural roads, rural electrification, alternative energy) • Population management and basic social security • Appropriate technology for rural areas • Environment protection
Targeted programme	Sustainable improvement in the productive capacity of marginalized groups and communities	• Programme for improving lives of Dalits, marginalized groups and the ultra-poor • Programme for remote regions which have lagged behind in development
Good governance	More effective governance through increased transparency, accountability and participatory decision-making	• Administrative reform • Strengthening of local bodies

Source: National Planning Commission, 'The Tenth Plan (2002-2007)', Kathmandu, March 2003.

people were to be provided relief as well as support for rehabilitation and reintegration in the society.

- Increased investment to ensure inclusion of women as well as marginalized groups and regions in all development sectors, mechanisms, and processes.

- Increased investment in physical infrastructures such as power generation, roads, irrigation and communications to provide support to agriculture, tourism and industry development, and thereby achieve a dynamic national economy.

- Increased investment in education, health, and drinking water and sanitation for the development of human resources.

The Tenth Plan and the Three Year Interim Plan (2007-2010) are the main national planning documents against which UNDP's contribution have been assessed in this ADR. GoN has completed a new Three Year Approach Paper and Interim Plan (2010/2011-2012/2013). The new plan aims to improve the living conditions of the Nepali people and achieve the MDGs by creating

decent work and remunerative employment opportunities, reducing inequalities, balancing regional development and reducing exclusion.

The national plans, strategies and priorities are based on a comprehensive analysis of the situation of the country. Development partners working in Nepal are expected to base their country programmes on the strategies and priorities articulated in these plans.

2.3 INTERNATIONAL COOPERATION IN NEPAL

The history of foreign assistance dates back to the early 1950s when Nepal entered a democratic era after the overthrow of the Rana regime. The First Five Year Development Plan (1956-1961) of Nepal was funded entirely by external assistance. Although the role of external assistance in financing Nepal's development activities has declined to some extent, it is still important. External assistance, which is channelled through the government budgetary system, amounts to about one-fifth of the national budget and it financed about one-half of the development expenditure in 2009 (Table 6).

Table 6. External Assistance in Nepal 2001/2002 to 2008/2009								
Indicators	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Total official development assistance (current USD million)	306	464	417	461	583	649	872	958
Total foreign aid in the national budget (current USD million)	188	204	256	328	307	368	454	482
Percentage of official* development assistance in the national budget	55	44	60	77	58	61	65	56
Foreign aid as percentage of GDP*	3.1	3.2	3.5	4.0	3.4	3.6	3.6	3.7
Foreign aid as percentage of total budget*	18.0	18.9	21.1	23.1	19.9	19.4	18.2	16.5
Foreign aid as percentage of development expenditure*	58.1	71.1	81.9	86.5	74.4	65.1	54.8	49.7

Source: Ministry of Finance, 'Economic Survey, Volume I and II', Kathmandu, July 2010 and 2011.

+ Total official development assistance figures are those reported by the Organization for Economic Cooperation and Development, International Development Statistics, Development Database on Aid from DAC Members: DAC online, September 2011. This includes figures on multilateral banks and Asian Development Bank. Although Nepal's fiscal year does not exactly match with calendar years, for the purpose of this table, fiscal 2001/2002 is considered as calendar year 2002 and so on.

* Proportion calculated on the basis of foreign aid in the national budget.

The role of external assistance would be greater if the total external assistance is taken into account. The proportion of official development assistance channelled through the government budgetary system has varied from year to year. The donors themselves still directly manage a significant proportion of official development assistance, which is channelled through international and national NGOs or directly hired contractors.

Among the bilateral development partners, Japan, United Kingdom, United States, Germany and Norway were the five largest donors to Nepal. In recent years, United Kingdom has replaced Japan as the biggest donor. In 2009, UK assistance to Nepal was USD 103 million. The International Development Agency, the soft loan window of the World Bank, and the Asian Development Bank are the two largest multilateral donors. In terms of financial contribution to Nepal, UNDP is not a major contributor. UNDP contribution to Nepal was USD 14 million in 2009.[12]

Table 7 shows that nearly two thirds of the external assistance was being used to finance social sector projects/programmes which directly contribute towards MDGs 1, 2, 3, 4, 5 and 6. The social sector accounted for 32.6 percent

of foreign aid in 2001/2002 and increased significantly to 68.0 percent in 2008/2009. The proportion of external assistance financing livelihood activities (agriculture as well as trade and industry sectors) has gradually declined over the years and in 2008/2009 was just under 7 percent.

Although aid as a percentage of GDP has been declining, the volume of aid has been increasing in the recent years and aid effectiveness is a challenge. The evaluation of the implementation of the Paris Declaration on Aid Effectivenes[13] found moderate progress made towards improved aid effectiveness between 2005 and 2010. Good practices identified by the evaluation included the sector wide approach (SWAp) in health and education. There was some progress in adopting SWAp in the local development sector. Some other sectors were also moving towards SWAp, e.g., roads, but technical assistance activities remained largely uncoordinated in non-SWAp sectors and aid flows through the government system remained low. There was also slow progress in predictability of aid. Some foreign-aided projects remained stand-alone and donors continued direct implementation, bypassing the country procurement system on the grounds of perceived increases in corruption. The

Table 7. Distribution of Foreign Aid								
Sector	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09
Agriculture, forestry and irrigation (%)	22.8	13.7	12.8	11.0	10.9	14.4	13.2	6.3
Transport, electricity and communication (%)	41.1	49.0	40.0	41.7	32.1	25.8	22.9	17.3
Trade and industry (%)	2.6	2.5	0.8	0.5	0.5	0.4	0.3	0.4
Social sector (%)	32.6	33.5	46.2	45.4	50.6	58.7	62.1	68.0
Others (%)	0.9	1.3	0.2	1.4	5.9	0.7	1.5	8.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: National Planning Commission/United Nations Country Team, 'Nepal Millennium Development Goals: Progress Report 2010', Kathmandu, September 2010.

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[12] Organization for Economic Co-operation and Development, International Development Statistics, Development Database on Aid from DAC Members: DAC online, September 2011.

[13] Ministry of Finance, 'Joint Evaluation of the Implementation of the Paris Declaration, Phase II: Nepal Country Evaluation', Kathmandu, December 2010.

commitment of donors towards harmonization and alignment of their assistance with government systems differed. Some donors showed a high level of commitment whereas other donors claimed that their country's laws constrained them in aligning with the Nepal government systems. There is recognition by donors that they need to improve coordination of their support to Nepal to maximize impact and avoid duplication. In January 2011, the United Nations in Nepal with several development partners published the Nepal Peace and Development Strategy 2010-2015 that sets out their contribution to Nepal's development planning and provides a framework for collaboration among themselves and with the Government of Nepal.[14]

2.4 REGIONAL CONTEXT

Nepal is part of South Asia, which is one of the least developed regions in the world. The South Asian Association for Regional Cooperation (SAARC) is the regional bloc consisting of eight countries including Nepal.[15] Except for Sri Lanka and the Maldives, all SAARC countries rank low on the human development index, when the score is available, and the region faces the challenge of endemic poverty.[16] India, the largest country in the region, has in recent years emerged as one of the fastest-growing economies in the world. Nepal shares an open border with India and citizens of Nepal and India can travel from one country to another without any visa restrictions. Nepal's largest trading partner is India.

SAARC was established in 1985 but has not been able to make significant headway in promoting regional cooperation. The potential for regional cooperation, especially in the use of water resources and intra-regional trade, is huge but remains largely unexploited.

The region faces the serious challenge of transboundary criminal activities. Given the porous borders between countries in the region, there is significant smuggling of arms and ammunitions, contraband goods including drugs and human trafficking, especially girls and women. Trafficking of girls and women from Nepal to India is a serious concern in Nepal.

Despite serious development and security challenges in the region, there is also significant development potential. The region with its over 1.5 billion population has huge pool of working-age people, a big market to promote manufacturing activities, and water and mineral resources.

Among the SAARC countries, Nepal is uniquely placed in terms of development potential. Its location between world's two most populous and fastest-growing economies, India and China, creates many possibilities for Nepal. It can benefit from these two big markets as well as by facilitating growing trade between them. Nepal's vast tourism potential can be realized by taking advantage of growing number of middle-class people in India and China who can afford to travel within the region.

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[14] The following donors are party to the strategy: AusAID, CIDA, DANIDA, DFID, Delegation of the European Union to Nepal, Finland, Germany, JICA, Norwegian Embassy, SNV, Embassy of Switzerland and USAID.

[15] SAARC member countries are Afghanistan, Bangladesh, Bhutan, India, the Maldives, Nepal, Pakistan and Sri Lanka.

[16] In 2001 South Asia had the largest number of poor (428 million) which is almost 40 percent of the world's poor (less than PPP USD 1/day) (SAARC Secretariat, 'SAARC Regional Poverty Profile 2007-08', Kathmandu, April 2010).

CHAPTER 2. NATIONAL DEVELOPMENT CONTEXT

Chapter 3

UNDP RESPONSE AND STRATEGIES

3.1 EVOLUTION OF UNDP'S STRATEGIC FRAMEWORK 2002-2010

UNDP approved two planning documents during the period evaluated: the Second Country Cooperation Framework (CCF) 2002-2006, which was extended to 2007; and the Country Programme Document (CPD) 2008-2010, which was extended to 2012. These two planning documents were developed within the context of the United Nations Development Assistance Frameworks (UNDAFs) for 2002-2006 and 2008-2010, respectively. The planning documents are aligned to the priorities and requirements set by UNDP at the global level. Table 8 summarizes the different planning instruments.

UNDP's strategy and responses need to be understood against the backdrop of conflict and political instability in Nepal. The period covered by this evaluation (2002-2010) was one of the most dynamic and challenging periods in Nepal's development history. As discussed in Chapter 2, the period from 2002 to 2006 saw the intensification of the ongoing armed conflict culminating in People's Movement II which

restored parliament. The 240-year monarchy was eventually abolished in May 2008 by the first session of the newly elected Constituent Assembly.

In the First CCF 1997-2001, UNDP focused on assisting GoN in developing pro-poor policies and strategies. It also piloted on a small scale, models of social mobilization and decentralization, and worked on supporting GoN to mainstream human development concepts into government policies. Innovative programmes such as the Micro-Enterprise Development Programme and the Rural Energy Development Programme have their origins in the First CCF. UNDP strategy was informed by the Ninth Plan of Nepal, which made poverty reduction its primary objective.

The Second CCF 2002-2006, when developed in 2001, intended to proceed along similar lines, developing the catalytic models for other development partners to expand, and building the capacity of the state at the national and local level. Dealing with gender disparity was given prominence in this programme cycle, continuing from the significant gender-mainstreaming programme UNDP initiated in the First CCF.

Table 8. UNDP Planning Instruments		
Scope	**Instruments**	
	2002-2006	**2008-2010**
UNDP corporate strategies	Multi-Year Funding Framework 2000-2003 and 2004-2007	UNDP Strategic Plan 2008-2013
United Nations system in Nepal	Common Country Assessment (1999) United Nations Development Assistance Framework 2002-2006	Common Country Assessment (2007) United Nations Development Assistance Framework 2008-2010
UNDP Nepal	Second Country Cooperation Framework for Nepal, 2002-2006	Country Programme Document and Country Programme Action Plan 2008-2010

UNDP identified poverty reduction as its over-arching objective for 2002-2006, in line with the priority given to poverty reduction in the Tenth Plan of Nepal. UNDP identified four immediate objectives, namely:

- Enabling the Government to design and implement poverty reduction policies and strategies

- Strengthening capacities and provision of legal machinery of democratic governance at the central and local levels

- Assisting Nepal to conserve and regenerate its environmental assets and enabling the poor to utilize those assets to enhance income and well-being

- Contributing to reduced gender inequities through empowerment of women and facilitating their access to resources.[17]

Even though the Second CCF document noted the upsurge of violence and conflict in several areas of Nepal, it did not make provision in the programme for dealing with these issues.

The subsequent CPD 2008-2010 is more explicit about the issue of conflict than was the case in the Second CCF. The Three Year Interim Plan for Nepal and the Comprehensive Peace Accord are the two documents that have guided UNDP programming and its contribution to the UNDAF. The country programme identified the need to deal with the immediate consequences of the conflict as well as with its root causes, namely, the inequity in the legal, economic and social spheres of Nepal; the failure to deliver basic services to a large section of the population; and increasing unemployment especially in the rural areas and among youth.[18]

3.2 UNDP'S PROGRAMMES AND OFFICE ORGANIZATION

3.2.1 PROGRAMME PORTFOLIO IN THE TWO EVALUATED PROGRAMME CYCLES

There are distinct differences between UNDP's definition of outcomes over the two programme periods. The Second CCF identified four programme areas, namely, pro-poor policies and programmes; democratic governance; environment and energy; and overcoming gender gaps, each corresponding to the four objectives of the framework. UNDP identified a total of 32 expected outcomes in the Second CCF. These outcomes were expressed at a detailed level and resemble programme outputs rather than programme outcomes. The large number of outcomes is somewhat contradictory to UNDP's stated intention in its programme document of being selective in its interventions.

The Second CCF coincided with the period of intense conflict that saw a decline in service delivery by the state. UNDP shifted its focus from capacity development at the central level to focus on the service-delivery needs of local communities, targeting the most deprived population through social mobilization. The Decentralization of Local Governance Support Programme (DLGSP 2004-2009) was one of the most prominent programmes of UNDP in this period and gave UNDP a large footprint at the local level. Other community-focused programmes such as the Micro-Enterprise Development Programme and the Rural Energy Development Programme also expanded their coverage. UNDP along with other UN agencies were among the few development organizations that could operate in the rural areas during the conflict.

Table 9 shows the country programme outcomes for 2008-2010/2012, mapped against national priorities and the UNDAF 2008-2010/2012.

The significant changes in the programme areas are the introduction of peacebuilding; the concept

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[17] UNDP, 'Second Country Cooperation Framework for Nepal (2002-2006)', New York, 13 July 2001.

[18] UNDP, 'UNDP Country Programme Nepal (2008-2010)', New York, October 2007.

of transitional governance to respond to the transition of Nepal from conflict to post-conflict; the identification of inclusive growth rather than poverty reduction; and the elevation of disaster management. Another significant change is that gender was no longer treated as a programme area or component but mainstreamed into UNDP programming. This is in contrast to the high-profile stand-alone gender-mainstreaming project in the 1990s and the elevation of gender to a programme area or component with nine outcomes in the Second CCF. In addition to gender, UNDP has mainstreamed social

inclusion into its programmes, as it believed social exclusion to be one of the root causes of conflict. Social inclusion is a national priority as articulated in the Three Year Interim Plan of Nepal. UNDP has also begun to mainstream conflict sensitivity into its programmes in order to improve the relevance and effectiveness of its work in a post-conflict transitional setting.

The country programme identifies nine expected outcomes, one of which was dropped during the programme period. The outcomes are stated in very broad terms, presumably to give UNDP

Table 9. **UNDP Nepal Country Programme Outcomes 2008-2010/2012**[19]		
National priority or goals	**UNDAF Outcome (2008-2010/12)**	**Country Programme Outcome (2008-2010/12)**
Peacebuilding	Consolidating peace: National institutions, processes and initiatives strengthened to consolidate peace	• Increased access to, and participation in constitution building and free and fair electoral processes. • Programme, strategies, policies and systems that promote post-conflict recovery.
Good governance	Quality basic services: Socially excluded and economically marginalized groups have increased access to improved quality basic services	• Increased capacity of Government at the national and local level to manage resources and deliver basic services in an inclusive and equitable manner. • Responsive and accessible justice systems to promote gender equality, social inclusion and the rule of law, including formal and informal processes. • Strengthened parliamentary oversight function and political party system in transitional governance processes.[20]
Social justice and social inclusion; new and decent employment and income opportunities, infrastructure development, especially rural infrastructure	Sustainable livelihoods: By 2010 sustainable livelihoods expanded for the socially excluded groups in conflict-affected areas	• Employment and income opportunities and access to financial services enhanced, especially for youth, excluded groups and PLWHA in partnership with the private sector and civil society organizations. • Strengthened national capacity for governance and coordination of AIDS response.
Economic development	Sustainable livelihoods: By 2010 sustainable livelihoods expanded for the socially excluded groups in conflict-affected areas	• Environment and energy mainstreamed into national and local development planning with a focus on gender, social inclusion and post-conflict recovery. • Risks of natural hazards to rural and urban livelihoods and infrastructure reduced.

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[19] UNDP, 'UNDP Country Programme Nepal (2008-2010)', New York, October 2007.

[20] This outcome was later dropped while developing the Country Programme Action Plan (CPAP) as a new Constituent Assembly was established under the Comprehensive Peace Accord with the mandate to draft the new constitution.

flexibility in its programming in the fluid environment of Nepal. While this may have given UNDP flexibility, it has also made the transitional governance programme component less focused. There are programme outputs in transitional governance that should be treated as outcomes in their own right. This broad approach to the outcomes also makes it difficult to follow the results chain. A case in point is the programme output of strengthening capacity of the National Human Rights Commission, which is a substantial area on its own and would be better dealt with as such. The reduction in the number of outcomes in the country programme does not necessarily mean it is more focused than the Second CCF as the manner in which the outcomes have been defined are significantly different for the two programme cycles.

Table 10 shows the number of projects implemented each year between 2002 and 2011.[21] The inclusive growth and sustainable livelihoods portfolio has undergone a major change. Between 2002 and 2004, this was the largest portfolio in terms of number of projects, reflecting UNDP's emphasis on poverty reduction. The table also shows that UNDP had begun some support to the conflict and peacebuilding process prior to 2008.

The energy, environment and disaster management portfolio has remained relatively constant during the period. The number of projects has declined over the period, from a peak of 53 projects in 2003 to 30 projects in 2011. This reduction is partly explained by the consolidation of related projects into larger programmes. For example, the Access to Justice programme for 2008-2010 is the consolidation of the three projects, namely, Rule of Law, Reform of the Judiciary, and Access to Justice. While there has been a gradual consolidation of the number of projects, this does not mean that the size of the country programme has reduced. The country programme has expanded rapidly in budgetary terms, from 2007 onwards, as shown in Table 12. This expansion has been in response to the emerging national priorities following the signing of the CPA.

With this rapid expansion of the country programme, the strategic focus in parts of the programme is not necessarily clear to the ADR team. The transitional governance programme component, for example, covers a broad range of interventions that includes improving court administration; formal and informal alternative dispute resolution; capacity development of local

Table 10. UNDP Nepal – Number of Projects By Programme Component 2002-2011										
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Peacebuilding, Recovery and Reintegration	-	1	1	1	3	6	7	4	6	6
Transitional Governance	11	12	11	11	10	9	8	9	5	5
Inclusive Growth & Sustainable Livelihoods	20	22	13	9	9	6	7	8	7	7
Energy & Environment and Disaster Management	11	14	11	11	14	16	13	11	11	10
Gender	1	1	1	1	1	-	-	-	-	-
Other not classified	1	3	3	2	1	1	1	2	2	2
Total	44	53	40	35	38	38	36	34	31	30

Source: UNDP Nepal, June 2011

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[21] The table has classified projects according to the CPAP 2008-2010, with the exception of the gender programmes. The classification is different to the organizational units and programme components as defined in the country office; for example, there are programmes under the peacebuilding, recovery and reintegration component that are managed by the governance and rule of law unit.

communities; capacity development of local government and central ministries and the National Planning Commission; aid coordination; and capacity development of the National Human Rights Commission. The Governance and Rule of Law Cluster in the country office also manages two programmes from the peacebuilding, recovery and reintegration portfolio, namely, support to the Election Commission of Nepal and Support to Constitution Building.[22] This contributes to diluting the focus of the transitional governance programme component. The energy and environment and disaster management programme component has a broad range of interventions including environmental policy capacity; biodiversity; climate change; rural energy; rural tourism; and disaster management capacity development. There are a number of

small environment projects funded through the Global Environment Facility.

3.2.2 FINANCIAL INFORMATION ON COUNTRY PROGRAMME

Table 11 shows the programme budget and expenditure, by practice area for the 2004-2010 period. The practice areas in the table are those determined by UNDP headquarters and do not match exactly the programme structure as set out in the country programme. These variations should be borne in mind when interpreting the data. Over the 2004-2010 period, the programme budget allocation was USD 228.765 million, of which USD 169.774 million (or 74.2 percent) was spent. There has been under-spending in the poverty reduction practice area between 2008 and 2010 and in the crisis

Table 11. UNDP Programme Budget and Expenditure 2004-2010 (all amounts in USD thousands)								
	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure
	2004		2005		2006		2007	
Poverty reduction	2,387	1,743	3,132	2,573	2,337	1,964	3,070	2,209
Democratic governance	3,933	4,005	3,345	2,576	3,654	2,762	5,395	4,652
Energy & environment	1,270	2,308	1,778	991	1,867	991	3,343	1,790
Crisis prevention & recovery	6,761	4,108	10,332	7,758	9,797	8,372	12,438	9,091
Responding to HIV/AIDS	547	318	4,171	1,458	6,519	4,445	12,715	7,437
Not classified	160	114	217	200	385	146	109	15
Total	15,058	12,596	22,976	15,556	24,559	18,680	37,070	25,104

	2008		2009		2010	
Poverty reduction	19,794	12,151	16,651	13,860	15,887	13,513
Democratic governance	9,589	8,165	12,607	12,311	15,844	15,083
Energy & environment	5,218	2,275	5,361	4,524	4,706	3,651
Crisis prevention & recovery	4,363	3,308	6,508	6,124	6,318	2,496
Responding to HIV/AIDS	N/A[23]	N/A	N/A	N/A	N/A	N/A
Not classified	5,630	-83	626	460	0	0
Total	44,594	25,816	41,753	37,279	42,755	34,743

Source: UNDP Executive Snapshot, June 2011

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[22] These programmes were 'incubated' in the peacebuilding unit and then transferred to the governance and rule of law cluster.

[23] From 2008 onwards, UNDP no longer treated HIV/AIDS as a separate practice area. Programme budget figures for HIV/AIDS have been incorporated under the poverty reduction practice area.

prevention and recovery practice area (2005, 2007 and 2010).

There has been a large increase in budget allocation under the 2008-2010 programme cycle. In 2004, the total budget allocation (core and non-core resources) was just over USD 15 million, which by 2010 had risen to USD 42.755 million, thus more than doubling over the period. Concurrent with this increase in budget allocation, there has been a decrease in the number of projects. This suggests that UNDP has been consolidating its projects into larger programmes.

In the 2008-2010 programme budget allocation, the poverty reduction practice area has typically received the largest percentage of the programme budget, followed by the democratic governance practice area. This is partially explained by the incorporation of the HIV/AIDS practice area into the poverty reduction practice area. It should also be noted that during the 2004-2007 period, the poverty reduction practice area received only the third largest budget allocation, while the crisis prevention and recovery received the largest allocation. In 2007, there was a substantial programme budget allocation to the crisis prevention and recovery practice area, USD 12.438 million.

Figure 1 shows the consolidated programme budget allocations for the 2004-2010 period. Poverty reduction had the largest proportion of the programme budget allocation at 28 percent, followed by crisis prevention and recovery at 25 percent, and democratic governance at 24 percent.

External funds play a critical role in the country office's finances. With pressure being placed on its core funds, UNDP is required to mobilize the larger part of its resources from non-core sources such as UNDP Thematic Trust Funds, Special Voluntary Funds and international donors. Non-core resources as a percentage of the total budget have increased steadily over the period as shown in Figure 2. In 2004, UNDP received 45 percent of its budget from non-core resources, in contrast to the remaining period where on average two-thirds of the budget was from non-core resources. In 2010, 77 percent of UNDP's budget comprised non-core resources.[24]

Figure 3 shows the programme budgets, expenditure and execution rates from 2004 to 2010. The execution rate refers to the percentage of programme budget that has been spent. With the exception of 2010, each year the country

Figure 1. Programme Budget Allocations By Practice Area 2004-2010

3% $7,127

10% $23,952

28% $63,258

25% $56,517

10% $23,543

24% $54,368

Programme Budgets Practice Area Totals, 2004-2010
Core and non-core resources in USD thousands

- Not entered
- Achieving MDGs and reducing poverty
- Fostering democratic governance
- Energy and environment for sustainable development
- Crisis prevention and recovery
- Responding to HIV/AIDS
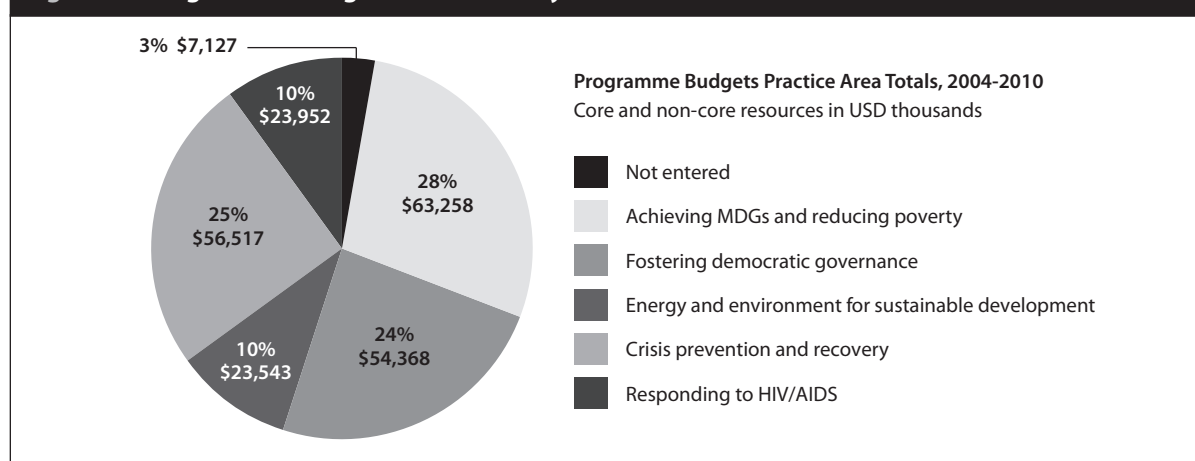
Source: UNDP Executive Snapshot, June 2011

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[24] According to the Balanced Score Card for 2008 and 2009, UNDP exceeded the target for non-core resources, but no target was set for 2010.

Figure 2. Programme Budget Sources 2004-2010
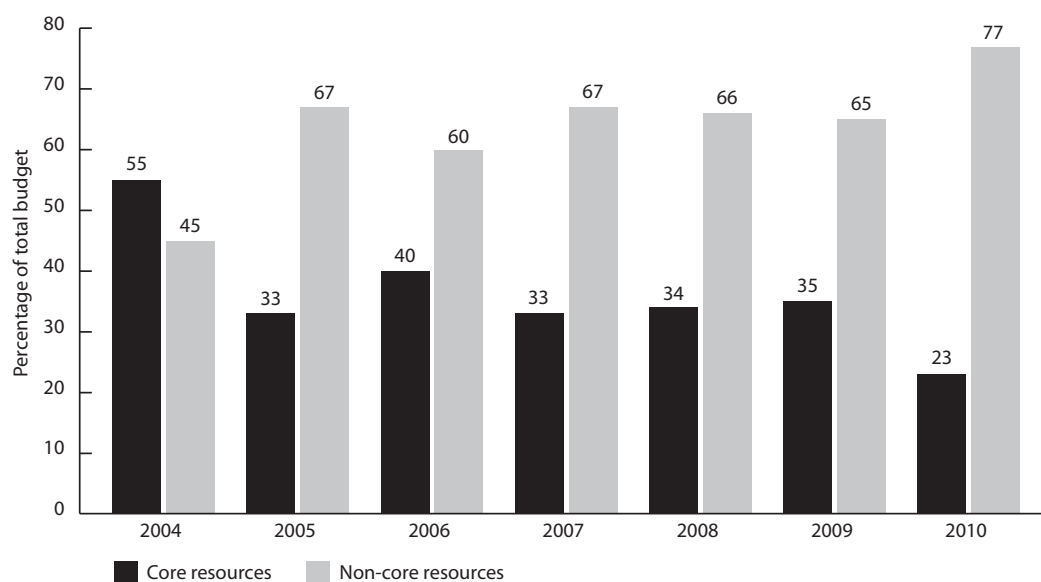
Source: UNDP Executive Snapshot, June 2011

Figure 3. UNDP Nepal Programme Budget and Expenditure 2004-2010

Execution rate (%)	84%	68%	76%	68%	58%	89%	81%
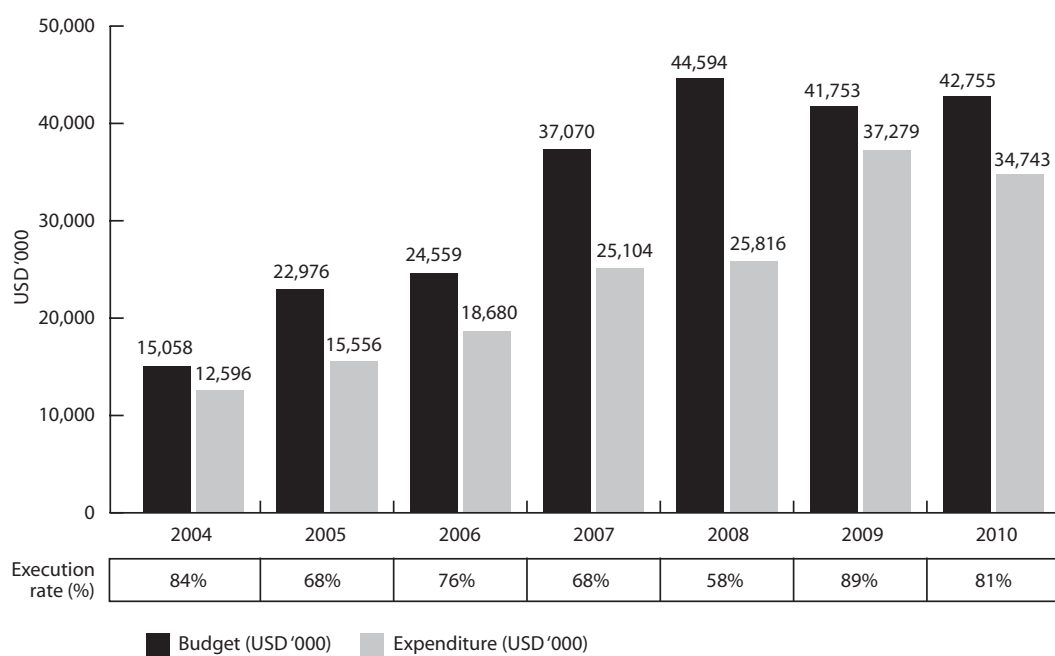
Source: UNDP Executive Snapshot, June 2011

office increased its programme expenditure. The execution rate, however, has not been consistent. In 2008, the country office spent 58 percent of its programme budget, but this improved to 89 percent in 2009. It should be noted that there was a big increase in the programme budget in 2008, which was also the first year of the new programme cycle.

Table 12 shows the main categories of expenditure for the 2005-2010 period. The total expenditure of UNDP increased from USD 18.3 million in 2005 to USD 48.7 million in 2010. The country office management expenditure as a percentage of total expenditure has improved over time and reduced to 7 percent in 2009 and 2010. This ratio is within the target set out in the Balanced Score Card.[25]

Table 12. UNDP Nepal Expenditure and Execution Rates 2005-2010						
Expenditure	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**
A. Total Expenditures (USD '000)	18,362	21,897	28,927	29,824	41.393	48,715
B. Management Expenditures (USD '000)	2,019	2,300	2,856	2,873	2,876	3,385
C. Regular Resources UNDP (USD '000)	6,480	8,062	8,528	9,949	14,282	10,221
D. Ratio C/A (%)	35%	37%	29%	33%	35%	21%
F. Ratio B/A (%)	11%	11%	10%	10%	7%	7%

Source: UNDP Nepal, July 2011

Figure 4. Project Implementation Modalities 2002-2010*
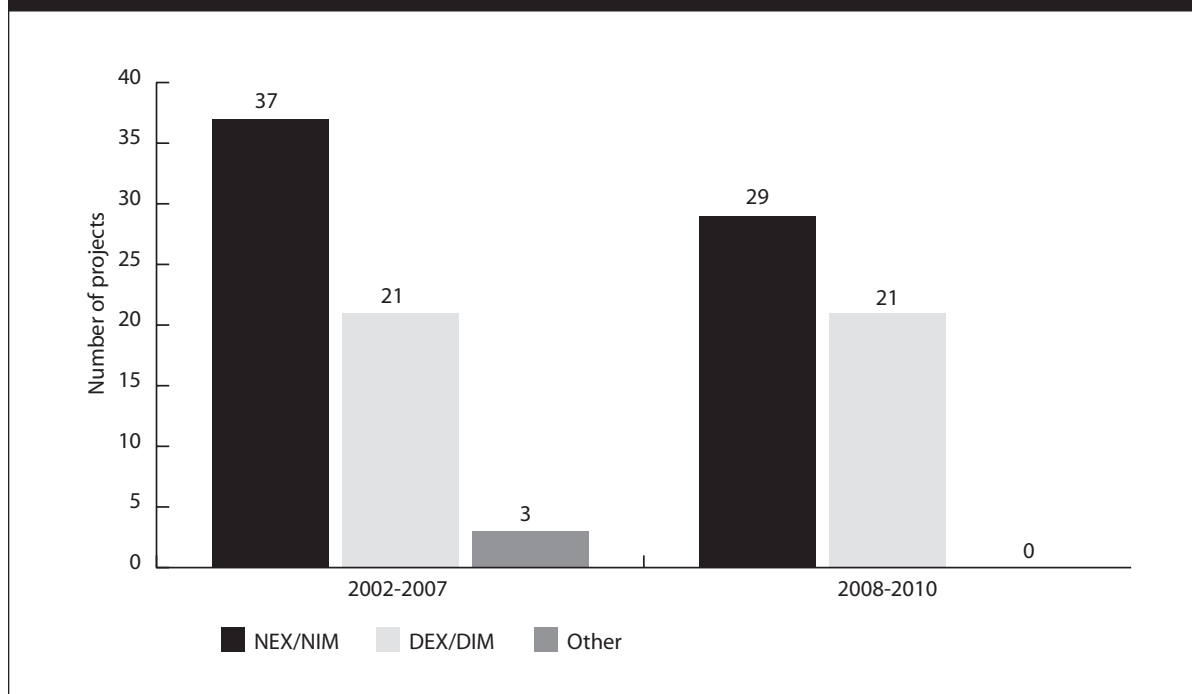
Source: UNDP Nepal, June 2011

* Project documents of listed projects were reviewed to determine the implementation modality. For projects from 2002-2007, there were 21 cases where the implementation modality could not be determined and were excluded from the analysis. This should be borne in mind when interpreting the data.

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[25] The Balanced Score Card is a UNDP corporate tool that measures the country office against six themes, namely, programme efficiency, support to UN reform and coherence; partnerships; programme and financial management; systems culture and accountability; people and knowledge management. The management efficiency ratio targets for 2009 and 2010 are 8.9 percent and 11.3 percent, respectively. Source: UNDP Balanced Score Card 2009 and 2010

UNDP has predominantly used the national execution (NEX) modality or national implementation modality (NIM) over the two programme cycles, as shown in Figure 4.[26] The direct execution (DEX) or direct implementation modality (DIM) has also been used during the two periods. The kinds of projects using the DEX/DIM modality include disaster recovery, support to peacebuilding initiatives and selected HIV/AIDS projects, such as scaling up access to prevention, treatment and care. The use of DEX/DIM in the 2002-2007 period is to be expected given the conflict context of Nepal at the time. UNDP has continued to use the DEX/DIM modality in the 2008-2010 period. It should be noted that 12 of the 21 DEX/DIM projects in this period are projects that had started in the previous period, while the remaining eight projects started in the 2008-2010 programme cycle.

3.2.3 OFFICE ORGANIZATION AND MANAGEMENT

Country office structure and staffing. The country office is currently structured into five programme units, namely, the Peace Building and Recovery Unit; the Governance and Rule of Law Cluster; the Poverty and Inclusion Cluster; the Climate Change and Environment Cluster; and the Disaster Risk Management Unit. Their structure includes a Strategic Planning and Development Effectiveness Unit[27] and the Operations Division that includes the Project Implementation Support Unit. The structure of the country office has undergone a number of changes over the two programme cycles, in response to the changes in the country context, UNDP corporate requirements and the country office's desire to improve its overall efficiency and effectiveness.

The Peace Building and Recovery Unit was established in 2007 to respond to the more immediate needs of post-conflict recovery in Nepal. It was envisaged that the unit would have a lifespan of about seven years. Although established to address the immediate crises in the post-armed conflict environment, the Peace Building and Recovery Unit has also evolved into one that develops and incubates catalytic new initiatives to address the peacebuilding challenges in the country.[28] These initiatives have been transferred to other programme units.

In late 2005, UNDP established its first district-level field office and expanded the number in 2006. The structure of these offices was revisited in 2008 and a decision was made to establish field monitoring offices. In 2009, the country office established three field-monitoring offices to strengthen its existing monitoring and evaluation function. These offices were established in the Far-Western, Mid-Western and Terai regions where most of UNDP projects are located. Each field monitoring office is headed by a field office coordinator and there is a total of eight field monitors in the unit. The field monitoring offices have the task of conducting monitoring of projects independently of programme and project staff. As they operate independently from the programmes they monitor, they are therefore positioned to provide an objective view of the programmes. The Monitoring and Evaluation Unit has further evolved into a Strategic Management and Development Effectiveness Unit and provides analytical inputs to the country office's strategic planning as well the planning under the UNDAF process.

In late 2010, the country office separated the disaster risk management functions from the

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[26] National execution or implementation means that the project is implemented by national authorities such as ministries, departments within ministries, semi-autonomous institutions, regional or local authorities, including municipalities. Direct execution means that UNDP implements the project, for example, in disaster recovery and conflict situations. This modality is used in exceptional cases.

[27] This unit has gone through a few different forms with different names during the period under evaluation, and it became the current name in early 2011.

[28] Examples of these initiatives are the Conflict Prevention Programme and the Support to Constitution Building. These are discussed in Chapter 4 of the ADR report.

Energy and Environment Unit to create a dedicated Disaster Risk Management Unit. This was done in recognition of Nepal's vulnerability to major disasters, their negative impact on development and the need to have a coherent strategy for disaster risk management. The Disaster Risk Management Unit became operational in 2011.

The Project Implementation Support Unit was established in late 2010 and became operational in January 2011, with the objective of providing a dedicated procurement and recruitment service for UNDP projects. The unit has introduced efficiency measures such as more thorough procurement planning to reduce ad hoc requests, procurement advice to programme staff, training in procurement, and being available to discuss problems and bottlenecks in the system.

Table 13 shows the breakdown of fixed-term appointments over the 2006-2010 period. The country office experienced a substantial increase in staff between 2009 and 2010 from 62 fixed-term appointments in 2009 to 89 in 2010. The percentage of operations staff has reduced steadily and stood at 58.4 percent in 2010. It should be noted that UNDP provides procurement and financial services to other UN organizations in Nepal as well non-resident agencies.

The Office of the Resident and Humanitarian Coordinator is responsible for coordination of the UN system in Nepal. In addition to the staff component in Kathmandu, there are four field coordination offices intended to serve as facilitators of information flow between the centre and the field. The office houses the secretariat of the UN Peace Fund for Nepal and has been the convenor of the process to formulate the Peace and Development Strategy aimed at bringing coherence to development partners' efforts in supporting Nepal's development agenda in the post-conflict transition.

A number of government partners commented positively on the technical skills of the national staff in the country office. UNDP is working on promoting diversity within its workforce. It is signatory to the UN Country Team Declaration of Joint Principles of Workforce Diversity that aims to increase the representation in the UN teams, of traditionally excluded groups. The UN Country Team has designed a new trainee scheme targeting these traditionally excluded groups and is being rolled out in 2011.

Under the leadership of the Resident Representative, the country office has been rethinking its overall strategy in Nepal, and how to position itself to ensure that it remains a relevant, effective and efficient player in Nepal. There has been an extensive process of discussion and consultation in the country office and this has resulted in the drafting of a new business model for Nepal. Under this new model, it is envisaged that UNDP will have a more focused programme portfolio and enhanced policy advisory capacity. This has meant some internal reorganization of the programme portfolio and changes to the structure of the office, which are currently underway.

Table 13. Country Office Staff Fixed-Term Appointments 2006-2010						
Year	**Programmes**		**Operations**		**Total**	
	Number	**Percentage**	**Number**	**Percentage**	**Number**	**Percentage**
2006	25	35.7	45	64.3	70	100.0
2007	28	38.9	44	61.1	72	100.0
2008	24	36.9	41	63.1	65	100.0
2009	24	38.7	38	61.3	62	100.0
2010	37	41.6	52	58.4	89	100.0

Source: UNDP Nepal June 2011. Excludes Office of Resident Coordinator & Humanitarian Coordinator

Monitoring and evaluation. The annual progress reports for projects and programmes show that there is project monitoring by programme staff and implementing partners. This project monitoring is complemented by the independent monitoring done by the field monitoring offices. In addition to the individual field monitoring reports produced for each project visit, the unit produces an annual analysis of the field reports, outlining the context, challenges, results and recommendations. The annual reports provide key messages from the field for UNDP senior management and programme staff and usefully tabulate the recommendations and management responses.

The country office plans to commission nine evaluations and participate in a joint UNDAF evaluation between 2008 and 2012. Two outcome evaluations, four project evaluations and the UNDAF evaluation have been completed to date. Table 14 shows the evaluations completed by the country office between 2002 and 2010. The country office completed 10 project evaluations in the 2002-2007 period. UNDP's evaluation plan for 2008-2011 covers all four outcome areas of the CPD and is comprehensive in this sense. However, there has been no evaluation of the Public-Private Partnership for Urban Environment programme that started in 2002 and is now in its third phase to be completed in 2012.[29] Given the 10 years of resources and effort UNDP would have expended, an independent evaluation of the programme is warranted.

Communication. The country office maintains an informative website that provides external

Table 14. UNDP Nepal Outcome and Project Evaluations 2002-2010		
Programme period	**Outcome evaluations and year completed**	**Project evaluations and year completed**
2008-2010	• Livelihoods for recovery and sustainable development (2011) • Responsive and accessible justice systems (2010)	• Decentralized Local Governance Support Programme and Quick Impact Peace Support Initiative (2011) • Mid-term review of support to Election Commission (2010) • Western Terai Landscape Complex Project (2010) • Local Governance and Community Development Programme (2010)
2002-2007	• Institutional capacities for effective poverty monitoring and pro-poor policy design (2005) • Outcome evaluation mission on gender (2004) • Poor communities exercise their right to self-organization and to build alliances (2004) • Energy, environment and disaster management (2003)	• Rural Energy Development Programme (2007) • Management support to National Programme on HIV/AIDS (2007) • Participatory Conservation Programme (2006) • Tourism for Rural Poverty Alleviation (2006) • Strengthening Aid Management and National Execution (2006) • Upper Mustang Biodiversity Conservation Project (2006) • Decentralized Local Governance Support Programme (2006)

Source: UNDP Evaluation Resource Centre, July 2011

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[29] In 2004, UNDP Bureau for Policy Development and the Netherlands Institute for Housing and Urban Studies conducted a review of UNDP Public-Private Partnerships for Urban Environment programmes in several countries including Nepal to identify lessons learned. The ADR team could not find any other UNDP evaluations of the Nepal programme.

stakeholders with a comprehensive overview of the office and its activities in Nepal. This website is complemented by useful documents such as the country office's annual report that provides information on the performance of the country programme as well as financial information. Various projects have brochures and fact sheets that provide a good overview of the project. In some cases, the projects have their own websites established with support from UNDP; for example, the Public-Private Partnerships for Urban Environment website provides details of the project and progress, as well as documents that have been produced by the project.

Chapter 4

CONTRIBUTION OF UNDP TO DEVELOPMENT RESULTS

PART A: ASSESSMENT BY THEMATIC AREA

This section of the report analyses the relevance, effectiveness, efficiency and sustainability of UNDP Nepal's contribution against the expected outcomes of the CCF 2002-2007 and the CPD 2008-2010, with an emphasis on the latter programme. UNDP's contribution to development results is discussed in broad terms, with selected projects and programmes to illustrate the progress made towards achieving the expected outcomes.

4.1 PEACEBUILDING, RECOVERY AND REINTEGRATION

The programme component of peacebuilding, recovery and reintegration was assessed against the following two programme outcomes:

1.1 Increased access to, and participation in, constitution building and free and fair electoral processes

1.2 Programmes, strategies, policies and systems that promote post-conflict recovery

4.1.1 THEMATIC RELEVANCE

Relevance of objectives. The objectives in the peacebuilding, recovery and reintegration programme component are focused on supporting Nepal in its efforts to consolidate peace and reconstruct the country following the decade of armed conflict. The CPA of 2006 and the Three Year Interim Plan of GoN (2007-2010) have been the guiding documents for this component of UNDP's country programme. The CPA sets out, inter alia, agreements relating to the ceasefire and cantonment of Maoist combatants; the integration and rehabilitation of Maoist combatants;

the roles of the Nepal Army, the Nepal Police and the Armed Police Force; establishment of a national peace architecture that includes a Truth and Reconciliation Commission; human rights and rule of law; establishment of a National Peace and Rehabilitation Commission; and provision for UN-supervised elections for a Constituent Assembly and an Interim Constitution. The Three Year Interim Plan seeks to deal with the urgent issues of reconstruction as well as healing the damaged social relations in Nepali society through programmes of rehabilitation and reintegration. Establishing a lasting peace is critical for Nepal's development agenda and the realization of the political rights of all Nepali people.

Examples of UNDP support under this prgramme component include:

- Support to Participatory Constitution Building in Nepal (including the establishment of the Centre for Constitutional Dialogue and community consultation and outreach), its predecessors: Support to Constitution Building in Nepal (2006-2008) and Participation in Peace and Constitution Building Preparatory Assistance (2007).

- Support to the Election Commission of Nepal

- Assistance to the Peace Process (which covered a number of projects including the Discharge and Rehabilitation of Verified Minors and Late Recruits (VMLR), capacity development for the Ministry of Peace and Reconstruction, and technical support for establishing the Nepal Peace Trust Fund).

- UN Inter-Agency Rehabilitation Programme (led by UNDP)

■ Conflict Prevention Programme, with its two pillars, namely, the Collaborative Leadership and Dialogue programme, and the Mainstreaming of Conflict Sensitivity, which includes the 'Do No Harm' approach.

In addition, UNDP assisted UNMIN in the verification and registration of Maoist combatants, along with UNICEF. UNDP provided experts from UNDP Afghanistan and Rwanda to assist with the design and management of the registration and verification process, and train staff to carry out the process. UNDP also provided support to UNMIN throughout the political negotiations that led to the discharge of the former Maoist combatants on the basis of being minors or late recruits.

For most of the current programme period (2008-2010), UNDP has focused on dealing with the more immediate consequences of the armed conflict. In 2010, following the historical Nagarkot workshop of 40 leaders from all major political parties, civil society and the Government in September 2009, UNDP launched a new Conflict Prevention Programme. An important aspect of the Conflict Prevention Programme is the prevention of conflict through constructive dialogue among political parties, the Government, civil society and other stakeholders. The programme responds to a need expressed by the workshop participants for constructive dialogue between parties to make progress on critical issues such as the peace process and constitution drafting.[30] It is also designed to capture other preventative programming in the future in areas such as reducing armed violence.

As outlined in Chapter 2 of this ADR report, the environment in which UNDP has developed and implemented its programmes has been dynamic, requiring the organization to constantly monitor and adjust its programmes to the prevailing country context. The peacebuilding programme component is a case in point where UNDP had to constantly adjust its programmes to respond to the changing circumstances in Nepal. For example, the programme component of peacebuilding was premised on the assumption that the draft Constitution would be completed within the time-frame specified in the CPA. At the time of the ADR data collection, there had been two extensions for completion of the draft Constitution and no national elections or local elections have been held, nor are there any provisional dates for these elections. In order to maintain relevance, UNDP has adjusted its programmes, for example, shifting activities related to consultation on the contents of the draft constitution originally scheduled for 2010 into 2011 when a draft constitution is expected.[31] Another example is the Support to Constitution Building in Nepal (2006-2008) which originally envisaged providing support to elected members of the Constituent Assembly, but because of delays in the election of the CA, the programme worked with interim parliamentarians, political parties and legal groups and in many instances, the engagement had to be on an informal basis.[32] The new programme – Support to Participatory Constitution Building in Nepal – finalized in April 2008, was subjected to substantial revision in December 2008 following the election of the CA.[33]

Relevance of approaches. In terms of the CPA and the Three Year Interim Plan, it is clear that the GoN, the political parties and the people they represent, must lead the peacebuilding and recovery process. The challenge for UNDP has been to define the parameters of its role

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[30] UNDP, 'Conflict Prevention Programme Project Document', Kathmandu, 24 September 2010.

[31] UNDP, 'Support to Participatory Constitution Building in Nepal: Annual Progress Report 2010', Kathmandu, 2010.

[32] UNDP, 'Support to Constitution Building Process in Nepal: Project Completion Report', Kathmandu, May 2008.

[33] UNDP, 'Support to Participatory Constitution Building in Nepal: Project Document', Kathmandu, 22 December 2008, shows revised strategic priorities for the project, including changing the Constitution Resource Centre to a Centre for Constitutional Dialogue and emphasis on demand-driven approach. Also, the CA Secretariat was identified as the primary national counterpart for the project.

in the face of the political conflict that did not cease with the signing of the CPA. This has required UNDP to be innovative and not adopt a 'business-as-usual' approach to the design of its programmes. UNDP's approaches have varied depending on the context, and at times, it was necessary for UNDP to take risks. A case in point is the discharge and rehabilitation of VMLR. While this process should have been led by GoN as set out in the CPA, the political situation did not lend itself to this. UNDP relied on its comparative strength of neutrality to lead the process.

Discussions with government and non-government stakeholders, independent commentators and international development partners revealed a diverse array of views on UNDP's approach to programme design and implementation in the area of peacebuilding and recovery. Some felt that UNDP's approach was straying into the domain of politics, while others believed that UNDP should have been more assertive in engaging political parties and GoN to conclude the peace process and finalizing the constitution.

The extent to which UNDP has adopted participatory approaches in planning and implementation of programmes has depended on the nature of the projects being planned. The programmes in the early years of the peace process were planned in a period of heightened political tension and uncertainty, even though the CPA was in place. The extent to which UNDP could adopt a broad participatory approach was circumscribed by the political conditions of the day. For example, UNDP had limited access to combatants in the cantonments and it was not feasible to adopt a participatory approach that would be characteristic of a development programme in a non-conflict environment.

The depth and quality of consultation as experienced by government partners are varied. Some government partners felt that UNDP consulted them adequately during the design and implementation phases of the projects or programmes. There were government partners who felt that although UNDP consulted them, they did not feel that their issues were adequately addressed. UNDP's engagement with civil society as partners in peacebuilding is not evident in the earlier programmes such as Support to the Election Commission and Assistance to the Peace Process, though there is evidence of engagement with civil society in the constitution-building initiatives. Again, the challenge for UNDP has been to determine whom to consult and the extent to which parties should be consulted, given the political context and varied political allegiances of civil society organizations in Nepal.

Some programmes such as the Conflict Prevention Programme haves adopted a highly participative and collaborative approach to programme design and planning. The design of the Collaborative Leadership and Dialogue component has been guided by the steering committee of ten nominees from political parties and civil society that emanated from the Nagarkot Workshop.[34] The second component of the Conflict Prevention Programme, namely, mainstreaming conflict sensitivity (Do No Harm) into UNDP (and UNICEF and UNRCHCO) programming, policies and processes, is another example of how UNDP's approach continues to evolve in response to the political conditions in the country.

A key characteristic of programmes in the peacebuilding portfolio is the extent of analysis done in programme design and use of UNDP global resources such as the Bureau for Crisis Prevention and Recovery (BCPR), which also provides a portion of programme funds. Programme designs are thus rooted in thorough analysis of the situation and this has assisted UNDP to adjust its programmes.

UNDP has also been successful in mobilizing resources for these programmes, through bilateral donors and other UN funds, for example, the

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[34]   UNDP, 'Conflict Prevention Programme Project Document', Kathmandu, 24 September 2010.

BCPR and the UN Peace Fund. However, since the BCPR introduced budget cuts across the board in 2011 the country office has deferred the appointment of a senior technical advisor for the Conflict Prevention Programme's collaborative leadership component. With its limited capacity to develop the specialized capacity-building component, the delivery of the project has been slower than planned for 2011.

4.1.2 EFFECTIVENESS

Outcome 1.1: Increased access to, and participation in, constitution building and free and fair electoral processes

Support to constitution building. UNDP, through its two preparatory programmes (2006-2008) and the current programme, has contributed to raising awareness of the issues involved in developing a new constitution for Nepal. The preparatory programmes that preceded the election of the CA provided technical advice to a range of stakeholders including Dalit organizations, senior members of political parties and the Election Commission. Through supporting a series of thematic national conferences on issues such as constitution making and state restructuring, UNDP was able to complement the insights of national actors with the comparative knowledge of international experts. By using social mobilization in the preparatory programme, UNDP also reached citizens and began the process of enhancing their knowledge of the constitution-building process.

Over the current programming cycle, UNDP's support has resulted in 4,627 democratic dialogues held in 3,915 VDCs and all 240 electoral constituencies in Nepal, reaching 259,708 citizens who were given the opportunity to put their issues directly to CA members.[35] The programme worked through NGOs to support citizens in preparing written responses to the 11 thematic reports of the CA. The outreach programme included radio and television drama series that is estimated to have reached 5.6 million viewers.[36] Commentators from civil society and CA members are of the view that the programme has contributed to raising awareness among local communities, and that UNDP is one of several organizations that have been involved. There are limitations to the outreach programme. The programme may have contributed to raising awareness of the constitution-building process, but could not deal with the substance of the constitution, as there is still no draft constitution. Some commentators have observed that the outreach programme does not guarantee that the inputs of the local communities will be incorporated into the draft constitution. What is incorporated into the draft constitution is for the political parties to decide and falls outside the scope and mandate of UNDP's programme. Women accounted for 42 percent of participants in the community outreach programme on a national basis, demonstrating that there has been a conscious effort to target women.[37] UNDP has tracked the participation of excluded groups in the outreach programme and information presented to the ADR team shows that Dalits, Janajatis, Madhesi and Muslims groups have participated.[38]

The outreach programme also benefited the CSOs that received training in facilitation for community outreach as well as refresher training and seminars in community facilitation and constitutional issues. Civil society has also been a user of the facilities provided through the Centre for Constitutional Dialogue (CCD) and participated in the constitutional dialogues hosted by the CCD.

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[35] UNDP, 'Support to Participatory Constitution Building in Nepal: Annual Progress Report 2010', Kathmandu, 2010.

[36] UNDP, 'Annual Report 2009', Kathmandu, 2010.

[37] UNDP, 'Annual Report 2009', Kathmandu, 2010.

[38] The ADR team was not able to verify the percentages of each group and this information is therefore not included in the report.

UNDP support to the CA has produced mixed results. Such support has been in the form of technical advice and infrastructure support to the CA Secretariat, which from the accounts of the beneficiaries has assisted them in carrying out their task of coordinating the various committees responsible for drafting the constitution. UNDP supported the establishment of the Women's Caucus and developed their capacities through training, workshops and seminars. Similarly, UNDP has supported the Indigenous Caucus, Dalit networks and Madhesi networks through expert support, training, workshops and seminars to identify their common issues to be included in the new constitution. As a result, the Women's Caucus and the Indigenous Caucus were able to submit their common position paper to the CA Chair and CA thematic committees. While there is recognition on the part of the CA that issues of gender equality should be incorporated into the constitution-building process, the experience of women CA members is that much more needs to be done to include women in a meaningful way, especially indigenous women.

The CCD has from various accounts provided a neutral space for civil society and CA members to discuss matters relating to the constitution; as well as access to a well-resourced information centre, information technology and translation services. The CCD has contributed to creating awareness of constitutional processes and issues and contributed to enhancing participation of those CSOs which had opportunity to interact with the CA members. Those CA members who used the services of the CCD were given the means to contribute to the constitution-building process.

Stakeholders commented positively on what the CCD had brought to the constitution-building process, but felt that it had fallen short of their expectations. While the CCD was not expected to be directly involved in the drafting of the constitution, nor was this seen as desirable, some felt that the CCD was not reaching the leaders of the political parties and those who influence the content of the constitution. Others felt that the CCD should move beyond providing a discussion space to taking forward the issues that are raised in discussions. Similar views were elicited by an independent mid-term review of the CCD.[39]

The CCD has been used by those CA members and civil society organizations who wished to use it. In this sense, the centre was reactive. Figures for the seminars from February 2009 to February 2010 show that only 27.2 percent of participants were CA members.[40] The CCD has not managed to stimulate demand on the part of the leaders of the political parties for the services and expertise it has to offer. It should be recognized that stimulating such demand is not easy, given the circumstances under which the CCD was established. There has been and continues to be a reluctance on the part of the CA to use international experts either because their expertise is not considered relevant to the Nepal context, or because the constitution drafting has to remain a national process. Stakeholders have also pointed out that this is not the first time Nepal is drafting a constitution and that there are many Nepali experts that the CCD could draw on. The appointment of a Nepali director for the CCD will go some way to addressing these concerns.

The constitution-building initiatives have not actively or directly involved the Nepal civil service. UNDP's initiatives in constitution building focused on supporting the CA and civil society, which was appropriate at the time of design of the programme. The civil service, in particular the Ministry of Law and Justice,

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[39] Organization Development Centre, 'Review of the Centre for Constitutional Dialogue', Kathmandu, 28 May 2010. This review noted that the design of the CCD was a compromise as there were serious reservations from members of the Constituent Assembly that an entity such as the CCD could usurp the mandate of the CA to develop the new constitution.

[40] UNDP, 'Annual Report 2009', Kathmandu, 2010, p.17.

Ministry of Peace and Reconstruction, Ministry of Finance, Ministry of General Administration and Ministry of Local Development, are all key stakeholders in the constitution-building process and will be crucial in the period following promulgation of the constitution.

Support to election system. UNDP support has contributed to enhancing the capacity of the Election Commission, but more work is needed to fully capacitate the commission. UNDP's initial support to the Election Commission was through the UNMIN Electoral Assistance Office. UNDP's specific contribution was to provide specialized electoral support for the CA election process and to assist with facilitating domestic and international election observations. Building on the experiences and lessons from the CA election, UNDP supported the Election Commission to develop a five-year strategic plan that has served as the basis for support to the commission, not only for UNDP but also for other donors. The emphasis is on sustainable institutional strengthening rather than approaching capacity development as a one-off event gearing up for an election. UNDP together with funding partners has provided support to longer term professional development of Election Commission officials; modernization of the civil and voter registry; GIS and electoral mapping system; revision of election laws and election dispute resolution mechanisms.

The strategic plan has provided a good basis for building a capable and credible independent Election Commission. Voter registration is proceeding, with 4,590,721 million voters registered by May 2011.[41] Election Commission officials, other government officials, CA members and civil society and have been trained in the new BRIDGE (Building Resources in Democracy, Governance and Elections) curriculum and the total trained in 2010 was 206, compared to the annual target of 122. The majority of participants (166 or 80 percent) are government officials.[42] The project has actively supported regional and South-South networking between the Election Commission and their counterparts in other countries, for example, India and South Korea. Securing the support of AusAID and the Australian Election Commission to build the Electoral Education and Information Centre is considered by the Election Commission to be a major achievement of the project.

There is, however, a significant amount of work to be done, a task not made easy by the uncertainty that permeates Nepal's political context. The project has supported the building of individual capacities of Election Commission officials, but due to the temporary tenure of officials and the policy of staff rotation in the civil service, it is a challenge for the commission to retain the capacity that has been developed. The project has not put in place any strategies to ensure some knowledge transfer from officials prior to their departure from the Election Commission. The Election Commission has completed a gender mapping exercise that is intended to inform its gender equality strategy. Representation of women in BRIDGE courses is low (only 12 out of 206 participants were women).[43] Given that 80 percent of participants in the BRIDGE training are government officials the low representation of women is not surprising as women constitute a small percentage of the middle and senior levels of government. The registration of women voters, especially in rural areas, continues to pose challenges for the commission.

Other issues identified by the mid-term review of the programme include the lack of sufficient technical staff to implement the GIS and electoral mapping system, resulting in some delays; the absence of institutionalizing the learning gained by individual officials participating in

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[41] Figures quoted in presentation of the Voter Registration Programme Coordination Committee, 17 May 2011.

[42] UNDP, 'Electoral Support Project: Annual Progress Report 2010', Kathmandu, 2010.

[43] UNDP, 'Electoral Support Project: Annual Progress Report 2010', Kathmandu, 2010.

study tours; the gap in voter outreach and education following dropping of this activity in 2009; and the need to finalize the election dispute resolution concept.[44] The Election Commission's proposed changes in documentation requirements for voter registration have been the subject of court appeals, with the Supreme Court issuing a stay of the proposed changes.

Box 1 highlights the progress towards achieving expected results in Outcome 1.1 and areas where there are challenges.

Outcome 1.2: Programmes, strategies, policies and systems that promote post-conflict recovery

Assistance to peace process. UNDP supported post-conflict recovery in Nepal through a number of initiatives. These include assistance to the newly established Ministry of Peace and Reconstruction to strengthen its strategic management capacity; assisting GoN to establish and manage the Nepal Peace Trust Fund; the discharge of verified minors and late recruits from the Maoist Army and supporting their reintegration and rehabilitation; and the Conflict Prevention Programme.[45] UNDP also made substantive inputs to the Nepal Peace and Development Strategy 2010-2015, prepared by Nepal's principal development partners under the auspices of the Office of the UN Resident and Humanitarian Coordinator.[46]

Box 1. Outcome 1.1 – Progress Towards Expected Results		
Outcome 1.1: Increased access to, and participation in, constitution building and free and fair electoral processes		
Programme	**Progress towards expected results**	**Sources**
Support to Participatory Constitution Building in Nepal	(+) Awareness of constitution process enhanced through 4,627 Democratic Dialogues held in 3,915 VDCs and all 240 electoral constituencies in Nepal, reaching 259,708 citizens. Radio reached 5.6 million. Democratic dialogues and information resources of CCD made available to CA members and CSOs. Enhanced participation for women and indigenous people through Women's Caucus and Indigenous People's Caucus. Improved infrastructure for CA Secretariat to do its work. Capacity of CSOs enhanced. (–) Differing stakeholder expectations of role of CCD and lack of proactivity constrain effectiveness. Participation of civil servants is a gap in programme.	Interviews with CA members, Women's Caucus, Indigenous People's Caucus, CA Secretariat, Chairperson of Constitutional Committee, UNDP programme staff, Centre for Constitutional Dialogue, human rights NGOs, PRODOC 2008, evaluation study on CCD, UNDP Annual Report 2009, annual progress reports 2008-2010.
Electoral Support Project: Institutional Strengthening & Professional Development Support for the Election Commission of Nepal	(+) Five-year strategic plan for Election Commission coordinates donor support and focuses on medium-to-long-term institutional capacity development. Officials trained in BRIDGE. 4,590,721 million voters registered and some progress on using information technology to modernize the electoral system. Financial and technical assistance for construction of Electoral Education and Information Centre. (–) Developed capacity not retained in Election Commission.	Interview with Chief Election Commissioner, APR 2008-2010, Election Commission Strategic Plan, interview with UNDP Governance Cluster team, Mid-Term Evaluation Report of Electoral Support Project

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[44] UNDP, 'Electoral Support Project: Mid-Term Evaluation Report', Kathmandu, 14 December 2010.

[45] Some interventions include joint activities with other UN agencies, for example, the UN Inter-Agency Rehabilitation Programme is done jointly with UNICEF, UNFPA and the ILO. The Conflict Prevention Programme is done jointly with UNICEF and the UN RCHCO.

[46] United Nations Resident and Humanitarian Coordinator's Office, Nepal, 'Nepal Peace and Development Strategy 2010-2015', Kathmandu, January 2011. The strategy recognizes that peace and development are two sides of the same coin and that the root causes of Nepal's conflict need to be addressed in concrete ways through long-term development processes. The strategy aims to provide a framework that can guide Nepal's development partners in working together more effectively to support the implementation of the Comprehensive Peace Agreement.

The effectiveness of UNDP's efforts in promoting post-conflict recovery has been constrained by the overall peacebuilding environment in the country. Although the CPA was in place, the environment in which UNDP attempted to develop programmes, strategies and systems for post-conflict recovery was still characterized by deep political divisions among the major political parties in Nepal. The effectiveness of UNDP's efforts in this sensitive area needs to be assessed against this political context. While this impact of the political context permeated all programmes of UNDP, it is most acute in the area of peacebuilding and post-conflict reconstruction. The 'national peace architecture' is fragile – the Ministry of Peace and Reconstruction, which was transformed from the Peace Secretariat, has been subject to changes in political and administrative leadership. The Local Peace Committees established under the CPA have not lived up to expectations and until the changes made to their terms of reference in 2009, were not inclusive of women and other disadvantaged groups.[47]

Verified Minors and Late Recruits have been discharged successfully, but still face difficulties in reintegration into the communities. Following on from its initial support to UNMIN in the verification and registration of 19,602 Maoist combatants in 2007, UNDP managed the discharge and rehabilitation of the 4,008 VMLR in late 2009. The process was put on hold for two years as a result of lack of consensus between GoN and the UCPN-Maoist, requiring UNDP to retain a stand-by capacity for the period. However, once approval was given, the discharge process was completed within the 28-day time-frame specified in the plan. Five field centres were established to support the follow-up

rehabilitation aspect of this work. By end of 2010, 10 percent of discharged VMLR (or 408 out of 4,008) joined the various rehabilitation programmes.[48] Stakeholders presented a range of reasons for the initial slow take-up, including the lack of consensus between GoN and the UCPN-Maoist, the limited profiling of needs of combatants, insufficiency of the rehabilitation packages as an incentive to participate, the realities of stigmatization of ex-combatants, especially women combatants, and the reality of the low absorption capacity of Nepal's labour market.

Lessons learned in the discharge and initial rehabilitation have been taken up in the UN Inter-Agency Rehabilitation Programme (UNIRP). UNDP has built on the experience, both positive and negative, and has steered the development of the UNIRP. This inter-agency approach to rehabilitation draws on the complementary expertise of UNDP, UNICEF, UNFPA and ILO to address the challenges of rehabilitation outlined earlier. The rehabilitation packages offered to former combatants include formal education, vocational skills training, micro-enterprise training and health-related training and education. By July 2011, the take-up had improved substantially with 61 percent of the original 4008 VMLR receiving counselling and 54 percent had received training or were in training. Furthermore, 815 graduated from the training.[49] The UNIRP is a formal joint programme with a single programme document. To reinforce the 'jointness' of the programme, a single project office has been established to house the team members from the different agencies. The programme is a good example of the UN using its complementary agency capacities to tackle a very challenging problem in an integrated inter-agency manner.

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[47] UNDP, 'National Human Development Report, 2009', Kathmandu, 2010. An assessment by the Ministry of Peace and Reconstruction in 2008 found a mixed response to local peace committees. While many saw value in these committees, others felt that they were redundant at as the all-party mechanisms wielded greater influence over decisions made at local level.

[48] UNDP, 'Assistance to the Peace Process in Nepal: Provisional Annual Progress Report 2010', Kathmandu, 2010.

[49] United Nations Nepal, 'UN Inter-Agency Rehabilitation Programme Monthly Report Number 52, 1-31 July 2011, Kathmandu.

Since 2007, UNDP has supported GoN to establish and manage the Nepal Peace Trust Fund (NPTF). The fund was established in the Ministry of Finance in February 2007 following the signing of the CPA, as a vehicle through which international donors and GoN could channel funds for peacebuilding and reconstruction. The initial focus of the NPTF was on urgent issues such as the election of the CA and the management of camps and reintegration of former combatants. Its scope was expanded to include reconstruction of public infrastructure and the rehabilitation of people affected by the conflict. UNDP support over the period has been in the form of technical advice to develop the necessary systems and procedures for managing the funds, systems for receiving and assessing project proposals, developing the monitoring and evaluation and reporting, as well as capacity development of implementing agencies in logical frameworks.[50] UNDP also supported the transfer of the NPTF from the Ministry of Finance to the Ministry of Peace and Reconstruction.[51] The initial five donors (Denmark, Finland, Norway, Switzerland and the United Kingdom) were joined by the European Union and Germany in 2010. The NPTF has funded 31 projects since its inception and 20 of these have been completed. The total amount of funds received by the NPTF from its inception in 2007 to May 2010 is USD 113.5 million, of which GoN has contributed 64 percent. Nearly half of the funds are allocated for projects relating to the management of the cantonments.[52] The lifespan of the NPTF has been extended for three years from 2010 to 2013.

An independent review of the NPTF and the Donor Advisory Group in 2009 found that while the NPTF had made good progress in the short period of its existence, there were a number of issues that needed to be addressed, for example, developing an overall strategy for the fund. The review found that UNDP support focused on short-term gap-filling and to some extent was implementing the functions of the Peace Fund Secretariat. The report noted the challenges in supporting the NPTF in the context of the staff vacancies in the fund's secretariat and the high turnover of those serving on the technical committee and decision-making structures.[53]

Some government and non-government stakeholders raised concerns that the UN Peace Fund for Nepal (UNPFN) may be operating in parallel to the NPTF. The UNPFN was established soon after the NPTF to complement the work of the latter and supports short, targeted UN initiatives. The two funds share the same board led by GoN, and the same Donor Advisory Group, to ensure coherence and sharing of information between the two funds, but they are independent funds, each with their own decision-making authority. In the case of the UNPFN, approval of funding is made by the executive committee of the UNPFN, within approved delegations, and the executive committee is responsible for reviewing and approving the UNPFN's annual report. The UNPFN is managed by a secretariat in the RCHCO and falls outside the mandate of UNDP.

Capacity development in the Ministry of Peace and Reconstruction has made modest progress. UNDP supported the Ministry of Peace and Reconstruction to formulate a capacity development strategy in 2009 and provided technical and advisory support to the ministry. A total of 24 senior officials from the Ministry of Peace and Reconstruction, the Ministry of Finance and the Nepal Administrative Staff College participated

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[50]   GIZ also provides capacity building support to the Nepal Peace Trust Fund.

[51]   UNDP, 'Assistance to the Peace Process Annual Reports', Kathmandu, 2008, 2009 and 2010.

[52]   Government of Nepal, 'Nepal Peace Trust Fund Ninth Progress Report', mid-January to mid-May 2010, Kathmandu, 2010.

[53]   Ministry of Peace and Reconstruction, 'Joint Government of Nepal and Donor Review of the Nepal Peace Trust Fund', Kathmandu, circa 2010.

in a three week Leadership Development Training Programme in 2010.[54] Implementation of the strategy has been slower than planned for reasons similar to those noted under the NPTF.

Conflict prevention. Implementation of the Conflict Prevention Programme started in October 2010 and is beginning to show some results. UNDP has developed a five-year conflict prevention strategy.

Pillar 1: Collaborative leadership and dialogue aims to build sustained capacities at individual and institutional level to design, facilitate and engage in collaborative processes to resolve differences around issues or conflicts. It targets leadership in political parties, the Government and civil society and endeavours to give priority to women, youth and historically marginalized groups as they are important agents for change. A highly participatory approach to programme

design has been used, in which a Steering Committee of 10 individuals (representing the seven major political parties and three from civil society) have worked with UNDP to define the content of the programme based on consensus. The steering committee is broadly representative – two women, three Madhesi, three Janajati, one Dalit and four Brahmin/Chettri – and members have been trained in programme design and collaborative leadership-related skills. That UNDP has managed to secure and sustain their participation in the process thus far is an achievement given the uncertainties and political tensions surrounding the outstanding peace process matters and the delayed draft constitution.

Pillar 2: Mainstreaming conflict sensitivity is an inter-agency strategy of UNDP, UNICEF and UNRCHCO. Seven pilot initiatives have been identified in these agencies and an inter-agency advisory committee has been established

Box 2. Outcome 1.2 – Progress Towards Expected Results		
Outcome 1.2 Programmes, strategies, policies and systems that promote post-conflict recovery		
Programme	**Progress towards expected results**	**Sources**
Assistance to the Peace Process in Nepal (including UNDP contribution to UN Inter-Agency Rehabilitation Programme)	(+) Nepal Peace Trust Fund is operational, government-owned and government-led, regular reporting on project budgets and outputs. Successful discharge of 4008 VMLR. UNIRP adopted a comprehensive integrated approach to rehabilitation. (–) Slow progress on capacity development of Ministry of Peace and Reconstruction and the Peace Fund Secretariat.	Interviews with Ministry of Peace and Reconstruction, UNDP Peacebuilding Unit, UN Peace Trust Fund Secretariat, UN Peace Advisor, UNRCHCO, APRs 2007 -2010, evaluations, independent Nepali experts.
Conflict Prevention Programme	(+) Five-year conflict prevention strategy developed and approved by UNDP. Multi-stakeholder steering committee established for Pillar 1 (collaborative leadership and dialogue) and engaged in capacity development and programme design workshops. Inter-agency advisory committee established for Pillar 2 (mainstreaming conflict sensitive and 'Do No Harm' approach in UNDP and UN system). Initial round of Training of trainers for Pillar 2 completed. (–) UNDP internal capacity to implement the programme is stretched and reduced budget for programme limits scope for appointing the staff/advisory capacity required.	Interview with Chief Election Commissioner, APR 2008-2010, Election Commission Strategic Plan, Interview with UNDP Governance Cluster team, Mid-Term Evaluation Report of Electoral Support Project

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54   UNDP, 'Assistance to the Peace Process Annual Progress Report 2010,' Kathmandu, 2010.

with senior representation, as well as an inter-agency support team. Initial training in conflict sensitivity (Do No Harm) has been provided to participants in the pilot initiatives.[55]

4.2 TRANSITIONAL GOVERNANCE

The programme component of transitional governance was assessed against the following programme outcomes:

2.1 Increased capacity of Government at the national and local level to manage resources and deliver basic services in an inclusive and equitable manner

2.2 Responsive and accessible justice systems to promote gender equality, social inclusion and the rule of law, including formal and informal processes

4.2.1 THEMATIC RELEVANCE

Relevance of objectives. The objectives of transitional governance are centred on developing the capacity of the state at national and local levels, as well as the capacity of communities and community based organizations during this critical post-conflict period. The programmes and projects in this area are guided by the Tenth Plan (2002-2007) which explicitly states the importance of improving governance in order to deliver public goods and services across the country.[56] The importance of good governance is further reinforced by the Three Year Interim Plan that explicitly sees poverty reduction being achieved through improved and inclusive local governance and service delivery.[57] The objectives are also aligned with the Local Self Governance Act, 1999 and the Ministry of Local Development Concept Paper on Local Development and Self Governance (July 2007).

Examples of programmes and projects supported under this sub-component of transitional governance include:

■ Strengthening the planning and monitoring capacity of the National Planning Commission (2009-2012)

■ Localization of MDG (2007-2009)

■ Participatory District Development (1995-2003)

■ Local Governance Programme (1995-2003)

■ Decentralized Local Governance Support Programme (2004-2010)

■ Local Governance and Community Development Programme (2008-2011)

■ Public-Private Partnerships for Urban Environment (2004-2012)

■ Capacity development for aid management (2007-2009)

■ Effective aid management (2009-2010)

The second sub-component of transitional governance focuses on important issues of access to justice and human rights. The programmes and projects under this sub-component are aligned with the Tenth Plan and the Three Year Interim Plan. The Tenth Plan, under the Good Governance, Development Administration and Human Rights chapter, sets out the priority of judicial reform, including the need to develop the capacity of the courts to enable them to deliver justice promptly, fairly, easily and transparently. The Interim Constitution of Nepal 2007 also envisages an independent and competent judiciary. The Three Year Interim Plan chapter on Social Justice and Inclusion prioritizes the strengthening of the judicial

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[55] At the time of finalizing the ADR report, a complete set of training modules set in the Nepal context has been developed and is being translated for rollout. A group of trainers is in place to use these modules. Additional UN agencies and key government institutions will be included in 2012.

[56] National Planning Commission, 'Tenth Plan (2002-2007)', Kathmandu, 2002.

[57] National Planning Commission, 'Three Year Interim Plan 2007-2010', Kathmandu, 2007.

system for better access. Nepal has ratified or acceded to 34 human rights conventions, including the Convention on the Elimination of all forms of Discrimination Against Women, 1979; Convention of the Rights of the Child, 1989; International Covenant on Civil and Political Rights,1966; SAARC Convention on Preventing and Combating Trafficking of Women and Children for Prostitution (ratification or accession 2005); Optional Protocol to the Convention on the Elimination of Discrimination Against Women (ratified in 2007); and the Indigenous and Tribal People's Convention, 1989.

Examples of the programmes and projects under this sub-component include:

- Strengthening the Rule of Law (2001-2006)

- Reform of the Judiciary (2002-2006)

- Access to Justice I (2004-2007)

- Access to Justice II (2008-2011)

- Support to the National Human Rights Commission (2002-2008)

- Capacity development of the National Human Rights Commission (2009-2011)

Relevance of approaches. UNDP has adopted varying approaches to capacity development in the area of transitional governance, in response to the particular circumstances over the two programme cycles. In the 2002-2007 period, UNDP's approach was to focus on capacity development at the local level. It built on the concept of social mobilization that it had introduced in the 1990s, to serve as the basic building block in capacitating communities to undertake their own development. Social mobilization was implemented through local development funds created to support DDCs and the community development fund to support communities at VDC level. During the conflict period, the local development fund filled the gap left by the absent VDC secretaries, by enabling communities to mobilize resources for their own development through a savings and credit approach.

With the change in context in 2008, UNDP and other development partners, together with GoN reviewed their varying approaches to social mobilization and capacitating local communities and agreed on a common approach to social mobilization. This approach adopted in the Local Governance and Community Development Programme emphasizes empowering communities to use their collective 'voice' to access existing resources and services from the Government, to participate actively in decision-making on the use of block grants and to hold their local governments and service delivery agencies accountable. The approach calls for the establishment and capacitation of Ward Citizen Forums and Citizen Awareness Centres. From the ADR team's interactions with stakeholders in the local government sector, project staff and the Ministry of Local Development, there is concern that the new approach to social mobilization no longer has the savings and credit component around which communities were effectively mobilized under the previous programme.

While UNDP's support to enhance local governance for service delivery has focused on rural areas, this has not been to the exclusion of the urban environment. The Public-Private Partnerships for Urban Environment approach has been to develop the capacity of central government and urban municipalities to partner with the private sector in the delivery of municipal services.

The approach to capacity development at the national level has been to focus on strengthening the National Planning Commission. This approach is relevant as the commission is the central body for planning and coordinating GoN's poverty reduction strategy, and poverty monitoring. It has the mandate to promote a human development approach and provides guidance to line ministries for the operationalization of the MDGs.

There is a strong emphasis on gender equality and social inclusion in the transitional governance programme component. This emphasis is highly relevant as women, indigenous groups and

Dalits have been excluded not only socially and economically but also denied access to justice and human rights. Any transformation of governance must make the achievement gender equality and social inclusion its goal.

Access to Justice initiatives tend to take several years and require significant resources to achieve the scale of results needed to effect fundamental and sustainable changes. UNDP's approach to its programme in Access to Justice has been to support GoN to pilot new approaches. This approach is relevant as it ensures that GoN retains its responsibility and ownership for what are often politically sensitive reforms.

4.2.2 EFFECTIVENESS

Outcome 2.1: Increased capacity of Government at the national and local level to manage resources and deliver basic services in an inclusive and equitable manner

Support to the National Planning Commission. UNDP has been supporting the National Planning Commission to produce the MDG reports as well as localizing the MDGs in district planning and monitoring. Over the period MDG reports were produced for the following years: 2002, 2006 and 2010. The reports are used for planning at the national level and all ministries receive copies. The MDG needs assessment conducted in 2006 was used to prepare the relevant chapters in the Three Year Interim Plan and ministries are making the effort to align their work with the MDGs. Localization of MDGs has not been as successful as hoped for. Although the MDG reports are distributed to all districts for use in planning, there is no evidence of active advocacy by the National Planning Commission for use of MDGs in district planning. There have been problems with the reliability of district-level data, thus making localization difficult.

UNDP assisted in building the National Planning Commission's capacity for poverty monitoring. The Poverty Monitoring and Analysis System (PMAS) and District Poverty Monitoring and Analysis (DPMAS) frameworks were developed. DPMAS software was developed, training was conducted and the system handed to the Ministry of Local Development for implementation. UNDP also supported the National Planning Commission to produce annual review reports of the Poverty Reduction Strategy Paper.

The capacity of the National Planning Commission to monitor and evaluate more comprehensively the national development agenda is still constrained, due to limitations of resources within the Government and discontinuities in the institutional memory of the commission.

UNDP supported the drafting and publication of two National Human Development Reports over the review period, one in 2004 and the latest in 2009. The National Human Development Report 2009 was prepared under the leadership of the National Planning Commission. The role of UNDP in the process was to provide the funding for appointment of consultants to draft thematic papers, research papers, and the overall report; serve as resource persons for the Human Development Report teams and also on the advisory committee; serve on the reader group; and manage the production and distribution of the report. From interactions with a broad range of stakeholders in government and civil society, it was evident that the National Human Development Reports are sought after and used by them. In addition to the data considered extremely useful, the National Human Development Reports have, according to stakeholders, put very important issues on the agenda. A case in point is the 2009 report "State Transformation and Human Development" that focuses on the political transformation or restructuring of the state for inclusion and human development as essential for peace in Nepal.

Capacity for aid coordination and management. Capacity development in the area of aid coordination is making slow progress. The aid coordination platform became operational in January 2011 and provides online access to aid information to line ministries and donors. The system caters for data

from 34 resident donors and five non-resident donors.[58] While the project does have the potential to enhance the Ministry of Finance's capacity to coordinate aid, the Foreign Aid Coordination Division of the Ministry is under-resourced and this could affect the sustainability of the project. UNDP has supported the ministry to conduct a survey on the implementation of the Paris Declaration on Aid Effectiveness and the results of the survey have provided GoN with important insights into the current state of donor harmonization in the country.

There is a desire on the part of GoN and international donors that UNDP should do more in the area of aid coordination. This includes developing the capacity of the Government to coordinate and manage aid, as well as playing an aid coordination role in those areas that fall within its mandate and comparative strengths. The Ministry of Finance is concerned about its own capacity to sustain the aid coordination initiatives that have been supported by UNDP. There are many issues in the area of aid coordination that need to be addressed, for example, strengthening GoN's procurement system so that donors and UNDP can increasingly use national systems. UNDP's support in the area of aid coordination is modest compared to the scale of intervention required.

Local governance capacity. UNDP has had a long association with the Ministry of Local Development from the early 1990s through the Decentralization Strengthening Programme, the Participatory District Development Programme, the Local Governance Programme, Decentralized Local Governance Support Programme (DLGSP) and more recently through the Local Governance and Community Development Programme (LGCDP). It is important to mention UNDP's support to the ministry and GoN in the development of the Local Self Governance Act, 1999 even though the Act was finalized prior the evaluation period (2002-2010). This legislation represents a significant point in the history of decentralization in Nepal and its effects are evident throughout the subsequent two programme cycles of UNDP.

The Local Self Governance Act created a vehicle for mobilization of revenue by local bodies, provided for employment of staff and introduced the concepts of annual planning and reporting. The Act also made provision for local bodies to form various mechanisms to support development activities at the local level, for example, user committees, community forest user groups and school management committees. Under UNDP's DLGSP a total 27,221 community-based organizations were formed in 880 VDCs in 66 districts of Nepal.[59] In this sense, the Act enabled a modest degree of functionality at the local level even during the conflict period.

Through the LGCDP, UNDP has supported the ministry to develop policies and guidelines to assist local bodies.[60] Important among these have been the VDC Block Grant Allocation Manual and the Gender Equality and Social Inclusion Policy for local government. The block grant lays down specific rules on how the grants should be allocated in terms of gender and social inclusion and from feedback given during this evaluation these policies have to a considerable extent minimized political pressure in approving of grant allocations.

The lessons learned from the DLGSP contributed to the LGCDP developed by GoN in consultation with a number of development partners. Under the new programme ward citizen forums and

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[58] Ministry of Finance, Foreign Aid Coordination Division, database shows that there were 340 projects valued at over USD 5 billion registered on the system. Source: <amis.mof.gov.np>.

[59] UNDP and Royal Norwegian Embassy, 'Decentralized Local Governance Support Programme: Final Evaluation', Kathmandu, 2009.

[60] UNDP is one of a number of development partners involved in LGCDP. Other development partners are UN agencies, namely, UNICEF, UNFPA, UNV, UNCDF; major bilaterals, namely, Danida, DFID and NORAD; and the Asian Development Bank.

citizen awareness centres have been established. By the time of the ADR mission, a total of 13,349 forums had been established in 68 districts and 918 centres have been established in 49 districts.[61] As the programme started in 2010, it is early to assess its effectiveness comprehensively. From the ADR team's interaction with communities, it is evident the ward citizen forums and citizen awareness centres are creating awareness among participating communities, about their rights and the role they can play in their own development. Community participants were positive in their assessment of what they had gained from these two structures. They did however express concern that the VDCs were not always responsive to their needs and that funding, when provided, was not sufficient for what they had planned. At least half of the participants in these structures are women and there has been a concerted effort to target socially excluded groups. According to local project staff, it is difficult to secure meaningful and sustained participation of the ultra-poor who cannot afford the time to participate.

The absence of elected local government and staff turnover at the local level has made capacity development of local government very difficult to achieve. With many VDCs operating in the absence of a secretary, it is a challenge to implement capacity development initiatives and to secure VDC support for local development initiatives.

Capacity for district-level poverty monitoring and analysis is still limited. UNDP has supported the development of software by the National Planning Commission to enable the Ministry of Local Development and DDCs to conduct poverty monitoring and analysis (Decentralized Poverty Monitoring and Analysis System). The software has been launched in at least 70 districts. The DDCs have initiated the data collection, but the system is not fully operational as they do not have the minimum data required.

Capacity for Public-Private Partnerships. The Public Private Partnerships for Urban Environment (PPPUE) programme started in 2002, with the objective of increasing access to basic services for the urban poor by (i) supporting policy development at the central level, and (ii) providing capacity development and support for municipalities wishing to pursue a public-private partnership approach to service provision. The programme has been implemented by the Ministry of Local Development, in partnership with the Federation of Nepalese Chambers of Commerce and Industry and the Municipal Association of Nepal. The PPPUE has been effective at the level of supporting policy development. Initiated at a time when there was no policy to govern public-private partnerships in Nepal, it has over the years made a significant contribution to policy development in this area. It has supported the Ministry of Local Development to formulate the policy for public-private partnerships in 2004 as well as guidelines for local bodies in 2005. The public-private partnership approach has been incorporated into GoN's Approach Paper for new Three Year Plan (2010/2011 to 2013/2014), as part of national economic development policy. The programme also supported the Nepal Bankers' Association to develop a policy on financing of public-private partnership projects in 2010.[62] There is now a policy framework to guide local bodies and the private sector to provide services through a public-private partnership.

The PPPUE programme has provided training and awareness of the public-private partnership approach to municipal officials, civil society organization, and the private sector, and has also established a resource centre in Kathmandu. There are also PPP desks in the participating ministries. UN Volunteers has been an important partner in capacity building, providing skilled volunteers to work with municipalities. Since its inception the programme has supported 14 municipalities

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61   Ministry of Local Development, 'Fact Sheet on Local Governance and Community Development Programme', Kathmandu, (undated).

62   Public-Private Partnership for Urban Environment website: <www.pppue.org.np> and UNDP, 'Annual Report 2010', Kathmandu, 2011.

Box 3. Outcome 2.1 – Progress Towards Expected Results		
Outcome 2.1 Increased capacity of the Government at the national and local level to manage resources and deliver basic services in an inclusive and equitable manner		
Programme	**Progress towards expected results**	**Sources**
Strengthening Planning and Monitoring Capacity of the National Planning Commission	(+) NPC produced three MDG reports with UNDP assistance. MDG reports are known to policy makers and officials at central level. Capacity assessment of NPC for inclusive planning and monitoring completed and results-based monitoring guidelines developed for use by NPC. (–) Difficult to retain capacity in NPC due to staff rotation policy of GoN.	Interviews with NPC senior officials, UNDP programme staff, civil society organizations, and independent consultants. Project documents 2004 and 2009, Annual Progress Report 2010
Developing Capacity for Effective Aid Management and Coordination	(+) Aid coordination platform designed and operational. Most donors (39) have provided data input for the new system. Ministry of Finance completed Paris Declaration survey on aid effectiveness and ministry now has indicators to monitor aid effectiveness, national ownership and donor harmonization. (–) Capacity in Ministry of Finance for effective aid management and coordination is still very limited.	Interview with Under Secretary, Ministry of Finance, UNDP programme staff, international donors, Programme Document 2009, Annual Progress Reports 2009 and 2010
Decentralized Local Governance Support Programme (DLGSP) and Local Governance and Community Development Programme (LGCDP)	(+) DLGSP served as vehicle for service delivery during height of conflict so people had access to services. Gave UNDP a large footprint in rural areas – 27,221 community organizations established in 66 districts. Laid foundation for LGCDP. UNDP partners with five other UN agencies, so it can focus on its comparative strength of building capacity at local level. A total of 13,349 ward citizen forums in 67 districts and 918 citizen awareness centres in 49 districts established since January 2010. Capacity building at local government level in form of guides and manuals for block grants. (–) Absence of elected local government undermines capacity development.	Interviews with UNDP staff, LGCDP project staff, Far Western regional cluster office, DDC officials, All Party Mechanisms and communities in Far Western and Mid-Western Regions. Evaluation Report for DLGSP, LGCDP project document, annual work plans and progress reports and mid-term review report.
Public-Private Partnerships for Urban Environment	(+) Influence at policy level and public-private partnership approach to urban basic services adopted as policy by GoN in 2004. Policy and implementation guidelines produced by Ministry of Local Development. Pilot projects in municipalities informed policy development. Training and awareness of PPP approach raised among central government and municipal officials, private sector and community organizations. Draft white paper on public-private partnerships developed. Programme has attracted funding from Asian Development Bank for projects in three municipalities. (–) Turnover of officials in Ministry of Local Development and municipalities limits institutional capacity development efforts.	Interviews with Ministry of Local Development, visit to PPPUE project, Annual Progress Reports, UNDP Annual Report, PPPUE project website www.pppue.org.np, UNDP staff

to initiate 70 public-private partnership projects covering water supply and distribution, urban sanitation, solid waste management, renewable energy and urban transportation.[63] The programme has attracted funding from the Asian Development Bank. The need to institutionalize the public-private partnership approach was recognized by GoN and the programme supported the National Planning Commission to develop a white paper on public-private partnerships.[64] The draft paper was consulted in December 2010.

UNDP has focused its efforts on supporting the creation of an enabling legislative and policy environment for public-private partnerships. This approach has been effective as evidenced by the strengthened policy and legislative environment that is now in place. The programme, however, is not without challenges. As elsewhere, ensuring that the pro-poor objectives of a public-private partnership are not undermined by the need for the private sector to generate a certain amount of profit is a challenge for Nepal. It is essential to have very capable government officials who are able to engage with the private sector, and building sustainable capacity in central government and in municipalities is not easy under the existing public sector human resource policies. The programme has supported several small projects at the local level, but is untested at this stage as a viable approach for large infrastructure projects.

Outcome 2.2 Responsive and accessible justice systems to promote gender equality, social inclusion and the rule of law, including formal and informal processes

Access to Justice. UNDP support has contributed to the modernization of Nepal's justice system. The Access to Justice programme, which has been implemented over the two programme cycles, aimed to build the capacity of actors in the formal and informal justice system in order to make the system responsive and accessible. Through the 'rule of law' component of the programme, UNDP supported the drafting of separate criminal and civil codes for the judicial system and the establishment of seven pilot courts. These courts are now able to separate criminal cases from civil cases, making for a more efficient court management process. The arbitrary process used to allocate cases to judges has been abolished. These initiatives have been complemented by training of judges and the introduction of information technology in case management and production of judgements. The programme has laid a foundation for the ongoing modernization of the justice system and GoN has decided to continue the programme using its own resources. There are still many issues to be dealt with more effectively, including ensuring that the legal codes are consistent with all international conventions to which Nepal is signatory. The judicial system is still subject to major backlogs, delays in disposal of cases and removal of cases from the system without following due process.[65]

The courts have adopted alternative dispute resolution models that have the potential to enhance the quality and speed with which cases are resolved. UNDP, through the Access to Justice Programme, supported the piloting of court-referred mediation for civil cases and the drafting of legislation to formalize mediation. The mediation legislation was enacted by Parliament in April 2011 and the Supreme Court has decided to adopt the system of mediation in all 75 districts of Nepal. This expansion of mediation was confirmed by the Office of the Registrar of the Supreme Court. However, instead of referring cases by trained NGO service providers as was the case during the pilot phase, the Supreme Court has adopted the approach of court-annexed mediation. This means that cases are referred to mediators who are located at the

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[63]   UNDP, 'Presentation by the Pro-Poor Policy and Sustainable Livelihoods Unit', Kathmandu, April 2011.

[64]   UNDP, 'Brochure on the Public-Private Partnership for Urban Environment Programme', Kathmandu, undated.

[65]   UNDP, 'Access to Justice and Human Rights Programming: Mid-Term Outcome Evaluation', Kathmandu, November 2010.

court and appointed by the court.[66] The Supreme Court has actively pursued such mediation and by 2010 it had established 54 court-annexed mediation centres. The Government has also injected significant funds into mediation and in 2009 the Supreme Court trained 447 judges, lawyers and social workers in mediation. The Supreme Court has registered a total of 1143 mediators, with many waiting to be registered.[67]

Mediation is seen by the Supreme Court and GoN as less expensive than litigation and potentially providing better outcomes for parties in dispute as they are actively involved in the resolution of the cases.[68] Although the courts are positive about the prospects of mediation, the results achieved over an extensive period are moderate. By 2010, a total of 2,844 cases were referred to the 54 court-annexed mediation centres and 431 (15.2 percent) cases were mediated successfully.[69]

UNDP support has established 36 community mediation centres in four districts, with a total of 432 volunteer mediators. This form of mediation provides poor people, especially women, with access to some form of justice. They are able to have their complaints resolved in the community rather than having to travel far to the nearest town to lodge their case. According to implementing NGOs and mediators interviewed, the majority of cases are settled successfully, which is confirmed by the Mid-Term Outcome Evaluation of the Access to Justice Programme, 2010.

The community mediation process does have limitations for those women who need legal advice and support for matters such as violence and rape, as mediators do not have the skills or the legal capacity to deal with these cases. There is the real risk that mediators are not confining themselves to only those cases for which they have been mandated and trained to mediate. The field monitoring offices found instances where mediators were dealing with criminal matters. Observations from the ADR field visits confirm that there are instances where this has happened.

The approach of using volunteers may not be sustainable in the long run. The majority of mediators are women from poor communities who receive a modest stipend based on resolution of cases. Volunteers interviewed in the field visits were proud of their participation in the project, but raised concerns about the financial burden placed on them when mediation cases take several days to resolve. The mediation centres are not formally integrated into the system of local governance and support for these centres is dependent on the goodwill of the VDC secretary. The quality of services received by users of the centre is likely to fall short of what is required.

UNDP has supported the establishment of desks for women at police stations in four districts to provide legal aid and counselling. The cases reported at the legal aid desks are mainly related to domestic violence, child marriage, divorce, polygamy and rape.[70] These desks operate under difficult circumstances. Their presence is not universally supported by the police, there are very few women lawyers in Nepal and those who assist, do so on a voluntary basis. The lawyers can only assist women with preparation and filing of documents and do not represent the women in court. Another shortcoming of the programme is that it does not make any provision for follow-up of cases. At a number of police stations there is no separate room to interview the women who

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[66] The Kathmandu Mediation Centre that had been supported by UNDP to provide mediation services has reported a decline in the cases referred by the courts and is concerned about the sustainability of their organization.

[67] UNDP, 'Access to Justice and Human Rights Programming: Mid-Term Outcome Evaluation', Kathmandu, November 2010.

[68] Government of Nepal, Office of the Registrar of the Supreme Court, Kathmandu.

[69] UNDP, 'Access to Justice and Human Rights Programming: Mid-Term Outcome Evaluation', Kathmandu, November 2010.

[70] UNDP and Supreme Court, 'Fact Sheet - Enhancing Access to Justice Project for the Consolidating of Peace in Nepal', Kathmandu, June 2011.

are thus afforded no privacy. Also, there are seldom shelters where women and their children can stay following the reporting of domestic violence cases. While the support provided to women is minimal, it was non-existent prior to the programme. The reach of the project is limited as there are no other players, including GoN, who are contributing to the programme.

UNDP supported the establishment of paralegal committees in seven districts in 2008. These committees serve as an informal mechanism to resolve disputes at the local level and refer more complex matters to District Resource Groups or to the courts in the case of criminal matters. UNICEF runs a paralegals programme and with support from DFID for 2011 to 2012 the programme will operate in all 75 districts of Nepal. A decision was made to transfer the UNDP programme to UNICEF as this would avoid duplication and release UNDP resources for other critical aspects of the Access to Justice Programme. External stakeholders have expressed concern that the handover is not without problems. One concern raised is that UNICEF's existing paralegal committees may not be integrated smoothly, as there are differences in approaches to paralegal committees between UNICEF and UNDP. Another concern raised was that the UNICEF programme does not operate in the same VDCs where UNDP has operated and the UNDP paralegal committees will therefore not be supported. At the time of the ADR, UNICEF had begun a review of all UNDP paralegal committees to assess their current status of activities and what needs to be done to ensure that all committees operate according to the standards required by UNICEF.

Human rights. UNDP support to the National Human Rights Commission has enhanced its capacity to monitor human rights, investigate complaints and document and report on violations.

The issue of human rights violations, especially during the period of armed conflict, is an important and sensitive issue in Nepal. UNDP has been steadfast in its support to the National Human Rights Commission throughout the period under review, building on the critical support it and other donors had provided to the commission in the late 1990s when it received no financial support from the Government. In the period under review UNDP supported the commission with planning and infrastructure to establish four regional offices in Nepalgunj, Biratnagar, Pokhara and Dhangadhi and five contact offices in Jumla, Rolpa, Butwal, Janakpur and Khotang. This has enabled the National Human Rights Commission to monitor human rights issues outside the capital and provide people in these areas with access to the commission to file complaints. Support to the commission to develop its strategic plans has contributed to developing the capacity of the organization. UNDP has also supported training of commissioners and staff in international human rights standards, investigation, monitoring and documentation of human rights violations, issues of social and economic rights, monitoring of treaties and drafting of legislation.[71]

The commission has mainstreamed human rights into the secondary school curriculum and has trained over 900 government officials and parliamentarians between 2002 and 2010 in a range of human rights issues.[72] There is a greater propensity on the part of citizens to approach the National Human Rights Commission, no doubt assisted by the existence of regional offices and contact offices. Between 2000/2001 and 2004/2005 the commission received 4,035 complaints, whereas it received a total of 6,472 complaints in the subsequent five-year period.[73]

There are still many challenges facing the National Human Rights Commission. The resolution of

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[71] UNDP, 'Access to Justice and Human Rights Programming: Mid-Term Outcome Evaluation', November 2010, and Annual Progress Reports 2008 to 2010.

[72] UNDP, 'Support to National Human Rights Commission: Annual Progress Reports,' Kathmandu 2003 to 2010.

[73] National Human Rights Commission, 'Summary Report of the National Human Rights Commission Recommendations upon Complaints in a Decade 2000-2010', Kathmandu, November 2010.

complaints is a slow and difficult process. As of May 2010, the commission received 10,507 claims of which approximately 7,000 were without merit or non-actionable. Of those cases with merit, the commission investigated 2,872 and made recommendations to the Government in 386, most of which related to extra-judicial killings. To date GoN has fully implemented 8 percent of the recommendations, 35.8 percent are partially implemented and 55.4 percent have not been implemented.[74] Another challenge is the legal status of the National Human Rights Commission. Even though the Interim Constitution of Nepal makes provision for the existence of the commission, its implementing statute has not been enacted by parliament. This has implications for its operations, including staffing issues.

4.3 INCLUSIVE GROWTH AND SUSTAINABLE LIVELIHOODS

4.3.1 THEMATIC RELEVANCE

Relevance of objectives. The inclusive growth and sustainable livelihoods programme of UNDP is well-aligned with the national goal of poverty reduction in the Tenth Plan (2002-2007) and the Three Year Interim Plan (2007-2010) objective of reducing unemployment, poverty and inequality to contribute towards peace and improved livelihoods of Nepalis. Although one of the four strategic pillars of the Tenth Plan included the issue of excluded groups, exclusion received much sharper focus in the Three Year Interim Plan (2007-2010). This has been reflected by the emphasis on 'inclusive growth'

Box 4. Outcome 2.2 – Progress Towards Expected Results		
Outcome 2.2 Responsive and accessible justice systems to promote gender equality, social inclusion and the rule of law, including formal and informal process		
Programme	**Progress towards expected results**	**Sources**
Access to Justice	(+) Contributed to modernization of the justice system – drafting of civil and criminal codes. Training of judiciary, seven pilot districts courts. Introduction and expansion of court-based mediation to reduce costs to citizens and reduce court backlogs. Community mediation is increasing access to justice in rural areas, especially for women. Legal aid desks established to support women needing legal assistance. (–) Effects of mediation on reducing backlogs are moderate. Legal aid desks not adequately resourced and provide minimal service. Some cases of community mediators dealing with criminal cases that should be referred to appropriate authorities.	Interviews with Ministry of Law and Justice, UNDP staff, Supreme Court Registrar, project manager, visits to mediation centres at Kathmandu and Surkhet, annual progress reports 2008-2010, Access to Justice Outcome Evaluation
Strengthening the National Human Rights Commission	(+) Capacity of NHRC strengthened to monitor, investigate human rights complaints and document and report on human rights violations. Reach of NHRC extended through support for establishing regional and contact offices. (–) NHRC implementing statute still not passed, so impacts negatively on operations and its ability to appoint permanent staff.	Interviews with UNDP staff, National Human Rights Commission Executive Secretary, civil society organizations, final report on capacity assessment of NHRC 2007, report on a decade of NHRC recommendations (2000-2010)

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[74] National Human Rights Commission, 'Summary Report of the National Human Rights Commission Recommendations upon Complaints in a Decade 2000-2010', Kathmandu, November 2010.

in the current UNDP country programme. Examples of UNDP programmes under this thematic area include:

- Micro-Enterprise Development Programme (MEDEP) (1999-2011)

- Livelihood Recovery for Peace (LRP) (2009-2014)

- Enhancing Access to Financial Services (EAFS) (2008-2012)

- Support to the National HIV/AIDS Programme (2007-2011)

All of the above programmes address specifically articulated priorities in the national plans or provide support to the Government in fulfilling national commitments, for example, MDG progress reports.

Although stated national development objectives have not changed dramatically, government strategies and priorities have varied according to the changing context of the country as well as the leadership of the Government. In the post-conflict period, conflict management, recovery and issues of exclusion became much prominent. UNDP has taken these changes into consideration. The issue of excluded groups did not feature prominently in the Second CCF 2002-2006 whereas in the CPD 2008-2010 and specifically in the projects and programmes under the thematic area of inclusive growth and sustainable livelihoods, the focus is on the excluded groups. For instance, most beneficiaries of MEDEP are excluded groups such as women (68 percent), youth (76 percent), Dalits (21 percent), and ethnic groups (42 percent).[75]

Lack of access to credit at affordable rates is one of the factors perpetuating poverty in Nepal. In many parts of the country, debt has forced poor households to provide bonded labour to moneylenders. Access to affordable credit is a problem for many aspiring entrepreneurs, including those in the MEDEP supported by UNDP. Enhancing access to financial services is a highly relevant objective in Nepal's context.

Relevance of approach. All project documents include a comprehensive analysis of the situation and country context. These analyses have provided a sound basis for designing the projects. The lessons from earlier phases of major long-term projects (MEDEP and HIV/AIDS) have been documented and taken into consideration when designing new phases of the projects. A lesson learned and widely used by UNDP as well as other partner agencies in Nepal, is emphasis on social mobilization while working with most disadvantaged groups. Similarly, the formation and use of community organizations for local development is a good practice now widely used by many development agencies.

In the case of MEDEP, the project has further organized the community-level micro enterprise groups at the sub-district (Micro Enterprise Group Association or MEGA), district (DMEGA) and national (NMEGA) levels. These associations at different levels have taken up the issues and problems of micro-entrepreneurs with respective levels of authorities. In several instances they have been able to mobilize VDC and DDC resources for common facility centres for the local micro-entrepreneurs, e.g., common facility centre of the Jute Jhalla Srijanshil Samuha of Duhabi-3, Sunsari district.

Although it was generally claimed that the projects and programmes were designed in a very consultative manner, the consultations with the Government were mostly reactive. Government officials are seldom involved in project design from the outset and simply react to the project

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[75] From briefing notes made available by Pro-Poor Policy and Sustainable Livelihood Unit of UNDP country office dated 19 April 2011. The percentages are cumulative figures as of 19 April 2011 and are in line with the MEDEP evaluation findings (NARMA Consultancy, 'Impact Assessment of Micro-Enterprise Development Programme', Lalitpur, December 2010.)

already developed by UNDP staff or consultants. The government officials interviewed for this evaluation, however, admitted that full involvement of government officials in project design is not always feasible given the competing demands on their time.

The availability of adequate financial resources is a major constraint for livelihood projects and limits the coverage of these projects. For example, the Livelihood Recovery for Peace project's total requirement for 2009-2014 is USD 18 million but only USD 9.2 million has been secured. Similarly, MEDEP frequently faced problem in transferring resources from other projects when supporting those projects to implement micro-enterprise component. The EAFS faces a shortfall – USD 3 million available compared to the USD 10 million requirement set out in the project design for 2008-2012. The reduction in UNDP TRAC funding and BCPR funding has aggravated the resource crunch.

4.3.2 EFFECTIVENESS

Outcome 3.1: Employment and income opportunities and access to financial services enhanced[76]

Employment and income opportunities. Although several projects in other thematic areas also contribute towards achieving this outcome, MEDEP and LRP are the main programmes under the thematic area of inclusive growth and sustainable livelihood that contribute directly towards enhancing employment and income opportunities.

MEDEP is a long-term UNDP programme that by all accounts is highly successful. It has exceeded all its targets and an impact assessment study completed in 2010[77] shows about 80 percent[78] of enterprises supported by MEDEP were in operation and they were making significant profits, thus enhancing the income of the poor households. The impact study found that on average an entrepreneur was making a profit of Rs.53,029 in 2008/2009. For a household which had a per capita annual income of less than Rs.7,700 (national poverty line) the additional income from the enterprise is indeed a significant increase.[79]

As envisaged by the country programme, MEDEP has also been able to successfully target women, youths, Dalits and ethnic groups. The majority of MEDEP beneficiaries are excluded groups such as women (68 percent), youth (76 percent), Dalits (21 percent), and ethnic groups (42 percent).[80] The total number of entrepreneurs, which is slightly over 51,000 in 12 years of MEDEP, is a modest contribution to tackling the challenge of creating new employment opportunities in the country. It is estimated that about 400,000 youths enter the labour market every year. Nonetheless, MEDEP has given a model that shows how the country's employment challenge may be successfully tackled.

Despite its successes, there are issues that MEDEP needs to address urgently, for example, linking micro-enterprises to larger markets and access to affordable credit. This was observed mainly in the

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[76] UNDP Country Programme Nepal (2008-2010).

[77] NARMA Consultancy, 'Impact Assessment of Micro-Enterprise Development Programme', December 2010.

[78] A field monitoring report (UNDP, 'MEDEP Field Monitoring Campaign: Consolidated Findings from Banke, Dadeldhura and Dhanusha districts', September 2010) indicated only 50 percent of enterprises were in operation. Their study used a census approach and covered three districts. The impact study covered more districts using a sampling approach and yielded a different result to the field monitoring study. Assessment of government officials and MEDEP team corroborates impact study findings.

[79] MEDEP selects households with a per capita annual income less than Rs.7,700. The profit figure reported by the impact study is in nominal terms. The enterprise age varied from one to nine years. Most of the enterprises were less than four years old.

[80] From briefing notes made available by Pro-Poor Policy and Sustainable Livelihood Unit of UNDP country office dated 19 April 2011. The percentages are cumulative figures as of 19 April 2011 and are in line with the MEDEP evaluation findings (NARMA Consultancy, 'Impact Assessment of Micro-Enterprise Development Programme', Lalitpur, December 2010).

west where market networks are less developed than in the eastern part of the country.

The LRP project is relatively new and began working with targeted beneficiaries only in mid-2010.[81] By February 2011, 350 community groups with over 10,000 members had already been formed in the Central Terai region. The membership was largely female (92 percent) and 56 percent of members were Terai Dalits. This fact was corroborated during field visits and empowerment of Terai Dalit women was evident during their interactions with the ADR team.

The project has mobilized local youth clubs in the implementation of project activities such as the provision of literacy and tutorial classes for marginalized groups. These youth clubs have predominantly male membership. Local unemployed youths in the Central Terai are vulnerable to recruitment by armed gangs operating in the region. By mobilizing these youths in constructive activities, the project aims to make contribution to peace in the area. Women are mobilized to form Women's Rights Forums to implement activities such as awareness campaigns on violence against women and the dowry system.

During 2010 a total of 58,576 person days of employment were created through implementation of small rural infrastructure projects but the returns from income-generating activities supported by the LRP is yet to materialize as the project is in the early stage of implementation. About 50 percent of beneficiaries who took up vegetable farming have earned Rs.5,000-15,000 per household in just under a year.[82]

Although early project outputs clearly indicate that the LRP will successfully contribute towards achievement of the employment and income outcome the project faces several challenges. The project is under-funded (only USD 9.2 million out of USD 18 million is secured) and

this limits the coverage of the project. The LRP project faces implementation problems – more than one NGO partner is working with a community group and their efforts are not always coordinated. It has been difficult for the NGOs to attract and retain suitably skilled staff.

Access to financial services. The Enhancing Access to Financial Services (EAFS) project is designed to support the Government of Nepal's efforts to improve access to finance for low-income households and small businesses.[83] The project is being implemented by the Nepal Rastra Bank with financial and technical support of UNDP and UNCDF and has achieved some results in the 15 months of its operation. It has entered into formal partnerships with 18 financial services providers. By the end of April 2011, nearly 100,000 new clients, predominantly women, had accessed financial services and 80 new branches of financial service providers had been opened. The Nepal Rastra Bank is confident that at the present rate of progress the project target of reaching 330,000 new clients would be met within the stipulated time-frame.

The EAFS coverage in remote districts of the Mid and Far-Western regions is low. As the project is implemented by the Nepal Rastra Bank, which is the monetary policy authority of the country as well as regulator of financial institutions, the EAFS has linkage at the central and local levels. The project has reached the poor and rural women but the access of poorest of the poor is still a challenge. Although disaggregated data for excluded groups was not available, it was reported that the project has consciously tried to reach disadvantaged and marginalized groups.

High turnover of staff is one of the main challenges financial service providers faced in expanding their services. The project period is quite short (only three years) to achieve all results, especially in the area of capacity building. The main constraint of

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[81]   Livelihood Recovery for Peace, Annual Progress Report 2010.

[82]   Livelihood Recovery for Peace Project Progress, January-April 2011 (Power Point Presentation).

[83]   Project Document for Enhancing Access to Financial Services, 2008.

Box 5. Outcome 3.1 - Progress Towards Expected Results		
Outcome 3.1: Employment and income opportunities and access to financial services enhanced		
Programme	**Progress towards expected results**	**Sources**
Micro-Enterprise Development Programme	(+) Employment and income of beneficiaries enhanced. Socially excluded groups, youths and women benefiting from the programme. Vulnerable youths usefully involved in development activities. MEDEP model adopted by the Government. Relatively cost efficient. Beneficiaries empowered, their children in school and they have more access to health services. (–) Significant proportion of dropout. Synergies with other initiatives yet to be realized. The number of employment opportunities quite small compared to the scale of problem. Market linkages of micro-entrepreneurs still weak. Access of micro-entrepreneurs to credit still a constraint.	Field observations; interviews with programme staff and government officials; Impact Assessment of MEDEP, 2010; MEDEP project documents; MEDEP annual plans and progress reports; and field monitoring reports of UNDP field office teams
Livelihood Recovery for Peace	(+) Focused on vulnerable excluded and economically deprived (VEED) groups. Vulnerable youths usefully involved in development activities. Beneficiaries empowered to voice their opinions and access services. Short-term employment generated. (–) Increase in income yet to be observed as implementation started only in 2010. Low coverage of VEEDs within villages. Implementation problems due to partnership problems with NGOs.	Annual work plan and progress reports; LRP project documents; field observation; project staff interviews; and field monitoring reports of field monitoring teams
Enhancing Access to Financial Services	(+) 59 districts reached by end 2010. Access to financial services to nearly 100,000 additional clients of which 99 percent are women. Financial service providers have added new branches to enhance access. (–) Outreach in remote regions still limited. Capacity of rural savings and credit groups weak. Some duplication of effort. High turnover of staff of microfinance service providers.	Project document; annual work plan and progress report; interviews with Nepal Rastra Bank officials

the project is under-funding. The requirement of the project is USD 10 million while only USD 3 million (USD 1.5 million UNDP and USD 1.5 million UNCDF) is available.

Outcome 3.2: Strengthened capacity and national coordination for HIV/AIDS response

Capacity for HIV/AIDS response. With DFID and GFATM financial support UNDP has played a key role in supporting the national HIV/AIDS response. The programme has strengthened the national system for HIV/AIDS services. UNDP support has improved the national blood supply system by developing the skills of staff of

Nepal Red Cross Blood Bank; upgrading the bank's equipment; and implementing awareness campaigns. All collected blood is now screened for HIV. UNDP selected and supported more than 50 NGOs in providing care and counselling to affected groups, for example, migrants, men having sex with men, injecting drug users, and female sex workers. The NGO partners have been capacitated, are able to function on their own and have provided services in 70 of 75 districts in Nepal. UNDP support has assisted the expansion of antiretroviral therapy centres from three in 2005 to 35 in 2010.[84] From these centres, 4,500 people living with HIV/AIDS have received antiretroviral treatment.[85] According to the National

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[84] Livelihood Recovery for Peace, Annual Progress Report 2010.

[85] From briefing notes made available by Pro-Poor Policy and Sustainable Livelihood Unit of UNDP country office dated 19 April 2011.

Box 6. Outcome 3.2 - Progress Towards Expected Results		
Outcome 3.2: Strengthened capacity and national coordination for HIV/AIDS response		
Programme	**Progress towards expected results**	**Sources**
Support to HIV/AIDS Programme	(+) Capacity of NCASC enhanced to qualify as a principal recipient of GFATM fund. National Blood Bank capacity to screen blood is strengthened. NGO capacity developed to mobilize funds and provide care and counselling to affected populations. Anti-retroviral services expanded. Contributed to halting and reversing of HIV/AIDS prevalence rate (0.52% in 2003 to 0.39% in 2009) (–) NCASC capacity still fragile, procurement capacity of the national system yet to be strengthened.	Interviews with UNDP and programme staff, Ministry of Health and Population officials, UNAIDS staff; external evaluation of HIV/AIDS Programme, 2011; annual progress reports of the programme

Centre for AIDS and STD Control (NCASC) estimates for 2009, the HIV/AIDS prevalence rate in the adult population (15 years to 49 years) declined from 0.52 percent in 2003 to 0.39 percent in 2009.[86] UNDP support is contributing to achieving the MDG target for HIV/AIDS.

In terms of strengthening national coordination capacity at the central level, there has been some progress but it is still fragile. There was a delay in implementation, which was partly due to confusion regarding which central agency, HIV/AIDS and STI Control Board or National Centre for AIDS and STD Control (NCASC), would take the lead in HIV/AIDS response. Once it was determined that the NCASC was to be strengthened, a three-year plan was developed to build the organization's capacity. There was pressure to capacitate NCASC quickly to qualify it as a Global Fund principal recipient and an accelerated capacity-building plan was developed by UNDP programme management unit with the technical assistance of Joint United Nations Programme on HIV and AIDS (UNAIDS). The plan was implemented in last four months of 2010 and was successful in the sense that the GFATM has selected the NCASC as a principal recipient in Nepal for Round 10 funding. However, the success is fragile because the administrative and financial arrangements of the NCASC are still ad

hoc and its role of principal recipient may be at risk. Moreover, the GFATM did not consider the NCASC's procurement capacity to be compliant with GFATM standards and has made UNDP the principal recipient for procurement.

As UNDP support is reaching the most at-risk populations groups, the programme result may be considered equitable. However, the external evaluation of the DFID-funded project indicated that services to men having sex with men were low compared with the target.[87] Moreover, it was indicated during interviews that antiretroviral drugs are accessible mostly to those people who are living in urban areas and are more educated.

4.4 ENERGY AND ENVIRONMENT, AND DISASTER MANAGEMENT

The programme component of energy and environment, and disaster management was assessed against the following two programme outcomes:

4.1 Environment and energy mainstreamed into national and local development planning with a focus on gender, social inclusion and post-conflict environmental rehabilitation.

4.2 Risks of natural hazards to rural and urban livelihoods and infrastructure reduced.

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[86] Roos, J. et.al., 'DFID Support to the National HIV/AIDS Programme in Nepal 2005-2010: External Evaluation (Evaluation Team Final Draft)' Kathmandu, 23 May 2011.

[87] Roos, J. et.al., 'DFID Support to the National HIV/AIDS Programme in Nepal 2005-2010: External Evaluation (Evaluation Team Final Draft)' Kathmandu, 23 May 2011.

4.4.1 THEMATIC RELEVANCE

Relevance of objectives. The programmes and projects supported by UNDP in the area of environment have the objective of conserving biodiversity in a way that also supports the needs of local communities to have sustainable livelihoods. Achieving the balance between conservation and the needs of local communities has been a major challenge for Nepal. The acute levels of poverty in many rural communities have placed serious pressure on the environment and this situation was exacerbated during the period of armed conflict when the Government was unable to exercise adequate control over the country's protected areas. UNDP programmes in the environment sector are broadly aligned to national priorities as reflected in the Tenth Plan (2002-2007) and the Three Year Interim Plan (2007-2010), as well as with other national strategies. The Forestry Sector Strategy in the Tenth Plan calls for the conservation of biodiversity in Nepal as does the Three Year Interim Plan. The Tourism Sector Strategy in the Tenth Plan seeks to develop Nepal as a major tourist destination through promoting eco-tourism. Nepal is signatory to a number of international conventions, for example, the United Nations Framework Convention on Climate Change 1992 and the Convention on Biological Biodiversity 1992.[88] UNDP's support aims to assist GoN in meeting its obligations in these international conventions and building national capacity to develop strategies to respond to climate change.

Examples of programmes supported by UNDP[89] in the area of environment include:

- Western Terai Landscape Project (2005-2012)

- Conservation and Sustainable Use of Wetlands in Nepal (2007-2012)

- Tiger-Rhino Conservation Project (2001-2007)

- Upper Mustang Biodiversity Project (2000-2006)

- Small Grant Programme (2000-2007)

- National Adaptation Programme of Action for Climate Change (2008-2011)

- Tourism for Rural Poverty Alleviation Programme (2001-2007)

- Participatory Conservation Programme (2002-2006)

In the area of energy, UNDP's main support has been through the Rural Energy Development Programme, which has the primary objective of making energy accessible to those communities in rural areas who are not likely to be connected to the main energy grid in the medium term. UNDP's support is aligned to the Rural Energy Strategy in the Tenth Plan, which seeks to promote the use of alternative energy sources such as micro-hydro and solar, and improved cook stoves to make maximum use of available energy resources. The Rural Energy Policy (2006) seeks to encourage local groups and the private sector to distribute electricity by producing power up to 1000 kW in rural areas. Building on the success and lessons from the Rural Energy Development Programme, UNDP is supporting a new Renewable Energy for Rural Livelihoods programme.

Nepal is vulnerable to the impact of natural disasters and disasters resulting from human activity. It has been scientifically established that Kathmandu is very likely to experience a major earthquake in the near future. It is a well-established fact that poor people are most vulnerable to the impact of disasters. UNDP's programmes on disaster risk management for the two programme

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[88] Other relevant international conventions include: Convention on International Trade in Endangered Species of Wild Fauna and Flora, 1973; Convention on Wetlands of International Importance especially as Waterfowl Habitat, 1971 (also called Ramsar Convention); Plant Protection Agreement for Southeast Asia and the Pacific (as amended), 1956; Conventions for the Protection of the World Cultural and Natural Heritage, 1972.

[89] A number of donors provide support to the environment and energy programmes. These include the ADB, Danida, DFID, GEF, SNV, World Bank and WWF.

cycles covered both disaster recovery as well as disaster risk reduction. The issue of disaster risk reduction is dealt with explicitly in the Three Year Interim Plan, which identified the importance of information and pre-disaster preparedness to mitigate the risks of natural disasters. The Three Year Interim Plan also calls for strengthening collaboration between the Government, NGOs and the private sector in rescuing and providing relief to those affected by disasters. Examples of UNDP's[90] support include:

- Disaster Management Capacity in Nepal (2003-2005)

- Disaster Risk Reduction at national level in Nepal Phase I (2006-2007) and Phase II (2007-2011)

- Community Based Disaster Management Project (2005-2007)

- Glacial Lake Outburst Flood Risk Reduction for the Himalayas (2008-2009)

- Koshi Early Recovery Project (2009-2011)

- Earthquake Risk Reduction and Recovery Preparedness Programme (2007-2011)

- Enhancing Capacities for Climate Change Adaptation and Disaster Risk Management for Sustainable Livelihood in the Agricultural Sector (2009-2011)

Relevance of approaches. In the environment and energy sectors, UNDP's approach has been to invest in innovative concepts and catalytic projects that contribute practically to the development of national policies and programmes. There are many examples of catalytic projects in the environment sector, including the adoption of the buffer zone concept from the Participatory Conservation Programme by GoN. This approach is relevant to the context of Nepal where there is a need to develop sound environmental policies that are implementable at the local level. The Global Environment Facility (GEF) has been integral to

this catalytic approach, as its funding has provided GoN with the opportunity to test new and innovative approaches to environmental issues. The GEF funded six out of the eight environment programmes in UNDP's portfolio between 2002 and 2010. The GEF has played an important role in the early stages of these projects, which has been acknowledged by GoN. Other donors have come on board and GoN is playing a leading role in projects such as the Western Terai Landscape Project and the Conservation and Sustainable Use of Wetlands Project. GoN implementing ministries have commented positively on the technical expertise of UNDP country office staff in the area of environment.

In the energy sector, an example of a catalytic project is the Rural Energy Development Programme that has contributed to the development of the National Rural Energy Policy (2006).

The disaster management portfolio has comprised a number of discrete projects over the years. In the past, UNDP Nepal focused on small-scale and piloted community-based disaster management from 2001 to 2004. In 2005, UNDP launched the Community-based Disaster Management Project in six districts[91] namely: Syangja, Tanahun, Chitwan, Makwanpur, Sarlahi and Sindhuli, with a total of 24 rural and 18 urban sites implementing the project from 2005 to 2009. The emphasis of UNDP's support was at the community level with small projects. During this period there were some requests from government agencies for support on disaster risk management, and UNDP's projects tended to be dispersed and lacked strategic coherence.

UNDP began shifting its approach in 2006 to be more comprehensive and strategic. The Disaster Risk Reduction at National Level in Nepal (DRRNLN) programme adopted a multi-sectoral and multi-stakeholder approach. This approach has been carried through to the Comprehensive

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[90] JICA is a contributor to GoN's disaster risk management efforts.

[91] UNDP, 'Community Based Disaster Management Project Annual Progress Report', Kathmandu, 2008.

Disaster Risk Management Programme (2011) integrating support to response, recovery, prevention and preparedness. The programme now operates in a comprehensive framework that covers both the national ministries as well as local communities and the emphasis on disaster preparedness is in line with the Three Year Interim Plan. While community-based projects will remain an element of UNDP's approach to disaster management, the new thrust recognizes the importance of mainstreaming disaster risk management into national and local development planning.

4.4.2 EFFECTIVENESS

Outcome 4.1: Environment and energy mainstreamed into national and local development planning with a focus on gender, social inclusion and post-conflict environmental rehabilitation.

UNDP support has contributed to development or revision of national policies and strategies in the area of environment and energy. The projects in energy, environment and disaster risk management have provided valuable lessons for GoN that have been incorporated into national policies and planning. The National Adaption Programme of Action (NAPA) Project supported the mainstreaming of climate change into national development planning, while the lessons learned from the Participatory Conservation Programme and the Tiger-Rhino Conservation Project informed the revision of guidelines and regulations for buffer zones. The Participatory Conservation Programme supported the review of the Buffer Zone Regulation and the development of Buffer Zone Guidelines, as well as the finalization of the Nepal Biodiversity Strategy. The Ministry of Forest and Soil Conservation approved the Wildlife Compensation Directives of 2009.[92] The Participatory Conservation

Programme highlighted one of its key lessons, namely, that conservation has an impact on crop degradation and that without an adequate compensation mechanism, the trust and goodwill built with local communities are undermined. As mentioned previously, the Rural Energy Development Programme that started as a pilot project was expanded and has supported the development of the Rural Energy Policy (2006). There is evidence of the mainstreaming of energy and environment at the local level. The REDP is anchored within the DDC Energy and Environment Sections of 40 DDCs and in the District Energy and Environment Units of 32 DDCs. The Rural Energy Fund established at the DDC level functions as an autonomous rural energy funding mechanism to support NGO, CBO, private sector or District Energy and Environment Section (DEES) or District Energy and Environment Unit of the DDC to promote rural energy technology through decentralized systems.[93] However, there are some emerging issues such as how to enhance the technical and institutional capacity of these units in DDCs to effectively and promptly deliver services to the micro-hydro schemes that are located at remote locations.[94]

Post-conflict environmental rehabilitation is beginning to show results. The various conservation programmes supported by UNDP are contributing to the biodiversity outcomes in Nepal. There are observable improvements in forest cover, grassland management in the buffer zone forests and the number of indicator species, for example, wild buffalo on Koshi Tappu, and tigers and rhinos in Chitwan. Between 2001 and 2005, the rhino population had decreased from 612 to 372, and by 2011 the number had increased to 534.[95] Biological monitoring in Koshi Tappu Wildlife Reserve has found an

[92] Department of National Parks and Wildlife Conservation, 'Compensation Directives of Wildlife Related Loss', Kathmandu, 2009.

[93] REDP III, Project Document, 2007.

[94] Dutta, S., R.P. Singh and H. Thakali, 'Terminal Review Report. Rural Energy Development Programme', UNDP, Kathmandu, 2007.

[95] *Wildlife Times*, 30th Issue, February 2011. Published by Wildlife Watch Group, Kathmandu, Nepal.

increasing trend of indicator species, for example, Swamp Francolin (bird species).[96] In the Upper Mustang Project new wild animals, birds and butterfly species have been recorded.[97]

There is still some way to go in achieving the balance between livelihoods and conservation needs. The mid-term review of the Western Terai Landscape Project found that the project has had a visible effect on livelihoods and incomes at the project sites. It has linked community forest user groups and buffer zone user committees to cooperatives and utilized the micro-finance arrangements to assist financial sustainability. Minority groups, the ultra-poor and women have been prioritized in project activities. Community institutions are adopting several approaches for livelihood enhancement, which include (a) providing material support to implement income-generating activities, especially in case of forest-based enterprises; (b) providing financial support (loans) to initiate income-generating activities identified by the group themselves; (c) engagement of community biodiversity management funds in seed banks, seed production, fruit tree nurseries and turmeric processing, (d) preparation of both conservation and livelihood plans and programmes jointly by the local community and protected area staff.[98] The ADR mission had the opportunity to engage directly with beneficiaries in projects related to the Western Terai Landscape Project and the Conservation and Sustainable Use of Wetlands Projects and found evidence of enhanced community capacity and social capital, as well as a focus on gender. However, the livelihoods aspects of these projects suffer from the challenges faced by similar initiatives, for example, lack of access to good information about markets to make income-generating activities sustainable.

There is a good level of participation of women in the environment and energy programmes. One of the strategies adopted by the Upper Mustang Biodiversity Project is the formation of saving and credit groups, with 80 percent women membership in 2006.[99] The Tourism for Rural Poverty Alleviation Programme involved over 16,000 individuals of whom 50.6 percent were women.[100] Women have lower participation rates at the committee level. For example, in the case of the community forest user groups in the Tiger-Rhino Project, women constituted 23 percent of the executive committee membership.[101]

Targeting of socially excluded groups is evident in the projects and programmes in the 2008-2010 programme cycle and has been addressed with varying degrees of success. In the Koshi Early Recovery Programme, 54 percent of beneficiaries were women, 23 percent Dalit, 32 percent Janajati, 35 percent Muslim and 2 percent people with disabilities. In the Rural Energy Development Programme, all households in the village benefited from the programme, irrespective of ethnicity, caste or level of poverty. This is a consequence of the nature of the programme (it is difficult to exclude households). However, vulnerable communities that were identified in the baseline survey receive electricity tariffs at concessional rates. The baseline survey identified the needs of women, indigenous people and Dalits and these target groups were prioritized for the social mobilization processes, income-generating activities and non-formal education.

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[96] Joint presentation by the CSUWN Field Manager and Warden of Koshi Tappu Wildlife Reserve, Sunsari during ADR field visit in May 2011.

[97] Edwards, P., R. Suwal and N. Thapa, 'Final Report of the Terminal Evaluation Mission of Upper Mustang Biodiversity Conservation Project', UNDP, Kathmandu September 2006, mentions that systematic research on biodiversity was carried out for the first time in 2001 when the project was initiated. Many new and confirmatory records of flora and fauna have been reported as a result.

[98] Acharya, D.P., S. Bajimaya and A. Fergusan, 'Mid-Term Evaluation of Western Terai Landscape Complex Project', UNDP, Kathmandu, November 2010.

[99] Edwards et al, 2006.

[100] UNDP, 'Tourism for Rural Poverty Alleviation Programme: Final Evaluation Report', Kathmandu, 2006.

[101] Green, M.J.B., S. Tiwari and R. Regmi, 'Tiger-Rhino Conservation Project: Final Evaluation Report', UNDP, Kathmandu, August 2007.

Box 7. Outcome 4.1 – Progress Towards Expected Results

Outcome 4.1 Environment and energy mainstreamed into national and local development planning with a focus on gender, social inclusion and post-conflict environmental rehabilitation.

Programme	Progress towards expected results	Sources
Western Terai Landscape Complex Project	(+) Visible improvement has been occurring in forest cover and grassland with management regime in protected areas/buffer zone areas and corridors. (–) Complex project management arrangements make for some inefficiencies. Project has not established a systematic and joint partnership in Western Terai that builds on government and community capacities for long-term sustainability.	Interview with WTLCP Project Coordinator and National Project Director, SNV Country Director, WWF, Directors-General National Parks and Wildlife Conservation and Department of Forest, UNDP programme staff; field visit to WTLCP; Mid-Term Evaluation of WTLCP, 2010, annual progress reports
Conservation and Sustainable Utilization of Wetlands in Nepal (CSUWN)	(+) High-level National Wetland Committee established with representation from key ministries and National Planning Commission. Evidence of indicator species increasing in protected areas. Better prospects for protecting human lives, crops and property with introduction of solar fencing. (–) Income-generating activities have covered very small number of households of the people living below poverty line. GoN concerned about sustainability of results once project is completed.	Interviews with CSUWN National Project Director, field staff in Eastern Terai and Far Western Region, Director-General of National Parks and Wildlife Reserve, Warden of Koshi Tappu Wildlife Reserve, IUCN, community beneficiaries, annual progress reports 2009 and 2010, GoN policy documents and independent reviews
National Adaptation Programme of Action (NAPA) to Climate Change	(+) Comprehensive report on NAPA (2010) provided the basis for climate change policy and implementation of adaptation programme on climate change for government and funding agencies in Nepal. Web-based Climate Change and Development Portal <www.climatenepal.org> established as a centralized platform for climate change information in Nepal. Multi-Stakeholder Climate Change Initiatives Coordination Committee established by Ministry of Environment. (–) Constraint: Ministry of Environment has limited capacity to tackle climate change concerns. It is a policy organization with no implementation mandate or capacity at national, regional and district levels.	Interviews with Joint Secretaries of Ministry of Environment, Ministry of Forest and Soil Conservation and Ministry of Home Affairs, DFID, Danish Embassy, UNDP programme staff; Annual Progress Report, 2009 and 2010
Rural Energy Development Programme	(+) Contributed to development of Rural Energy Policy and Environment Assessment Guideline for Community Owned and Managed Micro-Hydro Schemes. Most micro-hydro plants are installed in remote areas, not likely to be connected to national grid for many years. 300 out of 307 plants are functioning. Evidence of positive impact on remote communities – energy for livelihoods and entrepreneurial activities, education, and lightening household burden on women. (–) Modest progress on livelihoods aspect of project. District Energy and Environment Sections established in 40 districts and District and Energy Committees established in 32 districts, but have limited capacity to provide technical and management services or support.	Interviews with REDP/RERL National Programme Manager, Executive Director of AEPC, Senior Energy Specialist of the World Bank, Programme Manager of Nepal Energy Efficiency Programme of GIZ, UNDP staff; annual progress reports, Terminal Review Report, 2007

Box 8. Outcome 4.2 – Progress Towards Expected Results		
Outcome 4.2 Risks of natural hazards to rural and urban livelihoods and infrastructure reduced.		
Programme	Progress towards expected results	Sources
Koshi Early Recovery Project	(+) Early recovery coordination assistance provided at central level (Central Disaster Risk Reduction Committee) and district level (District Disaster Risk Coordination Committee. Employment opportunities were provided to Koshi flood-affected poor, youths, women and individuals from socially excluded groups providing skill development training and restoration of community infrastructures. (–) Progress constrained by lengthy government decision-making processes and inability to acquire land for permanent shelter.	Interviews with Joint Secretary of Ministry of Home Affairs, flood-affected households at Sunsari, UNDP programme staff; Annual Progress Reports 2009 and 2010

Outcome 4.2: Risks of natural hazards to rural and urban livelihoods and infrastructure reduced.

There has been some progress in disaster risk management. UNDP supported the development of the National Strategy for Disaster Risk Management in Nepal that sets the overall framework for disaster management in the country. GoN has adopted a more comprehensive approach to disaster risk management, with the Ministry of Home Affairs as the coordinating ministry, and 12 disaster risk management focal points in relevant ministries and offices.[102]

The focal point officials received training on mainstreaming gender into disaster risk reduction and integrating disaster risk reduction in developing plans of their own sector. UNDP has supported the implementation of work plans produced by the focal points. This support has contributed to enhancing the capacity of GoN for disaster risk reduction. According to the latest information (2009), 17 recommended priority activities of the National Strategy for Disaster Risk Management have been completed, including the Disaster Management Action Plan and the Climate Change Risk Adaptation Strategy.[103] The majority of DDCs (67 out of 75) have completed disaster preparedness plans.

UNDP supported the implementation of the Nepal National Building Code by the Ministry of Physical Planning and Works in the Earthquake Risk Reduction and Recovery Preparedness for Nepal project, through capacity building in five municipalities. The code requires that buildings be constructed to minimize damage and loss of life from earthquakes. The Government has established the National Emergency Operations Centre. However, the national building code has been piloted in five municipalities with little substantial progress. Given the possibility of a major earthquake in the Kathmandu Valley, this area requires urgent attention. It should be noted that UNDP is increasing its focus on disaster risk reduction having established a dedicated Disaster Risk Management Unit headed by an international expert.

4.5 EFFICIENCY

4.5.1 MANAGERIAL EFFICIENCY

Chapter 3 of this report outlined some of the initiatives taken by the country office to enhance its efficiency. The most recent initiatives include the development of a new business model for the country office and the establishment of the Project Implementation Support Unit. From the

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102 Ministries and offices are: Ministry of Physical Planning and Works, Ministry of Local Development, Ministry of Forest and Soil Conservation, Ministry of Environment, Ministry of Water Resources, Ministry of Agriculture and Cooperatives, Ministry of Health and Population, Ministry of Education, Water and Energy Commission Secretariat, the National Planning Commission, the Office of the Prime Minister and Council of Ministers.

103 UNDP, 'Disaster Risk Reduction at the National Level in Nepal: Annual Progress Report', Kathmandu, 2009.

Balanced Score Card results for the 2008-2010 period, the country office has achieved its targets on key management indicators and those targets that were not achieved in 2008 were achieved in the subsequent years.[104]

Implementing partners in the Government and NGOs, as well as some UNDP programme staff expressed concerns about delays in procurement and that these delays had a negative impact on delivery. Procurement rules were cited most often as the primary cause of delays. Stakeholders appreciated that UNDP had to comply with prescribed procurement policies and procedures, but felt that these were not always suitable for an environment in constant flux and requiring a rapid response. UNDP Nepal is subject to the same procurement policies as other country offices and the challenge is how best it can apply those policies to the country context. The country office has demonstrated a capability to respond to large or complex procurement tasks within time constraints. The two examples are urgent procurement of winter clothing for Maoist combatants when GoN was unable to do so and the screening and appointment of 50 NGOs as service providers on the HIV/AIDS project. Both procurements required close collaboration and communication between operations staff and programme staff, advance planning and clear specifications of the goods or services to be procured.

The Project Implementation Support Unit (PISU) is a good initiative as it focuses attention on addressing the some of the procurement challenges of the country office. The unit has done a great deal in the short time that it has been in existence. Of the 482 planned procurement activities for 2011, it has completed 128 activities.[105] In addition, it has responded to 103 ad hoc procurement requests, which nearly equals the number of planned procurements and undoubtedly has an impact on the unit's capacity to provide an

efficient and effective service to all its clients. The Friday morning operations clinic is chaired by the Deputy Country Director (Operations) and this gives a good indication of the commitment to support the programmes functions of UNDP. The large percentage of ad hoc requests relative to planned procurement suggests that the procurement planning capacity of programme staff is not at the level required. The environment within which the country office is expected to plan is fluid and therefore requires very strong planning capacity and communication between programme staff and operations staff.

Delays in disbursement of funds to implementing NGOs were identified as a concern in a small number of projects, the Livelihoods Recovery for Peace programme being an example. Making payments to NGOs in rural areas is not as rapid as in urban areas because of the state of banking systems. In addition to the impact on cash flow, the NGOs expressed concern that the delays in transfer of funds also reduced the time available for implementation.

Stakeholders commented on the long time lapse between initial design and the start of implementation of programmes. The ADR found no evidence of undue delay to programmes resulting from gross managerial inefficiencies in UNDP. Stakeholders have developed certain perceptions about UNDP procedures based on either a lack of information or understanding of procedures, poor communication on the part of UNDP, or on the basis of a single incident.

4.5.2 PROGRAMMATIC EFFICIENCY

It has been a challenge for UNDP to maintain focus and simultaneously respond to the wide array of issues and demands that have been placed on the country office over the two programme cycles. UNDP has made a conscious

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[104] Indicator for Programme Expenditure in line with targeted expenditure improved from 'Red' in 2008 to 'Green' in 2009 and 2010; Indicator for Management Efficiency Ratio improved from 'Yellow' in 2008 to 'Green' in 2009 and 2010: Source, UNDP Nepal Balanced Score Card data, June 2011.

[105] Workload statistics from the Project Implementation Support Unit, June 2011.

effort to focus its efforts and there has been a decline in the number projects from 2007 onwards (38 projects at the end of the first programme cycle, to 30 projects in 2011). However, the reduction in the number of projects has not necessarily made UNDP more focused. Part of the reduction can be attributed to consolidation of smaller projects into a larger programme. Some programme components are more focused than others: the peacebuilding, recovery and reintegration component is focused on a small number of projects or programmes in contrast to the transitional governance component with activities dispersed across six programme outputs that do not present coherently within the programme component. Stakeholders have commented on UNDP spreading itself too thinly and being involved in areas that can be done by bilateral donors and local and international NGOs.

Sustainable livelihoods is one of UNDP's programme outcomes. In addition to the programmes managed by the Livelihoods Unit in the country office, there are several projects in the Environment and Energy unit that have a livelihoods component, for example, the Western Terai Landscape Project. These livelihoods programmes tend to operate in silos and do not fully exploit the potential synergies. The result is that UNDP does not have a comprehensive view or the 'big picture' of the sustainable livelihoods outcome as each project is focused on delivering its specific outputs.[106] Another example of lack of synergy is between the MEDEP and the EAFS programme. One of the primary needs of the newly established entrepreneurs is access to finance, yet in many cases the EAFS did not operate in the same VDC as the MEDEP programme.

Over the two programming periods, UNDP has introduced changes to its organization structure for a variety of reasons, including the need to align with changes in the country context. As a result, programmes have shifted from one unit to another, and new units have been established.

For example, the constitution-building and election support programmes, although they fall under the peacebuilding programme component, are located in the UNDP Governance and Rule of Law Cluster and not in the Peacebuilding and Recovery Unit. In the process of reorganizing the units, some of the synergies have been lost. The constitution-building programme, which should be working in tandem with the peacebuilding initiatives, has limited interaction with these initiatives and the engagement between the programmes depends on individual action as opposed to being institutionalized.

UNDP has not fully exploited the potential for a multidisciplinary approach to development. The country office has not been adept at building synergies between its programmes and programme units tend to operate in silos. The country office is conscious of this challenge and is working to address it through the new business model and the new UNDAF process.

Reports and information from the Strategic Management and Development Effectiveness Unit with its field monitoring offices assist in improving UNDP programmes, but use of these could be better institutionalized. There are a number of good examples of how the monitoring information produced by the unit has been used to improve programmes. The intensive monitoring and documentation of lessons in the Quick Impact Peace Support Initiatives Programme by the field monitoring offices contributed to important refinements to other programmes such as MEDEP and the VDC Block Grants Programme. In the case of the latter, the guidelines for block grants were revised. The lessons learned also informed to a large extent the infrastructure component of the LRP programme.

The process for discussing and acting on recommendations made in the unit's annual consolidated report is not institutionalized. Although the RCHC has endorsed the recommendations of

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106   See also UNDP, 'Livelihoods Outcome Evaluation Final Report,' Kathmandu, February 2011.

the 2010 report, the process of discussion and acting on these is unclear. The unit produces about 100 field visit reports annually, each generating a number of recommendations. There is no formal process for management responses and the unit does not have the capacity to follow up on each recommendation. A number of these recommendations may have already been acted upon, but have not been formally communicated to the unit.

The country office documents lessons learned in the annual progress reports for all of its projects. Lessons learned are also documented through the outcome evaluations and the reports from the field monitoring offices provide additional lesson learning for the country office. The Quick Impact Peace Support Initiatives provides a good example of how lessons learned from the field have been documented systematically with recommendations for future projects of a similar nature. UNDP has commenced documentation of the constitutional dialogues, but recognizes that it needs to do more in this regard, as well as sharing these lessons with audiences beyond the country office. UNDP in Nepal has spearheaded a number of innovative programmes and the lessons learned from these could be shared with an audience broader than the country office.

4.6 SUSTAINABILITY

The sustainability of development results largely depends on a relatively stable government partner that has the willingness and capability to take ownership of the development interventions. Sustainability of development results also depends on how well programmes have been designed and how well the exit strategies have been developed. Importantly, sustainability requires that community beneficiaries are sufficiently empowered and capacitated to sustain the results.

The capacity development interventions of UNDP have had varying degrees of success in terms of sustainability. There are good examples such as the pilot district court project in the Access to Justice Programme where GoN has taken full ownership of the project and has

committed a significant proportion of its own funds. Another positive example of government ownership is the Western Terai Landscape Project. Other areas, for example, the Election Commission, have been less successful in sustaining the capacity developed, primarily as a result of GoN practice of rotating and transferring civil servants.

Sustaining development results at the local level has been a major challenge for UNDP. The absence of elected local bodies to take accountability and the absence of secretaries in a large number of VDCs have made it difficult for UNDP to build the partnerships at the local government level that are necessary to sustaining development results. While there are examples of VDCs willing to take ownership of projects, these are the exception rather than the rule.

Sustainability of development results in the peacebuilding programme component is highly dependent on political will, something that UNDP has little influence over. The sustainability of results from the rehabilitation and reintegration of ex-combatants will largely be influenced by the extent to which GoN and the UCPN-Maoists are willing to create an environment conducive to rehabilitation and reintegration. The fact that neither party is directly involved in the implementation of the programme because of the national political dynamic does mean that there is little ownership or accountability on their part for the results.

Design for sustainability varies from project to project and exit strategies are not always defined in project documents. The Nepal Peace Trust Fund programme design was explicit about the end result, namely government ownership of the fund and therefore focused on building the capacity of GoN to manage the fund. In the case of MEDEP, however, the exit strategies were not explicit and the programme continued for 12 years over three phases. Although it is positive that GoN has now adopted the MEDEP model, the exit strategy for MEDEP remains unclear. The DLGSP did not have an exit strategy when it

was first designed and graduated to the LGCDP. UNDP's approach to establishing the Centre for Constitutional Dialogue (under the Support to Participatory Constitution Building in Nepal) has raised concerns about sustainability on the part of stakeholders. The standard of infrastructure of the centre is significantly above the average government or civil society facilities. While this has made the centre an attractive venue for CA Members and civil society, it will be a challenge to sustain the centre without significant donor funding.

The approach adopted in the Public-Private Partnerships for Urban Environment project offers good prospects for sustainability of development results. By focusing initially on creating an enabling legal environment within which public-private partnerships can operate, a degree of clarity and certainty is provided to the private sector. The emphasis on building partnerships between the Government, the private sector and the community enhances the prospect for sustainability. The high level of ownership by GoN through the Ministry of Local Development, the National Planning Commission and those ministries involved in infrastructure also contributes to the sustainability of the programme. The PPP desks in the participating ministries add to the sense of ownership and contribute to ongoing updating of information about the programme. There are, however, threats to sustainability. The capacity in municipalities is stretched and the level of skill required to effectively negotiate and manage a public-private partnership project is not present in many municipalities.

There are sustainability challenges in community-based interventions. UNDP's interventions at the community level focus on among the poorest and excluded sectors of Nepali society. These are people who by definition have limited physical and social assets, and who have had little or no

opportunity to participate in development activities. The evaluations and field monitoring of these programmes, for example, community mediation, MEDEP and the CSUWN show that the results achieved are fragile. Issues such as political interference in the allocation of funds, identity politics and diversion of development opportunities to those who are relatively better off are among the factors that affect the sustainability of results at community level.[107] While the participation of women and socially excluded groups has shown an increase in terms of membership of groups, this does not necessarily translate into participation in decision-making.[108] The community groups participating in UNDP projects do not always have access to the right information they need to make decisions about their projects. A case in point is a Community Forest User Group that decided to go into a chamomile processing business based on incomplete information about the market value of the product.[109]

The NEX/NIM modality of implementation has the potential to enhance sustainability as it promotes national ownership and also develops national capacity in critical programme management areas such as financial management and procurement. Projects in the 2008-2010 country programme, namely, MEDEP, LGCDP, Access to Justice Programme, Rural Energy for Livelihoods Programme, the Public-Private Partnerships programme, National Human Rights Commission and the Aid Coordination programme are national implementation or execution programmes. The NEX modality has disadvantages in conflict or crisis situations where the state has very limited capacity to manage or deliver. UNDP has used the DEX/DIM modality during the conflict period, and given the context at the time, this was an appropriate implementation modality. GoN and stakeholders in civil society have raised concerns about

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[107] UNDP Nepal Strategic Management and Development Effectiveness Unit, 'Findings from the Field 2009' and 'Findings from the Field 2010', UNDP Kathmandu.

[108] Observations from field visits undertaken by the ADR team.

[109] Observation from field visit undertaken by the ADR team. The result is that the group has been unable to sell their products at the price they had used to determine production volumes.

the continued use of DEX/DIM modality in the 2008-2010 programme cycle. The main concern related to ownership – that GoN did not have ownership over DEX projects, even though they may have been consulted. The DEX/DIM projects in the current cycle fall within the peacebuilding programme component and the livelihoods component (Livelihoods Recovery for Peace). It is evident from the project documentation that the choice of implementation modality projects was based on a thorough analysis of the political context at the time of project design. However, the DEX implementation modality may be harder to justify when Nepal moves into next phase of its political transition.

PART B. ASSESSMENT OF STRATEGIC POSITION OF UNDP

This section evaluates UNDP's contribution to Nepal in terms of the relevance of UNDP support provided, its responsiveness to the national priorities and the value UNDP added by its participation in meeting the development challenges of Nepal. UNDP's strategic position is viewed against the context of Nepal's political changes and development challenges over the past decade, as outlined in Chapter 2.

4.7 STRATEGIC RELEVANCE AND RESPONSIVENESS

Relevance against national priorities and challenges. UNDP's support has been guided by the national development plans of the Government and by the CPA. The country programme covers all the pertinent areas of national plans (Tenth Plan and Three Year Interim Plan) and the CPA – peace, constitution building, good governance, sustainable livelihoods, energy, environment and disaster risk reduction, HIV/AIDS, as well as issues of gender equality and social inclusion. Support particularly in the areas of poverty reduction and decentralized local governance was the primary focus of UNDP in the period from 2002 to 2006 in response to the Tenth Plan of GoN. From 2006/2007 UNDP has supported Nepal's

peace efforts to create an environment that is conducive to implementing long-term development initiatives that are necessary to secure a better life for all the people of Nepal. This has meant working on immediate, short-term interventions such as the discharge of verified minors and late recruits, as well as longer term interventions such as the Livelihoods Recovery for Peace and the Conflict Prevention Programme. Despite the fluidity of the context, UNDP has managed successfully to balance the short- and long-term needs of the country. UNDP has also maintained a balanced portfolio of upstream policy work with downstream projects. The practical lessons from the downstream projects have informed the development of policies. Examples of the downstream-upstream connection include the Mediation Act of 2011 based on lessons from the Access to Justice Programme and the Rural Energy Policy based on lessons from the Rural Energy Development Programme.

Growth is a high priority for GoN as reflected in the Three Year Interim Plan. UNDP has responded to the growth priority through its support for the MDGs. The expectation of some stakeholders that UNDP needs to focus on growth at a macro-level is not realistic. Other agencies such as the World Bank and the Asian Development Bank are better resourced to do this. UNDP's sustainable livelihoods interventions are modest in comparison to the growth requirements of the country, but they are important vehicles for testing inclusive approaches to growth at a micro or village level.

Responsiveness to change. UNDP has been flexible and responsive to changes in the national context and this was appreciated by its partners in GoN. As described in Chapter 3, UNDP's programme of support to Nepal has undergone changes in response to the evolving national context. Between 2002 and 2006, at the height of the civil conflict, UNDP's approach shifted from capacity development to supporting service delivery. With many government services ceasing to function and with UNDP (and the UN) being one of the few agencies that could move

around relatively freely, UNDP's programmes such as DLGSP, REDP and MEDEP became important vehicles for service delivery. Being perceived as a neutral body by the parties to the Nepal conflict enabled UNDP to secure the buy-in needed to access local communities. UNDP's role during this period was commented upon positively by stakeholders, including GoN. They were appreciative of UNDP's willingness to continue its work under the extremely difficult and uncertain conditions that prevailed during the conflict. Following the signing of the CPA in 2006, UNDP shifted its emphasis to capacity building, and in particular, to supporting the consolidation of peace in Nepal.

This flexibility and responsiveness does not mean that UNDP adopted an ad hoc approach to its work. The programme documentation and amendments to annual work plans reflect a robust analysis of the changing country context and thorough risk analyses to take measured risks.[110] Also, the shift to engaging more directly on issues of conflict and peace followed careful analysis with the support of the Bureau for Conflict Prevention and Recovery, resulting in the establishment of the Peace Building and Recovery Unit in 2007.

While UNDP has been responsive to the fluid national context, there are gaps in its response. The effectiveness and sustainability of development interventions and support of UNDP and other development partners are to a large extent dependent on a functioning public administration. In the case of Nepal, there is a huge, medium- to long-term task of building a new public administration in the post-conflict environment. UNDP's capacity development initiatives in the 2008-2010 programme cycle are focused on specific sectors or agencies, for example, the National Human Rights Commission or the Ministry of Peace and Reconstruction. These initiatives are not located within a broader

framework of reforming the civil service or public administration. Undoubtedly, it is a very difficult task to attempt public administration reform in a country in transition, but these reforms are necessary to ensure that the transition itself is successful. In short, the task is arduous, but necessary. The restructuring of the state that will flow from the constitution, once finalized, presents another opportunity for UNDP to work on this vital area for Nepal's future development.

Consultation. There is a perception on the part of GoN and other development partners that UNDP's consultation processes are not sufficiently in-depth at times. In the case of GoN, the view was that while UNDP did consult and, on the whole, had a positive relationship with GoN, the depth of consultation did not always meet GoN's expectations. This perception may be partly explained by the high turnover of political and administrative leadership. There are instances where UNDP has consulted officials in GoN, but they have been replaced. There is also an acknowledgement by some GoN officials that they do not always have time to participate meaningfully in consultation processes, even when invited by UNDP.

Some development partners felt that UNDP did not have a structured process of consultation with them and that consultations were ad hoc, based on a particular issue, rather a systematic process of sharing information about priorities and policy issues. The non-traditional donors had very limited interaction with UNDP even though they are emerging as major players in Nepal's development partner community. This may have implications for UNDP's in-country resource mobilization efforts in the next programme cycle, as discussed later in the report.

CSOs felt that UNDP was not sufficiently inclusive in whom it consulted and those at grassroots level felt that consultation was limited

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110 Annual work plans, particularly in peacebuilding show several amendments in response to changes in the country context. Also, the project document for Assistance to the Peace Process approved in April 2008 underwent substantial revision in December 2008 to respond to emerging needs in the area of constitution building following the election of the Constituent Assembly.

to the capital city. Civil society in Nepal is heterogeneous and not surprisingly divided on key political issues. The various reports published by UNDP show involvement from a broad range of civil society organizations. Consultation processes in the Nepal context are difficult. Inevitably, some organizations and individuals will feel excluded. Many of the community-based programmes of UNDP are implemented through NGOs that are presumed to serve as interlocutors between UNDP and local communities. While it is not feasible for UNDP to consult all community groups, it is essential that voices from the grassroots level do find their way into UNDP programmes. The field monitoring offices to some extent provide this channel. The new UNDAF process has adopted an approach in which the different client groups and their needs become the starting point for planning.[111]

The consultation process used in the Conflict Prevention Programme is a positive example of depth and breadth in consultation. Representatives nominated by the major political parties and civil society serve on the steering committee and are involved in the design of the Collaborative Leadership and Dialogue component of the programme.

4.8 EXPLOITING COMPARATIVE STRENGTHS

UNDP neutrality. Political neutrality and credibility with GoN and major political parties are comparative strengths for which UNDP is widely recognized. In the Nepal context, political neutrality is paramount and UNDP has used this effectively. During the conflict period, it was trusted by both sides and therefore managed to continue to operate in local communities. In the period immediately following the signing of the CPA, UNDP's political neutrality gave it the necessary credibility to work with GoN and important institutions such as

the CA and the Election Commission. UNDP became the vehicle through which support from international donors could be channelled and coordinated. UNDP's impartiality and corresponding legitimacy to convene diverse actors are again demonstrated in its initiation of the Collaborative Leadership and Dialogue Pillar of the Conflict Prevention Programme. Most stakeholders in and outside GoN identified political neutrality as UNDP's major comparative strength and placed a high value on this.

Some stakeholders believe that UNDP could have used its political neutrality to greater effect to influence the peacebuilding and governance agenda, without undermining the role of GoN and the CA to deal with these issues. Getting GoN and political parties to deal more decisively with issues of corruption, the absence of elected local bodies and to speed up resolution of areas of disagreement in the draft constitution were among the 'lost opportunities' cited. From the information gathered in the ADR, the choices made by UNDP were based on careful analysis of the context and evolving situation and guided by UNDP's mandate in Nepal.

Use of field presence. The field presence that UNDP built up during the conflict period gives it a comparative strength relative to other smaller UN agencies and many bilateral donors. UNDP has used this field presence to its advantage in supporting policy development and programme design based on practical implementation experience. The macro-micro linkage especially in the area of environment policy and planning has been noted earlier. The field presence it gained through the DLGSP gave it the necessary insights to lead the coordination of the UN agencies involved in the LGCDP.

Use of technical expertise, knowledge and network. UNDP has teams with high levels of expertise in their respective areas and a willingness to tap into its global and corporate

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[111] UN Nepal, 'UNDAF newsletter', Kathmandu, May 2011.

networks. UNDP's expertise in the thematic areas and its strong analytical abilities were seen as a comparative strength by GoN partners and the abilities of UNDP national officers were commended as well. There were many examples given by GoN partners to demonstrate positively the quality of technical expertise they received from UNDP officers. The quality of project documents, annual work plans, annual progress reports is good and the documents reflect a deep understanding of the complexities of the context and the thematic areas. There was a strong plea from some quarters in GoN for UNDP to make its technical expertise more accessible.

UNDP has made good use of its global networks and tapped into corporate expertise in selected areas. Some examples include the use of expertise from the BCPR, seeking inputs from the UNDP Regional Centre in Bangkok on environmental matters, and researching models of country offices in the Asia-Pacific Region on structuring the monitoring and evaluation function. UNDP also tapped into its global network to bring in experts from other countries such as Afghanistan and South Africa. However, some of the international experts brought in by UNDP were not considered favourably. GoN and stakeholders questioned the relevance of the international expertise to Nepal's context.

Overall, knowledge management by UNDP has been good. Documents are readily accessible, the country office website is kept up-to-date and UNDP has made a concerted effort to keep staff and public informed through brochures and newsletters. The documentation of lessons learned is being improved.

Coordination with other UN entities. UNDP has made a positive contribution to UN programmatic coordination. UNDP is one of 20[112] UN agencies resident in Nepal and coordination

of its efforts with other agencies is carried out at different levels. UNDP co-chairs with UNICEF the UNDAF Thematic Group A: Consolidating Peace.

There are many positive examples of UNDP's contribution – its logistic and technical support to UNMIN; the leadership it has given to the UN Inter-Agency Rehabilitation Programme; the LGCDP; and its coordination of mainstreaming conflict sensitivity into UN system programming. The collaboration between UNDP and UNICEF on the release of verified minors (Maoist combatants) was identified by a range of stakeholders as a positive example of two agencies working together. UNDP is also an active contributor to the process of developing the next UNDAF. There are areas where coordination could be better. Although the UNDAF process is bringing together the activities of various agencies to focus on key UNDAF outcome areas, evidence of coordinated action in livelihood area is lacking. In programmes such as the Enhancing Access to Financial Services, only UNDP and United Nations Capital Development Fund work together. There is no coordination with the ILO in MEDEP or with FAO in Livelihoods Recovery for Peace, agencies that can contribute to the programme. UNDP and other UN agencies have better coordination in the area of HIV/AIDS, which is largely attributable to coordination of UNAIDS.

Mobilizing resources. UNDP's programmatic work depends heavily on non-core resources. The ratio of core to non-core resources globally is 1 to 4 and the ratio for UNDP Nepal is within the global norm, as discussed in Chapter 3.

The capacity to mobilize resources and key actors is a comparative strength that UNDP has used effectively. This has been most evident in peace-building and constitution-building programmes. The Nepal Peace Trust Fund is a good example

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[112] Other UN agencies and missions are FAO, IFAD, ILO, IOM, OCHA Humanitarian Services Unit, OHCHR, UNAIDS, UNESCO, UNFPA, UN Habitat, UNHCR, UNCDF, UNICEF, UNMAS, UNODC, UN Women, UNV, WFP, WHO, and international finance institution – World Bank.

of UNDP assisting GoN in mobilizing the first round of resources from international donors. UNDP also played an important role in coordinating donor resources for constitution building through the Centre for Constitutional Dialogue. Although UNDP has been supporting GoN on aid coordination through the Ministry of Finance, there is considerable room for assisting the Government to improve aid coordination. There is also an expectation from other donors that UNDP should improve coordination of its own resource mobilization efforts. UNDP's limited engagement with non-traditional donors may be a gap in its resource mobilization strategy.

UNDP as a decentralized organization has adopted a business model where country offices are given autonomy and responsibility for raising resources for programme work locally. This model is not always understood by NGOs that perceive UNDP to be competing with them for the same pool of donor funds. There are also concerns from GoN that UNDP is actively soliciting funds from international donors and that international donors are diverting to UNDP the funds that have been earmarked for the Government.

Partnership building. UNDP has not been as effective in building strategic partnerships with civil society and the private sector. UNDP has many partnerships with NGOs as implementers of development programmes. It also works with individuals from academic and research institutions in the drafting of the National Human Development Reports and evaluations of programmes. However, UNDP does not have a coherent strategy for partnership with civil society. Doing so in Nepal's context is not easy as civil society organizations represent a very diverse array of political views and political allegiances. There is also a view from some government officials that UNDP exists solely to support the work of the Government and should not work with civil society organizations. Yet, civil society is an important player in the development of Nepal and cannot be ignored. UNDP has worked with the private sector on programmes such as the Public-Private

Partnership for the Urban Environment, but has not engaged in any substantive way with the sector beyond this project.

4.9 PROMOTING UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE

Support for policy dialogue on human development issues. UNDP has provided support to Nepal's efforts to achieve the MDGs. Many of its programmes directly support the achievement of the MDGs, for example, poverty reduction, HIV/AIDS, environment, and gender equality. Importantly, UNDP support has included assistance to the National Planning Commission to develop systems to monitor the progress towards the achievement of the MDGs. UNDP has supported the preparation of the MDG reports for 2002, 2006 and 2010, and the process as well as the output (report) has stimulated a high level of awareness and interest on the part of GoN and civil society. The MDG assessment of 2006 informed aspects of Nepal's Three Year Interim Plan and the MDG reports are sought after by civil society for their own planning and advocacy work. Internalization of MDGs is evident at the national level, but there are still challenges in operationalizing MDGs at the local level. Issues such as capacity constraints, the absence of elected local government, and the practical challenges of obtaining reliable statistics at the local level are among the constraints to operationalizing the MDGs at this level.

As discussed earlier, UNDP supported the development of two National Human Development Reports over the two programme cycles. These reports and the MDG reports, according to a diverse range of stakeholders, are sought-after documents by government officials and civil society. The 2009 National Human Development Report was distributed to ministries, DDCs, universities, major libraries and media houses. The high-profile launch was complemented with video on the UNDP website. Post-launch discussions were held at the Centre for Constitutional Dialogue and attended by CA Members. While

there have been activities immediately following the launch of the National Human Development Report, it is difficult to assess the extent to which the report has been used by GoN and stakeholders.

Promoting gender equality and social inclusion. Gender equality and social inclusion have been at the heart of the UNDP programme as it cuts across all components of UNDP development initiatives in Nepal. Over the period under review, UNDP has implemented stand-alone gender equality programmes as well as mainstreaming gender equality into programmes. The Mainstreaming Gender Equity Programme that ran in two phases between 1999 and 2006 gave UNDP a great deal of eminence in the area of gender equality. Even though the programme ended in 2006, it is the one that GoN and stakeholders made the most reference to. The programme supported the Ministry of Women, Children and Social Welfare to review and revise existing discriminatory laws, and conduct gender assessments and gender budget audits of key ministries. The review found that there were 138 provisions in 57 different acts, regulations and rules that directly discriminate against women. The civil code of Nepal was amended to remove statutory discrimination against women. UNDP has provided support to GoN to prepare its response to the CEDAW; the Beijing Platform for Action National Plan of Action for Nepal; the National Plan of Action Against Trafficking of Women and Children for Sexual and Labour Exploitation; and the Human Rights Action Plan.[113]

Mainstreaming of gender equality is evident in all UNDP programmes, with varying degrees of success. The livelihoods programmes have been particularly active in promoting women's access to economic opportunities and the LGCDP has actively promoted gender equality in community structures and community decision-making. The LRP programme focuses almost exclusively on women and women beneficiaries are well represented in the EAFS programme. The Rural Energy Development Programme has made a positive impact on women's daily activities. UNDP has supported development of new legislation and policies to promote gender equality, for example, the domestic violence legislation. In the area of peacebuilding, the needs for former women combatants are being addressed through programmes designed specifically for women; the collaborative leadership and dialogue pillar of the Conflict Prevention Programme aims to prioritize historically marginalized groups including women; and UNDP has supported the establishment of the Women's Caucus in the Constituent Assembly.

UNDP Nepal is one of 16 country offices that have a senior gender adviser funded through the BCPR to address specifically, though not exclusively, gender equality in conflict and post-conflict settings. The presence of a senior gender expert has contributed to UNDP building a new partnership with the Nepal Police. Since July 2010, UNDP has been supporting the Nepal Police Gender Equality Initiative that aims to integrate gender issues, including gender-based violence into the operations of the Nepal Police. The programme has supported the design and piloting of training modules for police officers, and the development of learner resources. This short programme has given UNDP a good basis for further work with the Nepal Police and has the potential to reinforce other initiatives in the Access to Justice programme.

Although women are beneficiaries of most of UNDP's programmes, there is a tendency in UNDP's programming to see gender equality merely as women's participation as beneficiaries in programmes. Gender, in terms of unequal power relations between men and women, is not addressed fully by UNDP's programmes. In most of UNDP programmes, there is no tracking of women's participation in decision-making bodies

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113 Lee, L.F., K. Bhattachan, Y.R. Luintel, R. Bhattacharjea and L. Bhattarai, 'Report for UNDP Nepal of the Outcome Evaluation Mission on Gender', UNDP, Kathmandu, October 2004.

or committees. From the field visits and some of the project reports, it is clear that women are under-represented in decision-making committees. A challenge for promoting gender equality is the fact that most of the officials in the ministries that make decisions about UNDP's programmes are men.

UNDP in its second programme cycle adopted an approach that views development through a gender lens as well as a social inclusion lens. This approach is not surprising given the significance of social exclusion as a driver of conflict and under-development in Nepal. UNDP has been active in promoting social inclusion through its programmes as well as specific reports such as the National Human Development Report 2009. There is a concerted effort to target socially excluded groups, including the ultra-poor people, Dalits, Janajatis and Muslims. UNDP also supported the establishment of the Dalits' Caucus in the Constituent Assembly. Most of UNDP projects in the 2008-2010 programme track social inclusion. The field monitoring reports have revealed challenges in targeting the ultra-poor – they have the least capacity to participate in some of the programmes which are then captured by those who are slightly better off. Despite significant progress on gender and social inclusion issues, some excluded groups have not yet received adequate attention. These groups are people with physical disabilities and people living with HIV/AIDS.

South-South cooperation. UNDP has facilitated South-South cooperation to varying degrees in different projects. South-South cooperation has been in the form of study tours, training, bringing international experts to Nepal, and dialogues between Nepal and India. Examples of South-South cooperation include:

- Visit by GoN officials to Bangladesh to study the Grameen Bank model of micro-finance.

- Visit by judges and court officials to the Philippines to study court reform and court management.

- Visit by Ministry of Forest and Soil Conservation to Indonesia to learn about payment for environment services.

- Visits to Indian companies working on renewable energy.

- Visit to Bangladesh to learn about their National Adaptation Plan of Action.

- Bringing experts from Sri Lanka, Bangladesh, India and South Africa to share experiences in constitution drafting and state restructuring.

- Training at the India National Institute for Disaster Risk Management for the disaster risk reduction focal desk at Ministry of Forest and Soil Conservation.

A practical example of South-South cooperation at the community level are the trans-boundary dialogues between local communities and national park authorities of Nepal and India that have been facilitated through the Western Terai Landscape project. This has contributed to controlling the poaching of wildlife and smuggling of timber across the Nepal-India border.[114]

Although UNDP has facilitated South-South cooperation, this is incidental to the programmes. There is no overarching strategy that articulates what South-South cooperation should achieve in the Nepal context and what forms of South-South cooperation are best suited for a particular project or programme. UNDP does not follow up systematically the results that flow from South-South exchanges that it has facilitated.

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[114] Government of Nepal and UNDP, 'Country Programme Action Plan 2008-2010 Third Annual Review', Kathmandu, December 2010.

Chapter 5

CONCLUSIONS AND RECOMMENDATIONS

This chapter outlines the main conclusions and recommendations of the ADR, based on the key findings made in Chapter 4.

5.1 CONCLUSIONS

Conclusion 1: UNDP remained highly relevant to the national priorities and development challenges facing Nepal under difficult and fluid circumstances. UNDP did it successfully by closely monitoring the evolving environment and drawing on context analysis. Over the 2002–2011 period, UNDP has been unstinting in its support to the people and Government of Nepal, particularly in making deliberate efforts to address the issues of gender and social inclusion.

Throughout the programme period, UNDP has focused its efforts on the major development challenges facing Nepal during the period of conflict and in the post-conflict era. Its efforts in the 2002-2006 period were aligned to the national priority of poverty reduction and UNDP worked with its partners in the Government, civil society and the development community, to initiate programmes aimed at reducing poverty and enhancing the livelihood prospects for many poor and socially excluded people in Nepal. In the transition to peace and in the post-conflict era, UNDP's programmes responded to the national priorities expressed in the CPA and the Three Year Interim Plan. Working on the peacebuilding priorities of the CPA on the one hand, and the development priorities reflected in the Three Year Interim Plan on the other, UNDP implemented a comprehensive portfolio of programmes to respond to the imperatives of peace and development.

Maintaining relevance under difficult and fluid circumstances required UNDP to constantly and closely monitor the political environment. UNDP drew extensively on context analysis in the design and implementation of its programmes during the period, and in more recent times mainstreamed conflict sensitivity in its programming.

Remaining relevant also required UNDP to exploit its comparative strength of political neutrality, which it has used judiciously. UNDP's political neutrality is valued by the Government, stakeholders and development partners, particularly in the politically sensitive areas of peacebuilding and the constitution. Working on the reintegration of Maoist combatants is something UNDP along with its partners (UNICEF, UNDP and ILO) was trusted to do. The establishment of the CCD is an example of an intervention that only a politically neutral organization such as UNDP could undertake. UNDP used its political neutrality to good effect during the conflict era. It was able to reach many communities that could not be reached by international donors or by government officials. While some international donors were seen to be reducing their assistance during the conflict period, UNDP's presence in the field was greatly appreciated by communities and by the Government.

UNDP has also maintained relevance to people's needs at the community level. It has consistently targeted poor people and women who have been excluded socially and economically from opportunities to improve their quality of life. In addition to targeting, UNDP has endeavoured to base programmes on needs identified through various participatory methods. Through an

approach that actively promotes gender equality and social inclusion in its programmes, UNDP is addressing some of the key contributing factors to poverty and conflict in Nepal.

Conclusion 2: UNDP has made a strong contribution to Nepal's development results and has demonstrated results in many of the projects and programmes in its diverse portfolio. Some of these programmes have been adopted as policy or models by the Government and have attracted support from other development partners and UN agencies.

UNDP is able to demonstrate results across all thematic or results areas. Programmes such as the Decentralized Local Governance Support Programme, Micro-Enterprise Development Programme and the Rural Energy Development Programme are three significant examples of UNDP's contribution to development in Nepal during the conflict era. These programmes made a tangible difference in the lives of poor people, women and socially excluded groups and did so at the time of the civil conflict when there were 'no go' areas for government officials and other international donors. Programmes such as Assistance to the Peace Process in Nepal, the UN Inter-Agency Rehabilitation Programme and the constitution-building programme are contributing to strengthening Nepal's peace efforts. There are notable results in the Access to Justice programmes, particularly in the modernization of the judicial system.

The local-level environment and energy projects have been an important testing ground for developing national policies and guidelines for the sector. Programmes such as the Micro-Enterprise Development and the Public-Private Partnerships for Urban Environment have been adopted as models by the Government.

Conclusion 3: UNDP has progressively improved its management and programme efficiency over the 2008-2010 period in the face of an expanding programme and fluid environment. It has taken positive steps to improve the efficiency of management aspects of its projects, including procurement and disbursement of funds. It has also strengthened its programme efficiencies through enhanced monitoring and evaluation function, although synergies between programmes in its portfolio can be improved.

UNDP has been in the fortunate position in 2008-2010 of having increased resources to respond to the increasing demands placed on it. The country office, however, has been conscious of the need to improve efficiency and has done so progressively. Initiatives that have begun to show results include those aimed at improving the efficiency of procurement through the establishment of the Project Implementation Support Unit, and strengthening monitoring through the establishment of field monitoring offices. These initiatives are a step in the right direction.

Although UNDP has managed to increase its resources since 2007, it has experienced budget reductions in certain programmes in 2011. Increasing pressure on efficiency on both management and programmatic sides is a likely scenario for the foreseeable future. In light of this, there is room to improve programmatic efficiency by enhancing synergies among programmes in its portfolio.

Conclusion 4: The sustainability of development results achieved to date is fragile for reasons of limited resources, inherent challenges to sustainability in community-based projects, and constraints faced by the Government of Nepal to assume ownership or provide resources.

The resources that UNDP is able to inject into the community-based projects are spread thinly across many projects, making it difficult to invest sufficient resources (time and financial resources) for deepening the work at community level. The ultra-poor communities that UNDP hopes to reach are the ones who need intensive assistance that is not available under the current project resources. The Livelihoods Recovery Programme

is an example where UNDP is focusing on the ultra-poor, but the programme funds available to implementing NGOs are insufficient for intensive support to these ultra-poor communities. The lack of synergies particularly among the various UNDP livelihoods programmes is another factor that has contributed to the fragility of results.

There are programmes such as MEDEP where GoN has adopted the approach to micro-enterprise development as policy, but lacks the resources to scale up the programmes beyond what UNDP has already done. This presents a serious challenge to UNDP if it wishes to exit from this long-running programme. In the Access to Justice programme portfolio, while there is a high degree of GoN ownership, the Government lacks the resources required to assume financial responsibility for some of projects such as community mediation and legal aid desks. There are programmes in the peacebuilding portfolio, for example, the reintegration and rehabilitation of former combatants, where securing government ownership is problematic as the peace process and constitution are incomplete.

Many of UNDP's programmes are implemented at the community level where there is no elected local government that can assume ownership and responsibility for the initiatives put in place. The Local Governance and Capacity Development Programme is developing the capacity of communities to inform and mobilize themselves to access services from local government, but until there are elected representatives at local government level, communities will have to rely on the goodwill of local government officials.

Conclusion 5: Capacity development has underpinned UNDP programmes and UNDP has contributed to developing the capacity of many individuals over the 2002-2011 period. Developing sustained institutional capacity has proven to be more elusive.

Many individuals at the community level and in local and central government have been exposed to UNDP's capacity development interventions over the years. Members of the numerous community-based organizations established under the Decentralized Local Governance Support Programme and the environment programmes have received training to run their organizations and this approach has carried through to the ward citizen forums and community advice centres under the Local Governance and Community Development Programme. It requires a long time-frame and sufficient resources for these community-based organizations to be institutionalized as part of the local governance system. The situation is not helped by the absence of elected local government.

At the central level UNDP has supported capacity development of a number of ministries and government entities including the Ministries of Finance, Local Development, Forest and Soil Conservation, Peace and Reconstruction, the National Planning Commission, the Election Commission and the National Human Rights Commission. Many individuals have been trained and, in some instances, the entities have received practical assistance in the form of equipment and technology. With the exception perhaps of the Ministry of Peace and Reconstruction and the Election Commission, there is no obvious strategy for developing institutional capacity that can be sustained over time. UNDP has adopted the approach of establishing project management units for a number of its large projects. While these undoubtedly have assisted programme implementation, knowledge and skills accrued the project staff are not always shared or transferred to government officials. The frequent turnover of officials in the Government makes sustained capacity development difficult.

UNDP has facilitated South-South cooperation between Nepal and other institutions, predominantly in the Asia-Pacific region as an instrument for capacity development of institutions and individuals. There is evidence of South-South cooperation activities, but their contribution to capacity development is not discernible. These initiatives have been ad hoc rather than part of a coherent South-South cooperation strategy.

Conclusion 6: UNDP relies on partnerships with the Government, other UN agencies and a broad range of stakeholders, including international donors and civil society, to achieve development results. It has built solid partnerships with many government entities. However, the strength of its partnerships with international donors and CSOs is varied, and its engagement with the private sector and non-traditional donors has been limited to date.

The vast majority of government partners were positive in their views of the value that UNDP brings as a development partner, especially in politically sensitive areas. Government partners were complimentary about the calibre of technical expertise that UNDP has made available, either directly through country office staff or through the international network. National staff are well respected by government officials for their technical expertise and understanding of the contextual issues, and have played an important role in building and maintaining relationships with government officials. Misconceptions about UNDP's in-country resource mobilization strategy have the potential to undermine UNDP's partnership with the Government.

There are positive examples of UNDP coordination and collaboration with other UN agencies, notably, the UN Inter-Agency Rehabilitation Programme and the Local Governance and Community Development Programme.

UNDP has developed productive partnerships with the international donor community for coordination of programmes, advocacy on major issues and for UNDP's in-country resource mobilization. Although some international donors have concerns, for example, about the need for better internal coordination in UNDP or a more prominent role for UNDP in aid coordination, there is acknowledgement of the value UNDP has added in Nepal's development.

There are gaps in UNDP's partnership strategy. There are a number of foreign missions in Nepal that are not part of the major donor grouping but are important players in the political arena.

UNDP has had limited engagement with them and they in turn either know little about UNDP's programmes or are critical of what UNDP is doing These missions may be important in future as UNDP seeks to mobilize resources and partners to join in advocating for human development. UNDP has had some engagement with Nepal's private sector but has not substantively engaged it as a potential development partner. The private sector undoubtedly has been weakened by the conflict, but is nevertheless a key player in the future growth and development of Nepal. UNDP works with many CSOs, particularly NGOs that are contracted to deliver services on UNDP-funded projects. The relationship with CSOs is important, for not only service delivery and outreach, but also for UNDP to keep abreast of the very divergent views on political and development issues in Nepal.

5.2 RECOMMENDATIONS

Recommendation 1: UNDP's programme for the next cycle should be based on a sound prioritization of programmes in light of possible future budgetary reduction, but should be sufficiently flexible to respond to the emerging needs of Nepal as it enters the next phase of its transition. This should be underpinned by a rigorous process of contextual analysis, follow-up of recommendations that emerge from monitoring and evaluation, and enhanced efforts in documentation of lessons learned.

The next phase of Nepal's transition will bring a new set of challenges for the country, while existing development challenges are still in need of attention. While UNDP has managed to increase its resources over the 2008-2010 period, there are signs that resources may not be as expansive in the next programme cycle. Doing 'more with less' is not a desirable option as programme effectiveness and sustainability may be compromised. It will therefore be essential for UNDP to prioritize its programmes thoroughly. The choices should be guided by UNDP's comparative strengths; the resources realistically available; and national priorities in the Government of Nepal's forthcoming national development plan and the new

constitution once completed. Resolutions and decisions made by governing bodies in the United Nations, for example, system-wide coherence will also have a bearing on UNDP's choice of priorities. Prioritization may require UNDP to deepen its work in some programmes, and to exit from those programmes that can be delivered more effectively and efficiently by others. It is important that UNDP retains its targeting of poor and socially excluded people and that the good progress it has made on gender equality and social inclusion are not negated in the prioritization process.

While downstream projects are likely to remain part of UNDP's portfolio of catalytic projects to inform policies and strategies, progressively focusing on upstream work will be necessary for UNDP to remain relevant in the future. It will be necessary for UNDP to continuously increase its policy advisory capacity to support the Government on policy issues that will emerge in the next phase of its transition.

Maintaining focus and flexibility requires effective monitoring and evaluation to provide feedback. In this regard, UNDP should introduce a rigorous process for follow-up on recommendations that emerge from its innovative system put in place for monitoring and evaluation, and continue recent efforts to enhance documentation of lessons learned.

UNDP's new business model aims to address a number of these issues, particularly the issues of prioritization in its programming and strengthening its own capacity to support GoN in upstream work.

Recommendation 2: UNDP should continue with initiatives taken to improve programme and management efficiencies of its work, including enhancing synergies across its programmes and coordination between operations and programme units. The new business model should be reviewed and adjusted if necessary to ensure alignment with the next country programme.

UNDP has introduced initiatives to improve effectiveness and efficiency of its overall programme.

The strengthening of the monitoring and evaluation and procurement functions are positive initiatives that should be continued. The new business model for the country office envisages a smaller number of programmes rather than a large number of projects. The model is expected to address a number of issues including enhancing synergies between programmes, through establishment of a core policy advisory team that not only bolsters the policy capacity of programme staff, but also identifies and assists in responding to cross-cutting issues. Implementation of the model should continue and should be reviewed at the appropriate time to ensure alignment with the next country programme.

Recommendation 3: UNDP should revise its approach to inclusive growth and sustainable livelihoods programmes with a view to enhancing the sustainability of development results. This should include gradually shifting emphasis to advocacy and policy advice, informed by the practical experiences of pilot initiatives. UNDP should support the Government to mobilize resources for scaling up promising pilot initiatives.

UNDP should focus on its comparative strength in this area, which is to provide the opportunity for testing new and innovative approaches to pro-poor growth and sustainable livelihoods. This means that UNDP should gradually shift from being the primary implementer of livelihoods programmes, and assist the Government of Nepal to secure resources from international donors and the private sector to scale up those livelihoods approaches that have good prospects for sustainability.

UNDP should also be mindful of the growth imperatives facing Nepal and should sharpen its advocacy through the MDG reports and the National Human Development Reports, for growth that will benefit the socially and economically excluded groups. UNDP should strengthen its policy advisory capacity in the area of inclusive growth to work with central institutions such as the National Planning Commission and the Ministry of Finance.

This shift in emphasis does not mean that UNDP should completely abandon implementation of livelihoods projects. It will be essential to retain a project portfolio that provides opportunity to test new and innovative approaches to livelihoods that can inform policies and be scaled up by GoN and other donors.

Recommendation 4: UNDP should develop a strategy for sustained institutional capacity development and government ownership, taking into consideration the fluid and fast-changing context of Nepal. Developing national capacity for maximum NEX/NIM implementation modality should be an integral part of the strategy.

The high turnover of government officials will continue for the foreseeable future and UNDP's institutional capacity development strategy should be sufficiently robust to minimize the negative impact. Such a strategy could include supporting the Government of Nepal to conduct a thorough needs assessment; better targeting of areas requiring capacity development; commitment from the Government of Nepal to contribute time and resources for capacity development; and anchoring capacity development initiatives with the Government's existing initiatives. The use of technology, for example, setting up knowledge or information resource banks, should also be considered.

The political context in Nepal is changing and UNDP should aim for maximum national implementation in the medium term. UNDP should conduct sound capacity assessments of host institutions with the view to developing strategies for enhancing the critical areas needed for NEX implementation modality. DEX implementation in the medium to long term should be an exception.

Recommendation 5: UNDP should adopt a more systematic approach to South-South cooperation to sustain the benefits that can be derived from such activities.

UNDP should develop a South-South cooperation strategy. The strategy should identify potential areas of cooperation, the expected outcomes and a plan of action for implementing what has been learned from the cooperation activities, and mechanisms for continuing the exchange of knowledge and information beyond the specific cooperation event. The strategy should emphasize South-South cooperation as a vehicle for enhancing the capacity of both participating countries and that it is a process rather than a once-off event like a study tour. The UNDP Regional Service Centre should be asked to assist with identifying opportunities for South-South cooperation in the Asia-Pacific Region.

Recommendation 6: UNDP should address the existing gaps in its partnerships. This should include broadening its partnership base to include the private sector and non-traditional donors and addressing concerns about its in-country resource mobilization strategy.

UNDP should engage the private sector of Nepal as potential partners in development and its current relationship with the Federation of Nepalese Chambers of Commerce and Industries is a useful starting point. There are various models for UNDP to consider, for example, public-private partnerships, philanthropic support and inclusive business.

UNDP should endeavour to build partnerships with non-traditional donors or those foreign missions that are not donors but do have influence in the Asia-Pacific region. Such partnerships may be of assistance with resource mobilization, but equally important is the role they can play in South-South cooperation initiatives.

UNDP should initiate discussions with the Ministry of Finance and the Development Advisory Group in Nepal about country office's resource mobilization strategy. These discussions should also be used to identify ways to strengthen aid coordination and clarify UNDP's role in this.

Annex 1

TERMS OF REFERENCE

1.   INTRODUCTION

The Evaluation Office of the United Nations Development Programme (UNDP) conducts country-level programmatic evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy. The overall goals of an ADR are to support greater UNDP accountability for development results to national stakeholders and partners in the programme country, to the UNDP Executive Board and to the public, and also to contribute to learning at corporate, regional and country levels.

The Evaluation Office plans to conduct an ADR in Nepal during 2011. The results and recommendations of the ADR will feed into the new Nepal Country Programme Document (CPD) 2013-2017 which will be prepared by the UNDP country office in agreement with the national Government and the Regional Bureau for Asia and the Pacific (RBAP). The ADR report will be made available to the UNDP Executive Board in June 2012 where the draft CPD will be tabled for discussion.

UNDP in Nepal

Nepal has undergone a number of critical developments during the period under evaluation (2002-2011). A Comprehensive Peace Accord signed in 2006 between the Government and the Communist Party of Nepal-Maoist marked an important step towards ending the decade-long conflict. The work of UNDP in Nepal during this period has been guided by its two programme documents: the second Country Cooperation Framework for Nepal (CCF) (2002-2006, extended

to 2007) and the UNDP Country Programme for Nepal (2008-2010, extended in 2010 with two additional years to 2012). Both programmes were developed in consultation with national partners and guided by the priorities identified in United Nations Development Assistance Frameworks (UNDAFs). The second CCF was designed in response to the Government's development plans (the Ninth Plan 1997-2002 and the Tenth Plan 2002-2006, then in draft format), which adopted poverty reduction as the Government's primary objective. The current programme was particularly influenced by the Three Year Interim Plan of the Government (2007-2010).

According to the second CCF, UNDP aimed to contribute to the poverty reduction goals and the Millennium Development Goals by assisting the Government in developing and implementing pro-poor policies. Recognizing the importance of social mobilization and decentralization in accelerating change in Nepal, UNDP programmes were expected to incorporate these elements in their approaches to fight poverty. The UNDP programme had the following four broad areas and cross-cutting themes: i) *pro-poor policies and programmes* to assist the Government in designing, prioritizing, implementing and evaluating poverty-reduction policies and programmes. Examples of areas of support include: national Human Development Reports, poverty mapping and monitoring, and pro-poor policies and their implementation, ii) *democratic governance* to support greater transparency and accountability in local (particularly the operationalization of the Local Self-Governance Act) and central institutions. UNDP intended to continue its support to the capacity building of the National Human Rights Commission and relevant agencies to draft laws and treaties, iii) *environment*

and energy, focusing on support to the design and implementation of environment and natural resource policies, including the rural energy policy, and iv) o*vercoming gender gaps* to address significant gender gaps in governance, legal, economic and social interactions. UNDP intended to build capacities in the legislature and judiciary to eliminate discriminatory laws against women and reduce incidence of trafficking.

Crisis and disaster mitigation, HIV/AIDS, population and information and communication technology (ICT) were identified as cross-cutting issues to be addressed through the programme. In 2004, UNDP undertook a repositioning exercise to make the programme conflict-sensitive with a greater focus on community-led initiatives.

The CPD mentioned four results areas: i) *peacebuilding, recovery and reintegration*, under the joint strategic framework of the United Nations Mission in Nepal (UNMIN) and UN country team, supporting the government capacity to implement the Comprehensive Peace Accord and supporting the Constituent Assembly and the Election Commission; ii) *transitional governance,* supporting the decentralization efforts, improved service-delivery mechanisms through public-private partnership initiatives, access to justice systems and the National Human Rights Commission and promoting women's empowerment; iii) *inclusive growth and sustainable livelihoods,* promoting area-based approaches focusing on small infrastructures and technologies. This area also included strengthening of national capacity for coordination of the AIDS response; iv) *energy, environment and disaster management,* promoting the mainstreaming of the topic into national and local development planning. Throughout the programme, UNDP aimed to concentrate its efforts in the most remote, poor and/or conflict-affected areas of the mid and far-western development regions and the Terai.

Considering the fast-evolving situation in Nepal and with the aproval of the Government, the UN country team decided in 2009 to extend the UNDAF period by two years (2011-2012), making it a five-year strategic document. To ensure alignment with the UN system at the country level, UNDP's CPD was also extended to 2012.

2.   THE ADR SCOPE

The goal of the present ADR is to assess the contribution that UNDP has made to achieving the national development results as well as to the strategic positioning of UNDP during the 2002-2010 period, with special emphasis on more recent activities from 2004 onwards.[115]

The ADR will thus include two main components: i) assessment of development results by thematic area; and ii) assessment of UNDP strategic position. This reflects distinct levels of achievements of results; within each thematic area, as well as across thematic areas and through the promotion of high-level policy dialogue that is informed by human development principles and responds to national priorities. In assessing the two elements described above, the evaluation will follow the UNDP ADR guidelines and the ADR methodological manual developed by the Evaluation Office. The ADR will also consider selected managerial issues to the extent that they contribute to explaining results at the programme or strategic level. For UNDP objectives, the points of reference will be the expected outcomes as stated in the strategic documents (CCF and CPD).

The evaluation will consider both projects and non-project activities of the UNDP office. Typical non-project activities include: i) national stakeholder consultations, ii) advocacy, iii) partnership building, iv) knowledge sharing and management, and iv) inter-agency coordination within and outside the UN system on programming.

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[115] This is due to the availability of financial records, as well as results reporting in the UNDP corporate management system, Atlas.

3. EVALUATION CRITERIA

3.1 PROGRAMME PERFORMANCE ASSESSMENT AT THE THEMATIC LEVEL

The ADR will consider the main thematic components of the UNDP CCF and country programme. At the programme level, the analysis will address the following criteria: i) thematic relevance, ii) effectiveness, iii) efficiency, and iv) sustainability.

3.1.1 Thematic Relevance. The relevance of UNDP-specific activities and projects will be assessed according to existing development needs in the sector/theme under consideration. In particular, the following sub-criteria will be taken into account: (i) *relevance of the objectives*: the extent to which the objectives of the interventions/projects are responding to recognized needs and or filling gaps; (ii) *relevance of the approaches:* whether the design of the interventions, the resources allocated are realistic, integrate available knowledge and experience and adhere to recognized national or international standards.

3.1.2 Effectiveness. Assessing effectiveness means ascertaining the extent to which the intended results of UNDP interventions have been attained, whether unintended results (positive and negative, direct or indirect) have been generated and explain why this is the case. The effectiveness criterion relates to how UNDP, in delivering outputs in line with the CPD/CPAP, contributed to behavioural, programmatic or policy changes on the part of the Government and other direct counterparts. Due to the partnership-oriented nature of UNDP's work and the importance of contributions made by other partners towards shared goals, the ADR does not intend to focus on attribution of final development results to UNDP's interventions. Rather, the ADR assesses and identifies the contribution made by UNDP, which adds up to the contribution made by other partners. The sub-criteria of the effectiveness criterion include: degree of achievement of outcomes, outreach of outcomes (the breath of the outcomes in terms of number of people, sectors, associations that have been affected), beneficiaries of the outcomes (special attention paid to vulnerable groups), and the relevance of the outputs (to the outcomes).

3.1.3 Efficiency. Assessing efficiency entails examining the balance between the results achieved by the UNDP programme and the resources allocated to it. This includes: (i) *managerial efficiency*, e.g., respecting timelines, executing projects within the foreseen budgets, reducing transaction costs; (ii) *programmatic efficiency*: strategic concentration on a set of core activities that are expected to produce significant results.

3.1.4 Sustainability. Sustainability is the likelihood that results and benefits generated through a set of interventions will continue once UNDP support is reduced or phased out. The following sub-criteria will be considered: i) design for sustainability*: whether intervention design takes into account the possible risks (political, economic, technical and environmental factors) to sustainability of results; ii) capacity development and ownership developed to allow for a realistic UNDP plan for progressive disengagement; and iii) scaling up pilot and catalytic interventions: whether UNDP has built up on pilot experience so that knowledge and lessons learned can foster innovations, propagate good practices and drive policy and strategy changes.

3.2 STRATEGIC POSITION OF UNDP

At the strategic level, the ADR will consider the following criteria: i) strategic relevance and responsiveness, ii) making the most of UNDP's comparative strength, and iii) promotion of United Nations values from a human development perspective.

3.2.1 Strategic Relevance and Responsiveness. Relevance is assessed at a higher programme level rather than individual project or initiative level. The fundamental question is whether UNDP's programme has been addressing the development challenges of the country and supporting

the national development strategies and policies. In particular, the ADR will examine the relevance against the national development challenges and priorities in support of national strategies and policies, and relevance of UNDP's approaches, including topics such as balance between upstream and downstream initiatives and adequacy of resources mobilized, responsiveness to changes in needs and priorities and the balance between short-term responsiveness and long-term development objectives.

It will also assess whether UNDP has been responsive to the evolution over time of development challenges and the priorities in national strategies, or unexpected crises and emergencies, and whether there has been an adequate balance between responsiveness to short-term demands and long-term structural development needs.

3.2.2 Assessing How UNDP Has Exploited Comparative Strengths. While UNDP's programme may have been relevant or responsive in addressing development challenges or in promoting its corporate values, the question is posed in terms of bringing to bear specific strengths, skills and specialties of UNDP and of its partners. While there are globally accepted strengths of UNDP (i.e., a trusted and neutral partner and global network of knowledge), the ADR should assess and validate the organization's strengths in a given country context. While a comprehensive capacity assessment may not be possible, the ADR will need to assess if the country office has had the required capacity to effectively meet national demands, in terms of offering policy advice, engaging with senior levels of the Government or managing projects.

3.2.3 Promoting United Nations Values From a Human Development Perspective. This includes: i) supporting national policy dialogue on human development issues; ii) contribution to gender equality – whether UNDP's programme is designed to appropriately incorporate across thematic areas contribution to the attainment of gender equality; and iii) addressing equity issues – whether UNDP's programme is based on the

proper assessment of the plight and needs of vulnerable or disadvantaged segments of society (disadvantaged regions, ethnic/tribal minorities, disadvantaged groups). The ADR will also highlight the oversight functions performance by relevant headquarters units of UNDP in order to support UNDP's credibility and substantive role at the country level.

Evaluations, unlike audit exercises, do not aim at verifying compliance with organizational rules and procedures. Managerial aspects are thus not an evaluation criterion but rather one of the explanatory factors for performance. They will be considered to the extent they contribute to shedding light on programmatic and strategic aspects. Below are examples of managerial themes that the ADR may consider, inter alia: i) monitoring and evaluation: is the current M&E system providing timely and meaningful information to the office so that managerial and technical decisions can be taken to improve the programme's effectiveness?; ii) data organization and knowledge management: did UNDP set up a system that makes documentation and knowledge readily available to its staff and users?; and iii) communication: was UNDP pro-active in communicating its approaches, disseminating its findings and substantive experience?

4. SOURCES AND METHODOLOGICAL ISSUES

Data Sources

The ADR will draw conclusions based on triangulation of evidence from different methods and sources (secondary and primary). Secondary sources refer to the documents, studies, analyses prepared before the current ADR, including project and outcome evaluations carried out by the UNDP country office, as well as progress report of projects, and other documents produced by UNDP, implementing partners, or other organizations. They will also include national sector policy and strategic documents.

Secondary sources will be the object of a systematic desk review, producing preliminary learning hypotheses to be validated through primary data collection. Primary information and data will have to be collected *ex novo* by the current ADR through: (i) individual interview with key informants; (ii) focus groups on selected topics; and (iii) field observations (Table A1).

Strategic Level

It is expected that primary data will be collected through individual interviews and focus-group discussions. The stakeholders to be involved include UNDP, selected United Nations organizations, government institutions (particularly at the central level) bilateral and multilateral donors, and civil society. National sectoral specialists and scholars that are conversant with Nepal's history and country context would also be a valuable knowledge source.

Thematic Level – Project-related Information

Primary data will be gathered through individual, interviews, field visits and focus groups. Considering time and budget constraints, a sample of projects has been extracted by the Evaluation Office, after a thorough discussion with UNDP country office staff. Projects supported by UNDP in the 2002-2010 period have been sampled and are being subjected to an in-depth desk review of the available documentation, including existing evaluation studies. Selection of projects responded to the following criteria: (i) coverage of outcomes regarding UNDP programming documents (CCF, CPD); (ii) keeping a balance between projects that relate to upstream support to policy dialogue and projects that are implemented at the grassroots (community and village level); (iii) coverage of national execution and direct execution projects; (iv) representativeness of the main stakeholders

Table A1. Overview of Data and Information Collection Techniques		
Level	**Method of data collection**	**Sources**
Strategic level	Individual interviews Focus groups	UNDP, selected United Nations organizations, government institutions (particularly at central level), bilateral and multilateral donors, civil society and sectoral specialists conversant with Nepal's history and country context.
Programmatic level: *Project activities*	Desk review	*Projects from the current programme:* Sample of 12-15 projects (the list will be finalized during the scoping mission) will be selected for in-depth desk review. The sample should be representative of the main UNDP thematic areas and sub-areas in which the UNDP is involved.
	Individual interviews	Interviews in the capital will be conducted for the sampled projects with project-funding agencies, executing agencies and project users. The objective of the interviews is to follow up on the desk review, collect further information and elicit perceptions from stakeholders that have been engaged at different stages and with different roles in UNDP interventions.
	Field visits	A smaller sub-sample of projects will be selected for field visits to two regions in areas of high concentration of UNDP activities. Field activities represent a further step to validate preliminary analysis and add information and content to the triangulation processes.
Programmatic level: *Non-project activities*	Interviews	Primary data will be collected mainly through interviews. Many of the stakeholders to be interviewed may coincide with those involved at the programmatic and project level and will be interviewed only once.

of UNDP. The list of sampled projects is presented in Annex 3.

After a desk review of the available documents, the ADR consultants' team will conduct interview and focus-group discussions in Kathmandu. Thereafter, the team will undertake field visits of a smaller sub-sample of projects (tentatively four to five). Given the limited time available for field visits (about five to six working days), it is suggested that they be organized in areas of high concentration of UNDP field activities.

Non-project Activities

UNDP activities are not limited to projects. They also include other initiatives such as stakeholders' consultation, advocacy, networking, resource mobilization and coordination. Primary data is expected to be collected mainly through individual interviews and focus-group discussions.

Assessing UNDP Contribution

Several actors cooperate in UNDP projects and programmes, such as national public institutions, civil society, international organizations, as well as, of course, UNDP. Other exogenous factors may determine certain development results, for example, an economic downturn or a major natural event. How can UNDP's contribution be

identified? Realistically, in an ADR context, the following approaches may be considered:

i. Understanding the nature of UNDP interventions (what did it do exactly?) and documenting the type of the 'value added' by UNDP interventions (for example, technical skills and expertise, conceptual frameworks and methods that were not available before);

ii. Apply the 'before and after' criterion (which situation prevailed before the UNDP intervention and how has it changed?) and check through interviews and documental evidence whether alternative explanations can be invoked;

iii. When realistically feasible, the ADR team might also consider a 'without UNDP intervention' case that can be compared against a 'with UNDP intervention' one.

Assessing Long-Term Results Within a Short Time-Frame

UNDP outcomes are often expressed as long-term development objectives, while evaluators may come at an earlier stage when such objectives cannot (yet) be observed. This is shown in Figure A1 which epitomizes the chain of expected effects of many UNDP interventions. Projects (step 1) generate direct outputs often in the short term

Figure A1. Simplified Scheme of UNDP Results Chains

ANNEX 1. TERMS OF REFERENCE
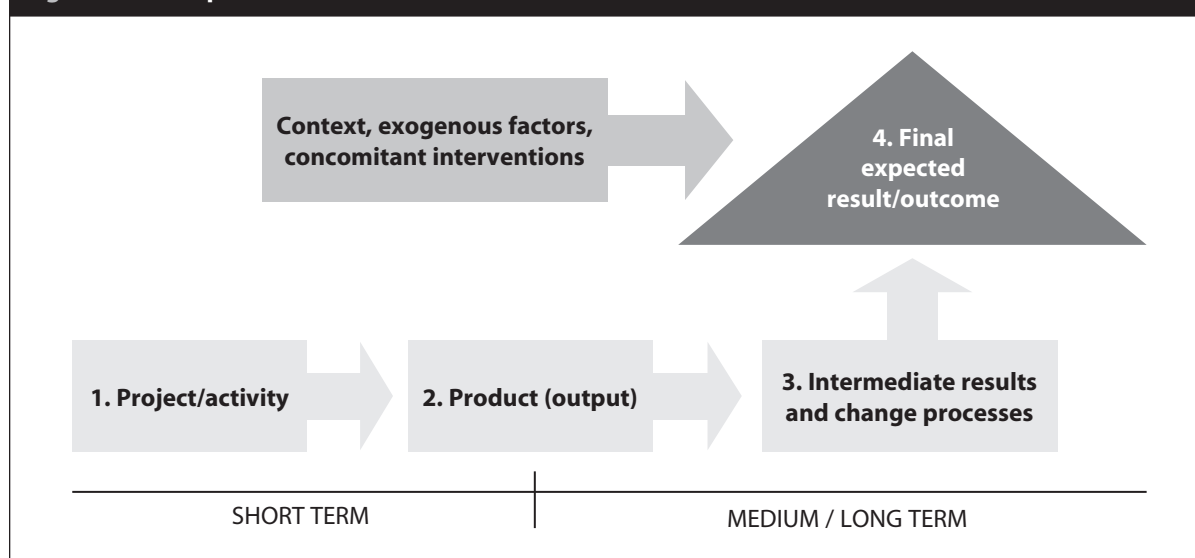
(step 2). Such outputs, in turn, foster intermediate results and change processes (step 3). Such intermediate results, in addition to other external factors, may lead to the achievement of the final results (step 4) in the medium term.

While, according to the strict definitions, assessing the development results would require assessing long-term results, in several instances, the ADR team may only be able to observe intermediate processes (step 3). If that is the case, the ADR team will explain in their analysis that certain longer-term development results require a longer gestation period. They will present the intermediate results that can already be observed (medium-term effectiveness), explain how the latter are connected to the long-term results and identify the factors that may contribute to or thwart the achievement of long-term results (this may in part be treated under sustainability).

5. ROLES AND RESPONSIBILITIES

5.1 ADR TEAM

The Evaluation Office policy on ADR evaluations requires **an independent evaluation team** to conduct the evaluation. Four independent consultants are proposed for this ADR and they will work closely under the guidance of the Evaluation Office task manager, who has overall responsibilities for the day-to-day management of the evaluation, serves as a liaison between the country office, RBAP and the Evaluation Office, and provides quality enhancement.

As a whole, the team is expected to cover the range of UNDP areas of intervention in Nepal. In particular, the team should meet the following basic criteria:

- Thematic knowledge in one of the following areas of UNDP's work: peacebuilding, transitional governance, energy and environment/ natural disaster prevention and sustainable development, livelihoods and MDG and cross cutting themes such as gender, social inclusion and equity. During the preparatory

mission, detailed thematic responsibilities for each member of the group will be determined and will be outlined in the inception report.

- An advanced university degree in social sciences or a related field relevant to the ADR, and to have previous evaluation experience in development programmes or projects and in working under time constraints and respecting deadlines.

- Minimum of 10 to 15 years of experience in programme management, review and evaluations, preferably at the programme and thematic levels. Experience in conducing programme-level evaluations is plus.

- Be willing and able to conduct field visits as required.

The team leader will be an experienced international development evaluation specialist, with a minimum of 15 years of relevant experience. S/he should have team leadership experience in a complex programme-level evaluation, preferably in an ADR or an equivalent, and substantive knowledge of one or more of the programmatic areas of UNDP work in the country. Experience in working in public sectors in transitional settings would be an asset. Demonstrated capacity for strategic thinking and policy advice is essential. Preference will be given to candidates with familiarity with UNDP or UN operations. The team leader must be committed to respecting deadlines for product delivery and key milestones. Based on consultations with UNDP country office, RBAP and national partners, the team leader will be non-Nepali. The proposed total number of working days for this role is 70.

Team members should be nationals of Nepal with a good understanding of Nepal's recent history and social, political and economic contexts. One of the team members will be a senior team member with extensive experience, preferably minimum of 15 years, in development programming and evaluation and have a good understanding of the government system and

workings in Nepal. The proposed total number of working days for the senior team member is 45 and for the team members is 40 days.

The key tasks and required qualifications of team members are summarized below:

Team leader

- Leads the scoping mission with other team members and conducts an entry working session with them to ensure that the ADR approach and methodology are clearly understood among the team.

- Finalizes the ADR Nepal methodology in the inception report, based on the current ToR, the ADR Guidelines and Methodological Manual, including the selection of projects for in-depth analysis and field visits, and the evaluation matrix and interview protocols.

- Oversees the main mission preparation, programme itinerary, in consultation with the Evaluation Office task manager.

- Leads the main mission, taking the responsibility for selected thematic areas and strategic aspects of the evaluation.

- Prepares and presents, together with the other evaluation team members, preliminary findings to the UNDP country office and national counterparts (if exists, national reference group).

- Drafts the main evaluation report in collaboration with and with inputs from the other team members.

- Discusses and revises the draft evaluation report in consultation with the Evaluation Office task manager before presentation to the reviewers and revises the report according to the reviewers' comments.

- Revises the report taking into account comments from the UNDP country office, RBAP, and relevant national counterparts (if exists, national reference group).

- Finalizes the report and prepares a two-page evaluation brief.

- Participates in the final stakeholder workshop to present findings, conclusions and emerging recommendations and make necessary revisions to the final report.

- Provides the Evaluation Office task manager with necessary assistance and clarification during the publication process of the report.

Senior team specialist

- Cooperates with the team leader in finalizing the methodology and preparing the main mission.

- Is responsible for data collection efforts in his or her respective thematic areas of responsibilities before, during and after the main mission, as stipulated in the inception report.

- Facilitates arrangements for meetings and interviews through liaising with the country office.

- Supports data collection and write up or Chapter 2 of the report on national context and provide the team leader with appropriate advice on national context.

- Participates in the main mission and takes responsibilities of key programme areas.

- Contributes to the presentation of preliminary results to the country office and national counterparts.

- Writes a working paper to be used for the preparation of the main report.

- Comments on the draft report and helps the team leader revise the same taking into account the comments received from key partners.

- Participates in the final stakeholder workshop to present findings, conclusions and emerging recommendations and make necessary revisions to the final report.

Team Specialists 1 and 2

- Conducts a preliminary analysis of the projects and activities sampled by the Evaluation.

- Responsible for data collection efforts in his or her respective thematic areas of responsibilities before, during and after the main mission, as stipulated in the inception report.

- Establishes contacts with the country office in order to facilitate the mission's preparation with particular attention to finalizing the stakeholders' mapping.

- Cooperates with the team leader in finalizing the methodology and preparing the main mission.

- Participates in the main mission and takes responsibilities of key programme areas.

- Contributes to the presentation of preliminary results to the country office and government officials.

- Writes a working paper to be used for the preparation of the main report.

- Comments on the draft report and helps the team leader revise the same taking into account the comments received from key partners.

- Participates in the final stakeholder workshop to present findings, conclusions and emerging recommendations and make necessary revisions to the final report.

5.2 UNDP COUNTRY OFFICE AND THE RBAP

The ADR will require the full collaboration of the UNDP country office. In particular, support in the following form will be very important and highly appreciated:

- Appointment of a focal point at the senior level in the country office team for major communication exchanges at key evaluation steps. Appointment of a focal point in the country office for logistics, documentation collection, organization of meetings, field trips and practical arrangements throughout the evaluation process;

- Transportation support during the main mission, within the capital and outside and office space for the ADR team in the UNDP premises, including access to the Internet and to a printer (all costs associated with the items above will be covered by the Evaluation Office);

- During the entire evaluation process and particularly during the main mission, the country office will cooperate with the ADR team and respect its independence and need to freely access data, information and people that are relevant to the exercise. The ADR team will act in a transparent manner; will interact regularly with the UNDP country office and national Government counterparts at critical junctures;

- Timely dispatch of written comments on the draft evaluation report. Cooperation in distributing the revised draft report to the Government and facilitation in order to transmit the Government's comments to the Evaluation Office in a timely manner;

- Support local dissemination of final ADR reports;

- Together with national counterparts and the RBAP, prepare a management response to evaluation.

5.3 NATIONAL OWNERSHIP OF THE ADR

As stipulated in the UNDP evaluation policy and its guiding principles, evaluations in UNDP are conducted in a way that national partners and stakeholders are fully consulted and take ownership of the evaluation process and results. While it is important to safeguard the independence of this exercise, as mandated to the Evaluation Office, this approach will ensure relevance of the

findings and effective use of evaluation not only by UNDP country office, but also by relevant national partners and the wider development community. In the spirit of promoting national ownership of evaluation, the Evaluation Office has been conducting its country-level programme evaluations in close collaboration and under leadership of key national authorities and partners.

During the preparatory mission conducted by the Evaluation Office task manager in February 2010, it was decided that there would be a national reference group, comprised of key government line ministries, development partners and civil society representatives. A draft ToR has been prepared for further discussion. Some of the proposed roles and responsibilities of the reference group include comment on the present draft ToRs of the ADR and propose an external independent reviewer who will not be a member of the ADR team: his or her role will be to contribute to quality assurance of the ADR report. The reviewer would be a reputable development specialist without previous involvement in the UNDP programme and proposed by the reference group. Comment on the draft report will be provided by the reference group, by coordinating input from relevant national agencies, which will lead the organization of and participate in the stakeholders' workshop at the end of the main mission.

The membership and the ToR of the national reference group will be finalized during the scoping mission.

6. EVALUATION PRODUCTS AND COMMUNICATION OF THE RESULTS

The following products will be developed during the course of the evaluation: i) inception report, ii) main evaluation report, and iii) a two-page evaluation brief. There will also be presentations at the end-of-mission briefing meeting, as well as the final stakeholder workshop. While the team leader is responsible for pulling all the inputs from the team members together in developing and finalizing these products, these products are collective responsibility of the entire team. The team members are expected to provide the team leader with necessary inputs and support to ensure that these products are delivered in a timely manner with higher quality. Specific roles and responsibilities and inputs of each team member will be detailed in the inception report.

Payments of the consultancy fees will be tied to the delivery of these products, as follows (percentage of total fees of each contract):

1. Inception report approved and accepted by the Evaluation Office – 20%

2. Draft evaluation report approved by the Evaluation Office for submission to the country office (after incorporating comments from EO and internal and external reviewers) – 40%

3. Revised draft evaluation report approved by the Evaluation Office for submission to the government – 30%

4. Completion of the report ready for printing and final stakeholder workshop – 10%

After the report has been finalized, the UNDP country office and the RBAP will prepare a management response explaining how the main recommendations will be followed up. The main report and the management response will be made available to the public through the UNDP public website (<www.undp.org/evaluation>) and the online repository of evaluation reports, the Evaluation Resource Centre (<erc.undp.org>) where progress made on the implementation of the management actions will be monitored.

7. TIME-FRAME

(to be updated during the scoping mission)

The results of the ADR are expected to inform the new CPD for Nepal and it would be desirable that the printed final ADR reports to be made available to the Executive Board by March 2012. The tentative time-frame for the evaluation process is as follows:

Activity	Dates
Desk review and analysis of documentation	February 2011 (ongoing)
Preparatory mission by the Evaluation Office task manager	6-13 February 2011
Scoping mission by the ADR team	Mid-April 2011
Final detailed ToR for ADR	April 2011
Main mission to Nepal (4-5 weeks)	Mid-May to mid-June 2011
Briefing at the end of main mission	Mid-June 2011
ADR team submits first draft to the UNDP Evaluation Office	Mid-July 2011
Revised draft submitted to external independent reviewer(s) for quality enhancement	Mid-August 2011
Feedback from independent reviewer(s)	End August 2011
Draft report submitted to UNDP country office for comments	September 2011
Comments from UNDP country office	End September 2011
Revised report submitted to Government (reference group) for comments	Mid-October 2011
Comments from Government (reference group)	November 2011
Stakeholder workshop	December 2011
Report finalized	February 2012

EVALUATION MATRIX

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
A. Assessment by Thematic Area				
A.1 RELEVANCE				
A.1a Relevance of the objectives	• Are UNDP activities aligned with national strategies of Nepal (Tenth Plan (2002-07 and Interim Plan (2007-10)? • Are they consistent with human development needs and the specific development challenges in Nepal? • How has UNDP maintained relevance of objectives in the face of changing national strategies and priorities?	• How does the project align with national strategies (in specific thematic area)? • How does the project address the human development needs of intended beneficiaries (poor, women, disad-vantaged groups)?	• UNDP programme/ project documents • UNDP programmes/ projects annual work plans • Programmes/projects/ thematic areas evalua-tion reports • Nepal Government's national planning documents • Human Development Reports of Nepal • MDG progress reports of Nepal • Government partners' progress reports • Interviews with benefi-ciaries	• Desk reviews of sec-ondary data • Interviews with gov-ernment partners • Interviews with NGO partners/service providers • Interviews with fund-ing agencies and other members of UNCT in Nepal • Interviews with civil society in the con-cerned sector • Interviews with politi-cal parties' leaders • Interviews with related parliamentary committees, related constitutional bodies such as human rights, women rights, etc. • Field visits to selected projects
A.1b Relevance of the approaches	• Are UNDP approaches, resources, models, con-ceptual framework rele-vant to achieve planned outcomes? Do they fol-low good practices? • Are they sufficiently sensitive to the conflict-post-conflict environ-ment in Nepal? • To what extent has UNDP adopted par-ticipatory approaches in planning and delivery of programmes and what has been feasible in the Nepal context?	• What analysis was done in designing the project (Nepal Common Country Assessment 1999 and 2007)? • To what extent have indigenous peoples, Dalits, women, con-flict-displaced peoples, and other stakeholders been involved in project design? • Are the resources allocated sufficient to achieve the objectives of the project?	• UNDP staff • Development partners (UNICEF, WFP, IFAD, UNV, UN Women, Norwegian Embassy, CIDA, Danish Embassy, Finish Embassy, DFID, GIZ, etc.) • Government partners involved in specific results/thematic areas • Concerned civil society partners • Concerned association and federations	• Interviews with UNDP staff, development partners, government partners, civil society partners, associations (e.g., ADDN) and fed-erations (NGO federa-tions, FNCCI)

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
A. Assessment by Thematic Area				
A.2 EFFECTIVENESS				
A.2a Progress towards achievement of outcomes	• Did the project or programme implementation contribute towards the stated outcome? Did it at least set dynamic changes and processes that move towards the long-term outcomes? • How does UNDP measure its progress towards expected results/outcomes in a context of flux?	• What outcomes does the project intend to achieve? • What outputs has the project achieved? • What percentage of the project objectives has been achieved? • What changes can be observed as a result of these outputs? • In addition to UNDP interventions, what other factors may have affected the results? • What were the unintended results (+ or -) of UNDP interventions?	• Project/ programme/ thematic area evaluation reports • Progress reports on projects • UNDP staff • Development partners • Government partners • Beneficiaries	• Desk reviews of secondary data • Interviews with government partners, development partners, UNDP staff, civil society partners, associations (e.g., ADDN) and federations (NGO federations, FNCCI) • Field visits to selected projects
A.2b Outreach	• How broad are the outcomes (e.g., local community, district, regional, national)? • Are UNDP's efforts concentrated in regions/districts of greatest need?	• Are the results of the project intended to reach local community, district, regional or national level?	• Evaluation reports • Progress reports on projects	• Desk reviews of secondary data
A.2c Poverty depth/ equity	• Who are the main beneficiaries? • To what extent do the poor, indigenous groups, women, Dalits, and other disadvantaged and marginalized groups benefit?	• Who are the target beneficiaries and to what extent have they been reached by the project? • How have the particular needs of disadvantaged groups been taken into account in the design and implementation, benefit sharing, monitoring and evaluation of the project/ programme? • How far has social inclusion been taken into account in the project/ programme? • How far has the regional context (least developed region) been taken into consideration while selecting the project/ programme?	• Programme documents • Annual work plans • Evaluation reports • MDG progress reports • Human Development Reports	• Desk reviews of secondary data

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
A. Assessment by Thematic Area				
A.3 EFFICIENCY				
A.3a Managerial efficiency	• Has the project or programme been implemented within deadline and cost estimates? • Have UNDP and its partners taken prompt actions to solve implementation issues? • What impact has the political instability in Nepal had on delivery timelines?	• Have there been time extensions on the project? What were the circumstances giving rise to need for time extension? • Has there been over-expenditure or under-expenditure on the project? • What mechanisms does UNDP have in place to monitor implementation? Are these effective?	• Programme documents • Annual work plans • Evaluation reports • ATLAS reports • Government partners • Development partners • UNDP staff (Programme Implementation Support Unit)	• Desk reviews of secondary data • Interviews with government partners and development partners
A.3b Program- matic efficiency	• Were UNDP resources focused on the set of activities that were expected to produce significant results? • Was there any identi- fied synergy between UNDP interventions that contributed to reducing costs while supporting results? • How has the exis- tence of the Project Implementation Support Unit assisted the efficiency of pro- gramme delivery?	• Are resources concentrated on the most important interventions or are they scattered/ spread thinly across interventions?	• Programme documents • Annual work plans • Evaluation reports • ATLAS reports • Government partners • Development partners • UNDP staff (Programme Implementation Support Unit)	• Desk reviews of secondary data • Interviews with government partners and development partners

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
A. Assessment by Thematic Area				
A.4 SUSTAINABILITY				
A.4a Design for sustain-ability	• Were interventions designed to have sustainable results given the identifiable risks? • Did they include an exit strategy? • How does UNDP propose to exit from projects that have run for several years?	• Does/did the project have an exit strategy? • To what extent does the exit strategy take into account the following: • Political factors (support from national authorities) • Financial factors (available budgets) • Technical factors (skills and expertise needed) • Environmental factors (environmental appraisal)	• Programme documents • Annual work plans • Evaluation reports	• Desk reviews of secondary data
A.4b Issues at implemen-tation and corrective measures	• What issues emerged during implementa-tion as a threat to sustainability? • What were the corrective measures that were adopted? • How has UNDP addressed the challenge of building national capacity in the face of high turnover of government officials?	• What unanticipated sustainability threats emerged during implementation? • What corrective measures did UNDP take?	• Evaluation reports • Progress reports • UNDP programme staff	• Desk reviews of secondary data • Interviews with UNDP programme staff
A.4c Scaling up of pilot initiatives and catalytic inter-ventions	• How has UNDP approached the scaling up of successful pilot initiatives and catalytic projects? Has the Government taken on these initiatives? Have donors stepped in to scale up initiatives?	• What actions have been taken to scale up the project if it is a pilot initiative?	• Evaluation reports • Progress reports • UNDP programme staff	• Desk reviews of secondary data • Interviews with UNDP programme staff

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
PART B: UNDP STRATEGIC POSITION				
B.1 STRATEGIC RELEVANCE AND RESPONSIVENESS				
B.1a Relevance against the national development challenges and priorities	• Did the UN system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities? • Is the balance appropriate for the conflict and post-conflict context of Nepal? Are project and programme designs sensitive to the fast-changing context of Nepal?	• How did UNDP address national strategies in this thematic area? Which national strategies does the programme address? • Are there other important areas that UNDP is addressing that are not official strategies? How is UNDP addressing these? • How did UNDP remain relevant in the Nepal context during and after the armed conflict?	• Periodic development plans of the Government and UNDP • Peace and development strategy of the Government of Nepal • Strategic documents of UNDP • Government partners • Development partners • Programme documents • UNDP staff	• Interviews with UNDP staff, government partners, development partners • Desk review of secondary data
B.1b Relevance of UNDP approaches	• Is there a balance between upstream and downstream initiatives? Balance between capital and regional/local interventions? Quality of designs, conceptual models?	• Is there balance between upstream and downstream initiatives? • Is there balance between capital, regional and local interventions? • What is an appropriate balance in the post-conflict era? • Are models suited for the post-armed conflict environment?	• Programme portfolio • Project documents and documents outlining how projects or programmes are conceptualized and designed • Programme unit staff	• Desk review of secondary data • Interviews with programme unit staff
B.1c Responsiveness responsiveness to changes in context	• Was UNDP responsive to the evolution over time of development challenges and the priorities in national strategies or shifts due to armed conflict and political uncertainty? • Did UNDP have adequate mechanisms to respond to significant changes in the country situation, in particular in crises and emergencies?	• How has UNDP responded to the major changes in Nepal, for example: – the political transition – the impact of the global recession – changes in donor environment (new entrants) Provide examples – How agile is UNDP in responding to crises and emergencies? Provide an example.	• UNDP staff (including management) • Other UN agencies • UNRCHC office • Government partners • Development partners	• Interviews with these informants • Focus group discussion on the topic 'peace and conflict and UNDP's response'
B.1d Balance between short-term responsiveness and long-term development objectives	• How has UNDP balanced the need for urgent intervention and support with the longer term systemic change needed in Nepal? • How does UNDP contribute to national capacity development and systemic change in a fluid environment?	• How does UNDP mediate tension between short-term demands and long-term goals? Provide an example. What was the result?	• UNDP staff (including management)	• Interviews with these informants

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
PART B: UNDP STRATEGIC POSITION				
B.2 USING COMPARATIVE STRENGTHS				
B.2a Corporate and comparative strengths	• Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths? (and what are UNDP's perceived comparative strengths in Nepal?) Expertise, networks and contacts? • How well has the country office documented its lessons learned and shared these with others in UNDP, the UN system, the Government and other partners in Nepal?	• Provide example(s) of UNDP using its networks and expertise	• UNDP staff (including management)	• Interviews with UNDP staff
B.2b Coordination and role-sharing within the UN system	• Actual programmatic coordination with other UN agencies in the framework of the UNDAF, avoiding duplications?	• Is there joint programming with other UN agencies on this programme/outcome? • How does UNDP deal with actual or potential overlaps with other agencies? • Do the Government (and implementing partners), development partners, and other stakeholders experience a coherent UN system in Nepal?	• UNDP staff (including management) • Other UN agencies and funds in country • RCHC office • Government partners • Development partners	• Group discussion for UN system members • Interviews with government partners and development partners
B.2c Assisting the Government to use external partnerships and South-South cooperation	• Did UNDP use its network to bring about opportunities for South-South exchanges and cooperation in critical areas, for example, peacebuilding, constitutional development, electoral reform?	• Provide example(s) where UNDP has assisted the Government to participate in South-South exchanges, using UNDP's own networks and experiences in other countries. What has been the result?	• UNDP staff • Government partners	• Interviews with UNDP staff • Interviews with Government partners

Criteria/ Subcriteria	Main questions to be addressed by ADR	What to look for	Data sources	Data collection methods
PART B: UNDP STRATEGIC POSITION				
B.3 PROMOTION OF UN VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE				
B.3a Supporting policy dialogue on human development issues	• Is the UN system and UNDP in particular effectively supporting the Government, in particular, the National Planning Commission, in monitoring achievement of MDGs?	• What assistance has UNDP provided to support the Government in promoting human development approach and monitoring MDGs? Comment on how effective this support has been.	• Programme documents • Evaluation reports • HDR reports • MDG reports • National Planning Commission • Ministry of Finance	• Desk review of secondary data • Interviews with government partners
B.3b Contribution to gender equality	• To what extent is the UNDP programme designed to appropriately incorporate in each outcome area contributions to attainment of gender equality? • To what extent has UNDP supported positive changes in terms of gender equality and were there any unintended effects?	• Provide example(s) of how the programme contributes to gender equality. • Can results of pro-gramme be disaggre-gated by gender?	• Programme documents • Evaluation reports • UNDP staff • Government partners • Beneficiaries	• Desk review of secondary data • Interviews with UNDP staff and government partners • Observations from field visits
B.3c Addressing equity issues (social inclu-sion)	• Did UNDP programme take into account the plight and needs of vulnerable and disadvantaged to promote social equity, for example, women, Dalits, youth, disabled persons? How has UNDP programmed social inclusion into its pro-grammes and projects?	• Provide example(s) of how the programme takes into account the needs of vulnerable and disadvantaged groups, for example, women, Dalits, youth, disabled persons. • How has UNDP programmed social inclusion into its programmes and projects?	• Programme documents • Evaluation reports • UNDP staff • Government partners • Beneficiaries	• Desk review of secondary data • Interviews with UNDP staff and government partners • Observations from field visits

Annex 3

PROJECTS SELECTED FOR IN-DEPTH REVIEW AND FIELD VISITS

	Peacebuilding, Recovery and Reintegration	
1	Assistance to Peace Process in Nepal	in-depth review
2	UN Inter-Agency Rehabilitation Programme (UNDP contribution)	in-depth review
3	Support to Participative Constitution Building	in-depth review
4	Support for Electoral Commission	in-depth review
5	Conflict Prevention Programme	in-depth review
	Transitional Governance	
6	Decentralized Local Governance Support Programme	in-depth review
7	Local Governance and Community Development Programme	in-depth review and field visits
8	Access to Justice Programme	in-depth review and field visits
9	Support to the National Human Rights Commission	in-depth review
10	Capacity Development for Aid Coordination and Management	in-depth review
11	Support to the National Planning Commission	in-depth review
12	Public-Private Partnerships for Urban Environment	in-depth review
	Inclusive Growth and Sustainable Livelihoods	
13	Livelihood Recovery for Peace Project	in-depth review and field visits
14	Micro Enterprises Development Programmes I, II, III	in-depth review and field visits
15	Enhancing Access to Financial Services	in-depth review and field visits
16	Support to National Programme on HIV/AIDS	in-depth review
17	Scaling up Access to HIV Prevention, Treatment and Care	in-depth review
	Energy and Environment, and Disaster Management	
18	Conservation and Sustainable Use of Wetlands	in-depth review and field visits
19	Western Terai Landscape Complex Project	in-depth review and field visits
20	Rural Energy Development Programme (II & III)	in-depth review
21	National Adaptation Programme of Action	in-depth review
22	Koshi Early Recovery Project	in-depth review

Annex 4
PEOPLE CONSULTED

GOVERNMENT OF NEPAL AND RELATED BODIES

Acharya, Keshav, Senior Advisor, Ministry of Finance

Acharya, Krishna, Director-General, Department of National Parks and Wildlife Reserve

Acharya, Nilamber, Chairperson, Constitutional Committee, Constituent Assembly

Adhikari, Bishwa, Deputy Superintendent of Police, Human Rights Unit, Nepal Police

Adhikari, Janak Raj, Director, Micro-Finance Division, Nepal Rastra Bank

Bajracharya, Kiran, Deputy Superintendent of Police, Women and Children's Service Directorate, Nepal Police

Barjracharya, Siddhartha, Executive Officer, National Trust for Nature Conservation

Basnet, Laxmi Kumari, Joint Secretary, Ministry of Peace and Reconstruction

Bhattarai, Manohar Prasad, Secretary-General, Constituent Assembly

Bhattarai, Rajan, Project Coordinator, National Centre for AIDS and STD Control

Bhusal, Yuba Raj, Member Secretary, National Planning Commission

Chand, Kamalesh, District Facilitator, District Development Committee, Kailali

Chaulagain, Dr. Narayan Prasad, Executive Director, Alternative Energy Promotion Centre

Dangi, Resham B., Deputy Director-General, Department of Forest, Community Forest Division

Das, Dr. Annapurna Nand, Planning Chief, Ministry of Forest and Soil Conservation

Devkota, Khim Lal, Constituent Assembly Member

Dhakal, Lekha Mani, Social Mobilization Coordinator, LGCDP CCU, Biratnagar

Ghimire, Lal Shankar, Joint Secretary, Foreign Aid Coordination Division, Ministry of Finance

Ghimire, Purushotattam, Joint Secretary, Ministry of Environment

Gyawali, Krishna, Secretary, Ministry of Environment

Joshi, Salina, Gender Specialist, Nepal Election Commission

Joshi, Shiv Raj, Assistant District Facilitator, District Development Committee, Kailali

Kaphle, Gopal Prasad, Deputy Governor, Nepal Rastra Bank

Karki, Bhuban, Under Secretary, Ministry of Finance

Khanal, Bishal, Secretary, National Human Rights Commission of Nepal

Kharel, Dr. Ramesh Kumar, Director, National Centre for AIDS and STD Control

Kharel, Sameer, Inspector, Training Directorate, Nepal Police

Koirala, Jagannath, Joint Secretary (Tech), Western Terai Landscape Project

Koirala, Shanker, Joint Secretary, Ministry of Home Affairs

Lamsal, Subash, Assistant District Facilitator, District Development Committee, Sunsari

Magar, Kuber Singh Rana, Deputy Inspector General, Nepal Police

Magar, Ram Bahadur Rana, Chief Industry Officer, Cottage and Small Industry Development Board, Surkhet

Manandhar, Mangal Siddhi, Constituent Assembly Member

Mehta, Arun Kumar, District Development Committee, Sunsari

Mehta, Umeshwar, District Facilitator, District Development Committee, Sunsari

Pandey, Binda, Constituent Assembly Member

Pandey, Meena, Constituent Assembly Member

Pandey, Reshmi Raj, Joint Secretary, Ministry of Local Development

Pant, Brihaspati Raj, Joint Secretary, Ministry of Peace and Reconstruction

Panthi, Deepak, Social Mobilization Coordinator, Local Governance and Community Development Programme, Kailali

Paudel, Kedar, Joint Secretary, International Law and Treaties Division, Ministry of Law and Justice

Paudyal, Begendra Raj Sharma, Joint Secretary, Ministry of Industry

Rai, Usha Kala, Constituent Assembly Member

Rajbhandari, Sujit Man, Monitoring and Reporting Officer, Local Governance and Community Development Programme, Kailali

Ram, Ashok Kumar, Conservation Officer, Koshi Tappu Wildlife Reserve, Sunsari

Rana, Kuber Singh, Deputy Inspector-General, Human Resource Development, Nepal Police

Rawal, Hemanta, Deputy Registrar, Supreme Court, Kathmandu

Regmi, Hira Lal, Local Development Officer, District Development Committee, Surkhet

Roy, Binesh, Monitoring Officer, Local Governance and Community Development Programme Cluster Coordination Unit, Biratnagar

Sapkota, Krishna Prasad, Constituent Assembly Member

Shah, Lohit Chandra, Joint Registrar, Supreme Court, Nepal

Shah, Surendra Bahadur, Deputy Inspector-General, Nepal Police

Sharma, Bimala Thapa, Deputy Inspector-General, Women and Children's Service Directorate, Nepal Police

Sherpa, Lucky, Constituent Assembly Member

Shrestha, Gopal Kumar, Director-General, Department of Forest

Shrestha, Prachanda Man, Chief Executive Officer, Nepal Tourism Board

Shrestha, Raghu, Monitoring and Evaluation Specialist, Local Governance and Community Development Programme, Ministry of Local Development

Shrestha, S.P., Social Mobilization Specialist, Local Governance and Community Development Programme, Ministry of Local Development

Sigdel, C.P., Cluster Coordinator, Local Governance and Community Development Programme, Kailali

Sigdel, Harihar, Deputy Director-General, National Forest Division, Department of Forest

Sudha, Sharma, Secretary, Ministry of Health and Population

Thapa, Narayan Bahadur, Under Secretary, Ministry of Local Development

Thapa, Nirmala, Gender Equality and Social Inclusion Specialist, Local Governance and Community Development Programme

Thapaliya, Dinesh Kumar, Joint Secretary, Ministry of Local Development

Timalsina, Ram Krishna, Registrar, Supreme Court, Kathmandu

Uprety, Neel Kantha, Acting Chief Election Commissioner, Nepal

Wasti, Rabindra, Planning Officer, District Development Committee, Sunsari

UNDP NEPAL

Adhikari, Bishnu, Social Mobilizer, Conservation and Sustainable Use of Wetland Nepal (CSUWN), Ghodghodi Lake, Kailali District

Adhikari, Krishna Raj, Finance Analyst, Finance Division

Adhikari, Nama Raj, Field Office Coordinator, Nepalgunj

Ahmad, Naeem, Human Resource Specialist, Human Resources Division

Amatya, Ambika, Procurement Associate, Project Implementation Support Unit

Bajracharya, Bijaya, Programme and Policy Development Specialist, Micro-Enterprise Development Programme (MEDEP)

Beynon, Huw, Programme Officer, Peacebuilding and Recovery Unit

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Mahara, Bharati, Member, Banchauri Youth Club

Nadaf, Ishuf, Member, School Management Committee

Paswan, Bindeswar, Resident

Sah, Nagendra, Joint Secretary, Banchauri Youth Club

Sah, Raj Kishor, Treasurer, Banchauri Youth Club

Sah, Ranjit, Chairperson, Banchauri Youth Club

Sah, Ritu Raj, Vice Chairperson, Banchauri Youth Club

Sahani, Prem Kumar, Resident

Shah, Devendra, Resident

Shah, Nagendra, Resident

Shah, Shambu K., Resident

Shah, Suresh Kumar, Resident

Singh, Sanjeeb, Secretary, Banchauri Youth Club

Tiwari, Chandan Kumar, Resident

Tiwari, Juge, Member, School Management
    Committee

Yadav, Bilat, Resident

Yadav, Biswanath, Resident

Yadav, Fecan, Resident

Yadav, Ganga Prasad, Teacher

Yadav, Sachindra Kumar, Resident

Yard, Chandeswar, Resident

SAWARTI LIVELIHOOD GROUP, MAHADAIYA TAPANPUR – 6, MAHOTTARI DISTRICT

Karna, Punam Kumari, Member

Pandit, Anita, Member

Paswan, Anita, Member

Paswan, Bachiya, Member

Paswan, Chandrakala, Member

Paswan, Dukhani, Member

Paswan, Girija, Member

Paswan, Koshalya, Member

Paswan, Lalpari, Secretary

Paswan, Mandukiya, Member

Paswan, Marani, Member

Paswan, Pramila, Member

Paswan, Rajo, Member

Paswan, Samundri, Member

Paswan, Shallow, Treasurer

Paswan, Shanti, Member

Paswan, Shivo, Member

Paswan, Shova, Member

Paswan, Sikilya, Member

Paswan, Sita, Member

Paswan, Sudama, Member

Paswan, Sunaina, Member

Paswan, Tulphi, Member

Pawan, Parwati, Member

Pawan, Piyariya, Member

Pawan, Sojita, Member

Sah, Fulo, Member

Sah, Gangia, Member

POULTRY FARMING GROUP, PATHARI – 9, SAPTARI DISTRICT

Mukhiya, Durgi, Member

Mukhiya, Jatri Devi, Member

Mukhiya, Khajavati, Member

Mukhiya, Mohini Devi, Member

Mukhiya, Phulmati, Member

Mukhiya, Ramani Devi, Chairperson

Mukhiya, Sabitri Devi, Member

Mukhiya, Samitra, Member

Mukhiya, Tara Devi, Member

Mukhiya, Thakani Devi, Member

PATER PROCESSING AND MARKETING GROUP, PASCHIM KUSAHA – 4, SUNSARI DISTRICT

Sadar, Anita Devi, Secretary

Sadar, Bachheni, Member

Sadar, Bhalsaid, Member

Sadar, Danno, Member

Sadar, Dudhari, Member

Sadar, Rabiya, Member

Sadar, Rundi, Chairperson

Sadar, Sanja, Member

Sadar, Sarita, Member

Sadar, Somani, Member

Sadar, Ugra Narayan, Member

JANAJAGARAN BZ CF, MADHUWAN-7, SUNSARI DISTRICT

Bastola, Davi Maya, Member

Chaulagain, Devi Prasad, Chairperson

Chaulagain, Hima Devi, Member

Dhamal, Ambika, Member

Dhamal, Tara Devi, Member

Dhungana, Sita, Member

Lamsal, Devi, Member

Majhi, Dilli Ram, Member

Majhi, Jalendra, Member

Majhi, Kaushalya, Member

Parajuli, Iswara, Member

VEGETABLE CULTIVATION MANAGEMENT COMMITTEE, LAUKHI – 3, SUNSARI DISTRICT

Urau, Budhan, Member

Urau, Chandra Dev, Member

Urau, Dhiren, Member

Urau, Jhari Lal, Member

Urau, Promod, Member

Urau, Puspa Lal, Member

Urau, Rabi Lal, Member

Urau, Rajiv Kumar, Chairperson

Urau, Ram Ratti, Member

Urau, Ramesh, Member

Urau, Sardev, Member

Urau, Shiva Lal, Member

Urau, Sudi Lal, Member

Urau, Sulesh Dev, Member

JHALLA SRIJANSIL GROUP, DUHABI – 3, SUNSARI DISTRICT

Chaudhary, Chanda, Member

Chaudhary, Jay Shree, Member

Chaudhary, Jhalo Devi, Member

Chaudhary, Kalki, Member

Chaudhary, Poonam, Member

Chaudhary, Radha Devi, Member

Chaudhary, Ranjita, Member

Chaudhary, Rekha, Member

Chaudhary, Sabitri, Member

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Ansari, Abdul Sattar, Member

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Mohamad Mustafa, Member

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LGCDP WARD CITIZEN FORUM, BHUTAHA WARD NO.3

Ansari, Ismael, Member

Khatoon, Amna, Member

Khatoon, Hatisa, Member

Khatun, Bechani Devi, Member

Ram, Asha Devi, Member

Ram, Bano Devi, Member

Ram, Bholi Devi, Member

Ram, Dulari Devi, Member

Ram, Neelam Devi, Member

Ram, Pabarti Devi, Member

Ram, Sita Devi, Member

Ram, Tiliya Devi, Member

WARD CITIZEN FORUM, MALAKHETI VDC, KAILALI DISTRICT

Aeyer, Radhika, Member

Balayer, Nar Bahadur, Member

Bohara, Chakrabar, Member

Chaudhary, Jagani, Member

Chaudhary, Kalapati, Member

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Chaudhary, Tek Bahadur, Member

Chaudhary, Tula Ram, Member

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Bohora, Bed Kumar, Member

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Kandel, Sarita, Member

Rijal, Khima Nanda, Member

Sapkota, Janaki, Member

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  Committee Member

Joshi, Y.B., Headmaster

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Aeyer, Radhika, Treasurer

Chaudhary, Aasha, Member

Chaudhary, Bhisma, Member

Chaudhary, Gauri Devi, Member

Chaudhary, Jibal, Member

Chaudhary, Manju, Member

Chaudhary, Manpati, Member

Chaudhary, Pahari, Member

Chaudhary, Pratima, Chairperson

Chaudhary, Sunita, Member

Chaudhary, Teju Devi, Member

Chaudhary, Lal Mati, Member

Chaudhary, Parbati, Member

Chaudhary, Sharda, Member

Khatri, Bishnu, Member

Magar, Lal Bahadur Thapa, Member

Paudel, Laxmi, Member

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B.K., Man Bahadur, Social Mobilizer

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B.K., Tapendra Kumar, Chairperson, Citizen Awareness Centre

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Sarki, Tika, Member, Ward Citizen Forum

Shahi, Prem Bahadur, Party Member

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Khatri, Babi, Member

Mishra, Chhetra, Member

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Sunar, Bimala, Member

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Chaudhary, Tek Bahadur, Mediator

Karki, Radha, Mediator

Khatri, Khagisari, Mediator

Neupane, Kamala, Mediator

Rana, Bhawana, Mediator

Rastakoti, Laxmi, Mediator

Thapa, Bindra, Mediator

Thapa, Birendra Kumar, District Trainer

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Annex 5
DOCUMENTS CONSULTED

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Annex 6

NEPAL: CHRONOLOGY OF MAJOR EVENTS

Date	National Events
1990	Restoration of multiparty democracy. New democratic constitution promulgated. More open political environment.
1991	First democratic election and Nepali Congress leader G.P. Koirala becomes the first elected Prime Minister.
1994	Koirala government loses confidence motion, mid-term election held resulting in formation of minority government led by CPN-UML.
1995	CPN-UML-led government dissolves parliament but is reinstated by the Supreme Court verdict. Coalition government under Sher Bahadur Deuba formed.
1996	CPN (Maoist) launches armed rebellion ('people's war') on 13 February
1997	Deuba government resigns after losing no-confidence motion. Another coalition government led by Lokendra Bahadur Chand formed. Chand succeeded by Surya Bahadur Thapa-led coalition government.
1998	Thapa resigns and Koirala forms the government.
1999	Parliamentary election held. Krishna Prasad Bhattarai leads Nepali Congress government.
2000	Girija Prasad Koirala returns as Prime Minister, heading Nepal's ninth government in ten years.
1 June 2001	King Birendra, Queen Aishwarya and close relatives killed.
4 June 2001	Prince Gyanendra crowned king of Nepal after Crown Prince Dipendra dies.
July 2001	Maoist rebels step up campaign of violence. PM Girija Prasad Koirala resigns over lack of army cooperation in tackling Maoist rebels; succeeded by Sher Bahadur Deuba.
November 2001	Maoists end four-month truce, declare failure of peace talks, and launch coordinated attacks on army and police. State of emergency declared after more than 100 people are killed in four days of violence. King Gyanendra orders army to crush the Maoist rebels. Hundreds are killed in rebel and government operations in the following months.
May 2002	Parliament dissolved, new elections called amid political confrontation over extending the state of emergency. Sher Bahadur Deuba heads interim government, renews emergency.
October 2002	King Gyanendra dismisses Sher Bahadur Deuba and puts off indefinitely elections set for November 2002. Lokendra Bahadur Chand appointed as PM.
January 2003	Rebels and government declare ceasefire.
May-June 2003	Lokendra Bahadur Chand resigns as PM; King Gyanendra appoints his own nominee, Surya Bahadur Thapa, as new premier.
August 2003	Rebels pull out of peace talks with government and end seven-month truce. The following months see resurgence of violence and frequent clashes between students/activists and police.

Date	National Events
April 2004	Nepal joins the World Trade Organization.
May 2004	Royalist PM Surya Bahadur Thapa resigns after weeks of street protests by opposition groups.
June 2004	King Gyanendra reappoints Sher Bahadur Deuba as PM with the task of holding elections.
1 February, 2005	King Gyanendra dismisses PM Sher Bahadur Deuba, declares a state of emergency and assumes direct power, citing the need to defeat Maoist rebels.
30 April 2005	King Gyanendra lifts the state of emergency amid international pressure.
November 2005	Maoist rebels and main opposition parties agree on a programme intended to restore democracy.
24 April 2006	King Gyanendra agrees to reinstate parliament following a 19-day People's Movement (dubbed People's Movement II) with violent strikes and protests against direct royal rule. Girija Prasad Koirala is appointed as PM. Maoist rebels call a three-month ceasefire.
May 2006	Parliament votes unanimously to curtail the king's political powers. The Government and Maoist rebels begin peace talks, the first in nearly three years.
16 June 2006	Rebel leader Prachanda and PM Girija Prasad Koirala hold talks—the first such meeting between the two sides—and agree that the Maoists should be brought into an interim government.

Sources: Based on chronology of events included in, 'Joint Evaluation of the Implementation of the Paris Declaration, Phase II: Nepal Country Evaluation', Ministry of Finance, Kathmandu, 2010, pp 20-22; further addition and modification by ADR team on the basis of their personal knowledge of events.

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