



## Mid-Term Review

### Final Report

# Enhancing Access to Justice through institutional Reform Project – Phase II (A2J Project II)

UNDP Nepal Country Office

July 2024

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## Acknowledgements

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## Project and evaluation information details

PROJECT INFORMATION		
<b>Project title</b>	Enhancing Access to Justice through Institutional Reform Project II (A2J Project)	
<b>Atlas ID</b> <b>Quantum ID</b>	00111756 00129477, 00110602, 00129478	
<b>Corporate outcome and output</b>	<p><b>UNDP Nepal CPD (2023-2027) Outcome and Outputs:</b></p> <p><b>CPD Outcome 2:</b> By 2027, more people, especially women, youth and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels.</p> <p><b>CPD Output 2.1:</b> Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government.</p> <p><b>CPD Output 2.2:</b> Rule of law institutions and systems strengthened for expanded access to justice, human rights, and freedom from discrimination, in line with universal periodic review recommendations.</p>	
<b>Country</b>	Nepal	
<b>Region</b>	Asia and the Pacific	
<b>Date project document signed</b>	2 December 2021	
<b>Project dates</b>	Start: 2 December 2021	Planned end: 31 December 2026
<b>Total committed budget</b>	US\$ 10,400,962.60 (of which US\$ 4.2 mil is available)	
<b>Project expenditure at the time of evaluation</b>	US\$3,704,995.14 (as of 31 May 2024)	
<b>Funding source</b>	Government of Norway, UNDP, Funding window, Government of Nepal-In kind	
<b>Implementing party<sup>1</sup></b>	Ministry of Law, Justice and Parliamentary Affairs	
EVALUATION INFORMATION		
<b>Evaluation type (project/ outcome/thematic/country programme, etc.)</b>	Project evaluation	
<b>Final/midterm review/ other</b>	Mid-term Review	
<b>Period under evaluation</b>	<b>Start</b>	<b>End</b>
	2 <sup>nd</sup> December 2021	31 <sup>st</sup> May 2024
<b>Evaluators</b>	Joanna Brooks, Raju Prasad Chapagai, Sarmila Shrestha	
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<b>Evaluation dates</b>	<b>Start</b>	<b>Completion</b>
	April 2024	July 2024

<sup>1</sup> This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

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## Abbreviations

A2J	Access to Justice
B+HR	Business and Human Rights
CLAC	Central Legal Aid Committee
CLE	Community (Clinical) Legal Education
CPD	Country Programme Document
CSO	Civil Society Organisation
DC	District Court
DLAC	District Legal Aid Committee
ERG	Evaluation Reference Group
EU	European Union
EUSIF	European Union Support to Inclusive Federalism
FCDO	Foreign and Commonwealth Development Office
FGD	Focus Group Discussion
FLA	Free Legal Aid
GBV	Gender-based Violence
GESI	Gender Equality & Social Inclusion
GEWE	Gender Equality and Women Empowerment
GoN	Government of Nepal
GRES	Gender Results Effectiveness Scale
HC	High Court
HR	Human Rights
HRBA	Human Rights Based Approach
IR	Inception Report
JC	Judicial Committee
KII	Key Informant Interview
LGBTIQ+	Lesbian, Gay, Bi-sexual, Transexual, Intersex, Queer+
M&E	Monitoring & Evaluation
MoLJPA	Ministry of Law, Justice & Parliamentary Affairs
MTR	Mid-Term Review
NAP	National Action Plan
NBA	Nepal Bar Association
NJA	Nepal Judicial Academy
OAG	Office of the Attorney General
OCMCM	Office of the Chief Minister of the Council of Ministers
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
PEB	Project Executive Board
PLGSP	Province and Local Government Support Programme
PSP	Parliamentary Support Project
RoL	Rule of Law
SC	Supreme Court
SDG	Sustainable Development Goal
SoP	Standard Operation Procedure
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UN Women	United Nations agency for Gender Equality and Women Empowerment

## Executive Summary

This Report relates to a Mid-Term Review (MTR) of the Enhancing Access to Justice through Institutional Reform Project in Nepal (A2J II) project. The Project is implemented by the United Nations Development Programme (UNDP) in Nepal, under National Implementation Modality (NIM) with the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA). The MTR was commissioned by UNDP at the mid-term point and covers the project's entire implementation to date, from 2 December 2021 – 31 May 2024, as well as full geographic coverage, including at federal level and in the Project's four implementing provinces (Sudurpaschim, Karnali, Madhesh and Koshi) and selected local governments benefitting from the services provided by the implementing partners, with support from the project.

As per the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Evaluation Criteria,<sup>2</sup> the MTR aims to provide UNDP, the Project's donors, government counterparts, civil society partners and other stakeholders with an impartial assessment of the results generated to date. The MTR assesses the Project's relevance, coherence, effectiveness, efficiency, impact and sustainability as well as four cross-cutting issues – (i) Gender Equality and Social Inclusion, (ii) Anti-corruption and Accountability, (iii) Climate Change and Environment and (iv) Human Rights Based approach. The MTR is both summative and formative and identifies and documents evidence-based findings, while providing stakeholders with forward-looking, actionable recommendations to inform the remaining 2.5 years of implementation.

The MTR is based on available data at the time of the MTR. This included project documents, regular progress report and other relevant reports, as well as comprehensive in-person and online stakeholder consultations conducted during May and June 2024. The intended users of the MTR include the primary MTR users, namely the national implementing partner, the MoLJPA, who will use the information to learn about what works when advancing and enhancing rule of law and access to justice in Nepal and UNDP Nepal who will use the MTR to further strategize for enhanced access to justice in Nepal, including to further strengthen the implementation of the project to achieve the expected results and achieve the goals of access to justice. The secondary users, namely the Project's stakeholders, including the Government of Norway may use the MTR for accountability and as input for decision-making purposes. Overall, all users can use the MTR for accountability and transparency purposes, to hold UNDP accountable for its development contributions.

The methodology used a mixed-methods approach but was essentially qualitative. It comprised an analysis of all relevant project documentation shared by the Project – 93 documents in total, and data collected both in-person and virtually through consultations with a total of 149 stakeholders in Kathmandu and the four project provinces (Annex VI). Out of the total partners and stakeholders met, 74 were women (49%) and 75 were men (51%), including representatives from the Government and state institutions; implementing partners; civil society organisations; project beneficiaries, the project's donors; external partners and UNDP project and programme representatives and senior management. Consideration was also given to cover geographic and social diversity while selecting the respondents.

The MTR found that the Project is without doubt contributing to its goal of enhancing access to justice through institutional reform in Nepal. Closely aligned with Nepal's federalisation progress, the project is working across all three tiers of government, although with less focus at the provincial level, to strengthen the legislative and normative framework, to build capacities of justice sector institutions to deliver justice to the people and to empower local communities and

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<sup>2</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

people to be aware of their rights and how to access justice. At this mid-term point, the Project has already achieved significant results across all of its intervention areas to enhance access to justice.

The Project was designed in a highly participatory and consultative manner, with a strong evidence-base, ensuring a high degree of stakeholders buy-in and national ownership as well as that the project was need based and nationally driven. It is highly relevant to its beneficiaries, in particular women, Dalit, Persons with Disabilities, LGBTIQ+ and other rights-holders at heightened risk of marginalisation. The project has convincingly mainstreamed Gender-Equality and Social Inclusion (GESI) across all result areas. The Project benefits from a well capacitated staff and has developed a sophisticated system of monitoring and evaluation (M&E Dashboard), which has led to the efficiency of its results. It is guided by its Sustainability Strategy, although some results still need to be fully realised, reinforced and embedded. The Project has been able to respond well to emerging areas such as climate change and the environment, accountability and anti-corruption and Business and Human Rights.

Going forward, law-making processes still need strengthening and a system of monitoring implementation of laws needs to be developed. Dedicated laws relating to affirmative action and addressing discrimination need to be introduced and capacities need to be strengthened for reviewing existing laws, in particular, with a GESI lens. The excellent results achieved by the Project in terms of strengthening the capacities of the Judicial Committees need to be elevated and made more systematic, through strengthening the institutional framework; developing a specific law governing the mandate, role and responsibilities to ensure standardisation and coherence; and engaging more with the Provincial Training Academy to support standardised capacity building. Overall, all project interventions should be ensured for their alignment with the federalisation process and the goals of the Project, in particular, with regards to GESI.

This MTR report provides a set of 16 findings, seven conclusions, eight actionable recommendations and 10 lessons learned. A summary of the key findings, conclusions and recommendations is provided below.

## Summary of Key Findings

### Relevance

**Finding 1:** The Project is highly relevant to the national and sub-national development priorities of the Government of Nepal, as reflected in its Fifteenth Development Plan 2019/2020 – 2023/2024, as well as sector specific strategic priorities. It is fully aligned with UN and UNDP global and national priorities including UNDP’s Strategic Plan 2022 – 2025, the UN Strategic Development Cooperation Framework for Nepal 2023 – 2027 and previous UN Development Assistance Framework 2018 – 2022, as well as UNDP’s current (2023-2027) and previous (2018-2022) Country Programme Documents covering the same period. The Project is also relevant for and contributes towards the development priorities of its donor, Norway. Moreover, the project convincingly contributes to Nepal’s progress towards realizing the constitutional promises including in relation to access to justice, inclusion and social justice and achievement of the 2030 Agenda and the Sustainable Development Goals, in particular SDGs 5, 10, 16 and 17.

**Finding 2:** The Project is highly relevant to its stakeholders – the justice institutions in Nepal at all levels. The project design process was inclusive and participatory of stakeholders, allowing the project to be tailored to their needs and to the needs of the people of Nepal in general, as well as being nationally driven. The project design was informed by the previous two phases of Access to Justice (1 July 2018 – 31 December 2021) and Strengthening Rule of Law and Human Rights Protection (RoLHR) in Nepal programme (April 2013 to December 2017), providing it with a



strong evidence-base for the design of the project's activities. The Project's Theory of Change was sound and relevant and provided the causal pathway necessary to achieve change. It was underpinned by sound assumptions and informed by risk analysis. However, the Theory of Change has not been tested or validated since the project's inception.

**Finding 3:** Most importantly, through adhering to the human rights-based approach, the project is highly relevant to its beneficiaries, that is women, men, youth, religious and ethnic minorities, Dalit, persons with disabilities, LGBTIQ+ and other rights holders that may be at heightened risk of vulnerability and marginalisation in Nepal. The Project's objectives, outputs, corresponding activities, monitoring framework and programme modality were highly aligned with the national context and the government's commitment to advancing access to justice for women, Dalits, the poor, person/s with disabilities, gender and sexual minorities, and other disadvantaged groups. However, the project is currently being implemented in four of Nepal's seven provinces, potentially spreading it too thin and impacting its ability to address the growing needs of the people in a quality manner.

**Coherence - Finding 4:** The Project has made efforts to achieve a reasonable level of both internal and external coherence. Within UNDP, the project has made efforts to identify synergies and avoid overlap with UNDP's Technical Assistance support of the Provincial and Local Governance Support Programme (PLGSP), with the EU Support to Inclusive Federalism (EUSIF), NHRC's Strategic Plan Support Project (SPSP) and with the Parliamentary Support Project (PSP). This is aided by UNDP's Field Offices, who play a big role in ensuring coherence at the local level. Externally, but within the UN system, the project has partnered with UN Women on behavioural change communication methodologies, although opportunities to partner with other UN Agencies have not consistently been explored. Externally, the project conducts regular consultations with the other actors involved in justice sector reform in Nepal, principally USAID and the UK's Foreign and Commonwealth Development Office (FCDO). GESI considerations were integrated throughout the project, spanning its outcomes, outputs, and activities, by all implementing agencies, thereby ensuring a cohesive approach.

### Effectiveness

**Finding 5:** The project's approaches have been instrumental in strengthening the enabling environment for free legal aid services in Nepal. This has included through the development of an Integrated Legal Aid Reporting and monitoring application and software, the institutionalisation and expansion of Pro bono legal aid services and the introduction of an innovative grievance handling mechanism, which not only provides legal information and resolves community grievances, but also increases the transparency and accountability of grievance resolution processes. However, the draft integrated Legal Aid Bill has still to be enacted, in line with the Integrated Legal Aid Policy of 2019, preventing the project from fully achieving its goals, and the provision of integrated legal aid services is still not fully understood to be part of the local and provincial level service provision.

**Finding 6:** The project has achieved considerable results in terms of strengthening the justice sector actors to provide effective legal and judicial remedies. Successful approaches have included through strengthening the normative framework, improving the criminal and civil justice system, for example, through strengthened mechanisms for victim and witness protection, standardising Nepal's reporting for human rights treaties and supporting the adoption and implementation of a National Action Plan on Business and Human Rights. The project has also secured remarkable achievements in strengthening the capacities of the Judicial Committees including through imparting trainings and supporting the development of formats and templates, thereby bringing justice closer to the people at the municipal level and de-centralising access to justice within the

Federal structures. Nevertheless, except circulation of a model legal framework developed and circulated by MOLJPA and MOFAGA, there is still no specific legislative framework to fully standardise the JCs and to institutionalise their processes and procedures. Capacities regarding legislative drafting remain weak, with no indicators in place to measure or monitor subsequent implementation of the Laws, in particular in relation to economic, social and cultural rights. Further, successes with the Office of Attorney General (OAG) have not always been fully aligned with the A2J II prodoc and have not always been specifically linked to the project's GESI aspects. The project has had only limited engagement with the Supreme Court to the extent of e-court and cause list automation training.

**Finding 7:** The project has made considerable efforts to empower people, both service providers and rights holders, and in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other rights holders who are at heightened risk of marginalization and vulnerability, through the introduction of a number of cost-effective, scalable models at the local level. This included legal empowerment and civic awareness activities, innovative outreach activities, as well as affirmative legal education. In addition, the project undertook a number of researches to provide an evidence base for further programming and piloted an innovative behavioural change communication methodology, together with UN Women. These efforts have raised awareness amongst the people of their rights and empowered them with the knowledge and confidence of how and where to access them, as well as strengthening the capacities of service providers to serve the people.

#### Efficiency

**Finding 8:** The project has a well capacitated staff who have built trust between the project and its stakeholders. The level of technical expertise provided through the project is both well regarded and highly valued. The project has embedded a sophisticated system of monitoring, evaluation and learning to strengthen its efficiency, which could be used to increase visibility of the project's results. Overall, the project has a very high delivery rate, evidencing a realistic budget based on a sound assessment of partners' needs. The project has been implemented in a lean and cost-efficient manner, offering good value for money for the results it has achieved. The efficiency of the project was validated through annual level audits and spot-checks. When assessed against achievement of its targets, the project has already met one of its outcome indicators and three of its output indicators, with the remaining outcome indicator and 10 output indicators being largely on-track.

**Finding 9:** The project has developed an efficient risk management system and risks are monitored on a quarterly basis. In addition, the project undertook a comprehensive Social and Environmental Standards Screening at the start of the project and has adhered to these standards throughout its implementation.

**Finding 10:** It is challenging at the mid-term point of a project to fully assess its impact, in particular, in the absence of any impact-related indicators in the project's results framework. That said, there is clear quantitative evidence of the impact the project is having, as well as anecdotal qualitative evidence, in terms of changes in behaviour and mindsets amongst both duty bearers and rights holders. In addition, the project is conducting impact assessments to measure the impact of the project's results.

**Sustainability - Finding 11:** The project was designed with sustainability in mind and prioritised national ownership, both among duty bearers and rights holders. The project has developed a Sustainability Strategy, although has not, as yet developed an exit plan. While not all of the project's results have been fully realised and of those that have, not all have been fully embedded, at this mid-term point, there are already some strong sustainability prospects. This includes a

strong level of national ownership, legislative and policy interventions, capacity building efforts, networking and coordination efforts, and awareness raising.

### Gender Equality and Social Inclusion

**Finding 12:** GESI has been a pivotal criterion for measuring access to justice for the project and has been mainstreamed throughout all of its outcomes, outputs and activities. The project's approaches have advanced addressing gender and social inclusion disparities and the project has made significant contributions to strengthening access to justice for women and other rights holders who are at heightened risk of exclusion. Analysis of the project's Results Framework against the Gender Results Effectiveness Scale shows mixed results.

**Finding 13:** The project comprehensively addresses Gender Equality and Social Inclusion issues from both supply and demand-side perspectives. The project was efficient in terms of covering a large number of beneficiaries and collecting gender and other social disaggregated data of each activity to ensure all outputs, planning, and implementation are gender balanced and that the voice of vulnerable people is heard. Reports clearly show that the project is contributing to SDG target 16.3 through providing legal aid services to a large number of rights holders who are at heightened risk of vulnerability. Overall, GESI and inter-sectionality have been well addressed, however further efforts could be made with regards to engagement with youth and gender and sexual minorities, focusing on caste and ethnic based discrimination.

**Anti-corruption and Accountability - Finding 14:** Anti-corruption and accountability has been a key focus areas for the project and activities have been conducted and results achieved under both thematic areas. These are seen as emerging issues for the project going forward. Notable results include the introduction of grievance handling mechanisms in Karnali and Surdurpaschim provinces, the introduction of various digital solutions and conducting research on the impact of corruption on marginalised communities in these provinces.

**Climate Change and Environment - Finding 15:** While climate change and environment have not been key focus areas for the project, relevant activities have been conducted and results achieved under this thematic area, which is emerging as an important issue for the project moving forward.

**Strengthening Federalism - Finding 16:** The A2J project has also contributed in advancing federalism in Nepal by promoting the decentralization of legal aid and justice services and fostering an enabling environment for free legal aid services. Key contributions include the development of integrated systems like the Legal Aid Reporting Software, the expansion of Pro-bono services, capacity enhancement of Judicial Committees and enhancement of law-making capacity of provincial and local level. Additional contributions that the project could make in the further include creating a law repository, concrete support to drafting new laws, review of the existing laws, harmonization of sectoral laws with laws aimed at implementing fundamental rights and review of the laws enacted by the local governments with implication for human rights and access to justice. The introduction of innovative grievance handling mechanisms has further promoted local accountability. However, challenges such as the pending enactment of the draft integrated Legal Aid Bill and technical capacity limitations at the sub-national level persist, hindering the full institutionalization of decentralized legal services.

### Summary of Concluding Statements

**Conclusion 1:** Aligning the Access to Justice II project with national development priorities has ensured a high level of national ownership, driven results and contributed towards the sustainability of the project's interventions.

**Conclusion 2:** Internal and external coherence has contributed towards the achievement of results but could be further strengthened going forward.

**Conclusion 3:** Through responding to and addressing emerging areas, the project has been able to enhance its relevance and impact and contributes to Nepal's broader development agenda and commitment to sustainable and inclusive growth.

**Conclusion 4:** Through three phases of rule of law and access to justice programming in Nepal, UNDP has been instrumental in strengthening the capacities of the Judicial Committees.

**Conclusion 5:** Sustainability remains a key priority of the project, which must be linked to strengthening federalism.

**Conclusion 6:** UNDP's convening power and role has been a catalyst in strengthening coordination between three tiers of the government in the justice and legal system, contributing to the process to federalisation.

**Conclusion 7:** The project's emphasis on empowerment of marginalized groups and communities through legal education and civic awareness initiatives has significantly raised awareness among rights holders and service providers alike.

## Summary of Key Recommendations

**Relevance - Recommendation 1:** The project should review its Theory of Change to test it for its continued validity and if necessary, revise it to reflect the current socio-political context in Nepal. The project should aim to move towards more gender responsive and transformational results as per the Gender Results Effectiveness Scale, more socially inclusive results, as well as consider introducing some qualitative indicators into its Results Framework to better capture changes in perception and behaviour.

**Coherence - Recommendation 2:** The project should explore opportunities for strategic partnerships to enhance coherence both within UNDP as well as with other UN Agencies and expand its partnerships at the local level. This will maximise resources and potential results, impact and sustainability. Coordination and coherence with other development partners should also be ensured. The project could consider establishing a thematic, multi-stakeholder advisory group on Access to Justice, which would help coordinate all on-going initiatives and avoid duplication and overlap and highlight potential areas for synergies and complementarities.

**Effectiveness – including anti-corruption and accountability and climate change and environment - Recommendation 3:** Informed by its tested and revised theory of change, the project should refine its focus with robust interventions, including on emerging areas such as Business and Human Rights, climate justice and anti-corruption and accountability. Efforts should be stepped up to ensure that all outputs and activities are closely linked with Nepal's federalisation process with GESI mainstreamed throughout. Opportunities to engage more with the Supreme Court should also be explored.

**Recommendation 4:** The project should review and assess the number of project implementation provinces to ensure quality, effectiveness and efficiency.

**Efficiency - Recommendation 5:** The project should deploy different strategies to further strengthen its efficiency, including by upgrading its visibility efforts through greater use of its M&E dashboard, as well as through exploring opportunities for greater government cost sharing at Federal, Provincial and Local government levels.

**Impact and Sustainability - Recommendation 6:** Going forward, the project needs to reinforce and embed its results across the board through advocacy, replication and scaling-up and through greater coherence across all levels of government and with all partners. The project's Sustainability Strategy should be regularly reviewed and updated and an Exit Plan should be developed.

**Gender Equality and Social Inclusion - Recommendation 7:** The project should continually reinforce its commitment to GESI as a key national development priority of the Government of Nepal and its federalisation process. Efforts should be made to move the project's Results Framework towards being gender responsive and ultimately gender transformational. Approaches to include those most left behind who have not been included extensively in the project to date should be identified, in particular, gender and sexual minorities, as well as with youth. The project should advocate for dedicated Laws related to affirmative action and addressing discrimination to strengthen GESI.

**Strengthening federalism - Recommendation 8:** The project should ensure that all of its interventions are closely linked to the Federalisation process. This includes through reinforcing and embedding specific results.

# MID-TERM REVIEW

## Enhancing Access to Justice

### through institutional Reform Project – Phase II (A2J Project II)

## 1. Introduction

This Report relates to a Mid-Term Review (MTR) of the “Enhancing Access to Justice through Institutional Reform (A2J) in Nepal II” Project. The project is implemented by the United Nations Development Programme (UNDP) in Nepal, under National Implementation Modality with the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA). The MTR was commissioned by UNDP at the mid-term point and covers the project’s implementation from 2 December 2021 – 31 May 2024 and full geographic coverage, including at federal level and in the project’s four implementing provinces (Sudurpaschim, Karnali, Madhesh and Koshi), and selected local governments benefitting from the services provided by the implementing partners.

As per the OECD/DAC Evaluation Criteria,<sup>3</sup> the MTR aims to provide UNDP, the project’s donors, government counterparts, civil society partners and other stakeholders with an impartial assessment of the results generated to date. The MTR assessed the Project’s relevance, coherence, effectiveness, efficiency, impact and sustainability as well as four cross-cutting issues – (i) Gender Equality and Social Inclusion, (ii) Anti-corruption and Accountability, (iii) Climate Change and Environment and (iv) Human Rights Based approach. The MTR is both summative and formative and identifies and documents evidence-based findings, while provides stakeholders with forward-looking, actionable recommendations to inform the remaining 2.5 years of implementation.

The intended users of the MTR include primary MTR users, namely, the Ministry of Law, Justice and Parliamentary Affairs( MoLJPA), who will use the information to learn about what works when advancing and enhancing rule of law and access to justice in Nepal and UNDP Nepal who will use the MTR to further strategize for enhanced access to justice in Nepal, including to further strengthen the implementation of the project to achieve the expected results and achieve the goals of access to justice. The secondary users, namely the project’s stakeholders, including the national implementing partner,. The Government of Norway may use the MTR for accountability and as input for decision-making purposes. Overall, all users can use the MTR for accountability and transparency purposes, to hold UNDP accountable for its development contributions.

The MTR Report is structured as per the UNDP Evaluation Guidelines<sup>4</sup> as follows:

Chapter 1 provides the introduction, Chapter 2 presents the description of the intervention, including the context and background as well as the project itself. Chapter 3 provides the MTRs’ objective and scope; Chapter 4 the MTR approach and methodology; Chapter 5 the analytical framework; Chapter 6 presents the findings; Chapter 7 the conclusions; Chapter 8 the recommendations; and Chapter 9 the lessons learnt.

There are a number of annexes to the MTR Report, including the key MTR questions, MTR matrix, informed consent protocol and data collection tools and instruments, the Terms of Reference (ToR), the signed Pledge of Ethical Conduct, the indicator progress and Gender Results Effectiveness Scale (GRES) assessment and the list of stakeholders met and key documents reviewed.

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<sup>3</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>4</sup> [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)

## 2. Description of the Intervention

### 2.1 Context

Nepal has undergone significant political and constitutional development over the past two decades, transitioning into a federal democratic republic in 2015 from a unitary monarchical multiparty system. The promulgation of the Constitution of Nepal 2015 marked a pivotal shift towards democratization and federalization of the country, aiming for greater inclusivity and devolution of powers. However, challenges persist in ensuring access to justice, crucial for safeguarding fundamental rights, maintaining social harmony and creating a solid foundation for sustainable peace and development.

Access to justice remains limited, especially for marginalized groups. Cumbersome court procedures limited legal aid services and economic barriers impede access. The government has prioritized justice sector reform, allocating resources for institutional enhancement and capacity building. However, challenges such as weak investigation and prosecution systems and inadequate victim and witness protection persist.

Legal aid, which is also part of the fundamental rights guaranteed under the constitution, is indispensable for a fair justice system. Nepal has introduced free legal aid provisions, aiming to provide assistance to marginalized groups. The Government has also adopted an Integrated Legal Aid Policy. However, the legal reform necessary to translate the policy provisions into reality is yet to be done. Many other challenges in implementation and awareness persist, requiring comprehensive support, especially at the local level.

Local level judicial committees, which were introduced by the 2015 Constitution, are supposed to play a crucial role in delivering justice at the local level. However, capacity limitations and coordination issues hinder their effectiveness. Government initiatives to enhance capacity and improve coordination signal a commitment to strengthening access to justice. However, much more effort needs to be employed to make the judicial committees' functioning effective.

The Government of Nepal has made concerted efforts to address these challenges, at the legislative, administrative, and judicial levels. For example, the overall representation of women in justice sector has reached 21%, and nearly 32% of all new entrants in justice service are women. However, gender inequality and social exclusion still remain pervasive in society, particularly affecting women and Dalits. Legal empowerment initiatives are essential for ensuring access to justice for marginalized communities. Overall, however, despite Nepal's significant strides in its journey towards justice and inclusivity, formidable challenges persist. Addressing these challenges requires sustained commitment, resource allocation, and innovative approaches not only by the three spheres of government but also by other actors, including development partners, to ensure equitable access to justice for all citizens.

#### 2.1.1 Gender Equality and Social Inclusion Context

Gender equality and social inclusion (GESI) is not merely a policy commitment; rather, it is intrinsically linked to sustainable development and is vital to the realization of human rights for all. It provides equal access and opportunities and removes the barriers of discrimination towards women and other marginalized and vulnerable populations. Nepal has made national and international commitments to GESI and access to justice also guaranteed as fundamental rights through various articles of the Constitution of 2015. Nepal is a party to the Convention on the Elimination of all Forms of Discrimination Against Women adopted in 1979 and other consensus document including the Sustainable Development Goal (SDG). National Gender Equality Policy,

2077 strives to institutionalise a gender responsive governance system in all the three tiers of government through gender-responsive budget and establishment of equitable, prosperous, and just society. Objectives of the policy to remove discriminatory barriers to the socio-economic development of women, children and adolescent girls; end gender-based violence; adopt gender-responsive governance system; and achieve economic empowerment of women. Likewise, the policy also envisages promoting access to justice for women and children affected by violence. Despite these commitments, Nepal is ranked 116 according to the 2023 Global Gender Gap Report.

### Normative Framework

Article 18 of the constitution guarantees that all citizens are equal before the law and entitled to equal protection under the law. The state can make special provisions for the protection, empowerment, or development of citizens, including socially or culturally backward women, Dalits, indigenous people, indigenous nationalities, Madhesi, Tharu, Muslims, oppressed classes, gender and sexual minorities, persons with disabilities, and so on. Similarly, rights against untouchability and discrimination,<sup>5</sup> right against exploitation,<sup>6</sup> rights of women,<sup>7</sup> rights of children<sup>8</sup> and rights of Dalit<sup>9</sup> are guaranteed as fundamental rights. In addition, article 42 of the constitution has guaranteed right to participate in the state bodies on the basis of principle of proportional inclusion for economically, socially or educationally backward women, *Dalit*, indigenous nationalities, *Madhesi*, *Tharu*, Muslims, backward classes, minorities, marginalized communities, persons with disabilities, gender and sexual minorities, farmers, labourers, oppressed or citizens of backward regions and indigent *Khas Arya* as a matter of social justice. The constitution provides a foundational framework for legal aid by enshrining it as a fundamental right under Article 20 (9) and (10) guarantees the right to a fair trial by an independent, impartial, and competent judiciary, as well as the right to free legal aid for indigent individuals. Article 21 guarantees the rights to rehabilitation and compensation as fundamental rights for crime victims. Following this constitutional guarantee, the Government of Nepal developed multiple channels providing legal aid in Nepal in order to implementation of the fundamental rights.

The Legal Aid Act of 1997 and alongside its accompanying Legal Aid Rules, 1998 remains the primary legislation governing state-funded legal aid in Nepal. The act can be considered as instrumental as a special legal provision which provides free legal aid service to the economically poor people establishing Central and District Legal Aid Committee. This act guarantees the right to equal justice and free legal aid for those who are unable to protect their legal rights due to financial and social reasons. According to the act indigent person can receive free legal aid as well as legal counselling and other legal services such as correspondence pleadings, preparation of legal documents and proceedings in the courts or offices.

While providing free legal services in Nepal, there appears to be a greater emphasis on reaching socially and gender-disadvantaged communities. The focus is on enhancing access to justice for victims of gender-based violence and discrimination based on caste, as well as for economically and socially marginalized individuals. such are appointment of Court Paid Lawyer (CPL) in the Supreme Court (SC)<sup>10</sup>, High Courts (HC)<sup>11</sup> and District Courts (DC).<sup>12</sup> The main purpose of the regulations is to provide free legal aid support to them who are helpless, unable, children, poor or prisoner, and litigants as directed or prescribed by the court.

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<sup>5</sup> Article 24 of the constitution, 2015

<sup>6</sup> Article 29 of the constitution, 2015

<sup>7</sup> Article 38 of the constitution, 2015

<sup>8</sup> Article 39 of the constitution, 2015

<sup>9</sup> Article 40 of the constitution, 2015

<sup>10</sup> Rule 13 of the Supreme Court Regulation, 2017A.D

<sup>11</sup> Rule 157 of High Court Regulation,

<sup>12</sup> Rule 101 of the District Court Regulation.



Several special laws protect and promote the rights of specific groups. The Domestic Violence (Crime and Punishment) Act, 2066, the Act Relating to Rights of Persons with Disabilities, 2074 (2017), the Witchcraft-related Accusation (Crime and Punishment) Act, 2015, and the Senior Citizen Act, 2063, all provide for free legal aid, legal representation, and psychological counselling for their respective groups. The Caste-Based Discrimination and Untouchability (Offence and Punishment) Act, 2068 ensures equal treatment and protection from the courts and other governmental bodies. Similarly,

In addition, free legal aid is also provided by non-state funded legal assistance through independent lawyers voluntarily. The NBA regulates the pro-bono legal aid service enacting the Pro Bono Legal Service Guideline, 2075 B.S. helpless, person with disability, minors, economically destitute and detained people can approach for pro-bono legal service. Apart from that, non-state funded free legal assistance is also providing by individual lawyers and national and international non-governmental organizations targeting different group such as women, children, Dalits, person with disability and marginalized and detained people.

Considering the fragmented nature of legal aid services, the Government of Nepal introduced the Integrated Legal Aid Policy in 2019 to address existing deficiencies in the legal aid system. This policy focuses on key areas such as eligibility determination, provision of services to vulnerable groups, coordination with judicial committees, capacity building, and the institutionalization of unified legal aid with stakeholder representation. Despite these efforts, challenges persist, including the necessity for specific legal aid provisions tailored to targeted groups and the alignment of relevant laws with the principles outlined in the Unified Legal Aid Policy

In order to strengthen the rule of law system in the country and increase the access of people to justice, the Constitution of Nepal mandates the establishment of one judicial committee in each of the country's 753 municipalities and rural municipalities aimed at extending justice services to the community level, particularly in minor cases. It supports to mitigate the inefficiencies of the formal legal system and bridge the formal/informal justice divide.<sup>13</sup>

The Supreme Court is currently implementing its fourth strategic plan for five years (FY 2019/20 to 2023/24). Similarly, Strategic Plan of the Office of Attorney General (2078/79-2082/83 BS) set priorities for next five years. The strategy has strongly focused 17 strategic intervention areas, one of the intervention areas is protection of victims and victims witness and ensure justice for crime's victims is one of core value that need to be followed during their performance. Moreover, GESI guideline for prosecution and defending of the Office of the Attorney General, court fee facilities for economically poor people, practice of camera hearing and initiative of establishment of family bench in Kathmandu district court and amongst others can be considered as instrumental in increasing access to justice for victim in some extent.

#### [Barriers and discrimination in accessing justice](#)

According to Article 38 criminalized violence against women or oppression of women based on religious, social, or cultural traditions and gave victims the right to compensation. According to the Nepal Demographic and Health Survey 2022, in Nepal, 43 percent of women aged between 15 - 49 have experienced some form of physical, mental, or sexual violence during their lifetimes. It appears that there is a higher incidence of violence in the Madhesh province compared to other provinces. Similarly, the Annual Fact Sheet (2021-2022) from the Crime Investigation Department, Women, Children, and Senior Citizens Service Directorate (Women Police Cell) on

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<sup>13</sup> Article 217 of the constitution, 2015

Gender-Based Violence has revealed that, there have been 21,568 cases of 13 types of gender-based violence reported to the police. Domestic violence comprising a significant portion of these incidents. With 17,000 complaints of domestic violence, it appears that the highest number of complaints registered in the Madhesh province (4473). Similarly, the second-highest number of complaints, totalling 2,380, were filed regarding rape-related crimes, reflecting an alarming trend in violence against women. Among the seven provinces, Koshi (512) has experienced a notably increase in cases of rape-related crimes.

In addition, still a considerable number of women are being victimized by accusations of witchcraft. It seems that the women of Madhesh Province have suffered more from accusations of witchcraft compared to other provinces. 28 out of 49 incidents have occurred in Madhesh province alone. The National Census Report 2021<sup>14</sup> shows that child marriages are particularly problematic in Nepal, affecting 33% of girls before the age of 18 and 8% of girls before the age of 15. The report shows that a large section of the population got married before they turned 18. According to the report, the rate of child marriage is high in the Tarai/Madhesh region of the country. Twenty districts in the lowlands of Tarai have a high child marriage rate of 42.2 percent. Similarly, the situation is also disturbing in Karnali Province, where 39.9 percent of the population of the province got married before they turned 18. But reporting rate to police against child marriage seems very low. According to Nepal Police, 338 cases of child marriage were registered in the last 5 years. Only 52 cases were registered in 2022/23. The highest number of cases was registered in Karnali. Similarly, only 15 cases were registered in 2023 ~~last year~~ against crime of caste-based discrimination. The highest number of cases was registered in Lumbini Pradesh. This could indicate a growing acceptance of child marriage in Nepal.

Dalit women experience suffering in a different way compared to others. They seem to endure a double victimize due to being women and their Dalit status. According to the study report conducted by the Tribhuvan University and Feminist Dalit Organization, 71.7 percent women have faced threats and 70.8 percent of women have faced verbal abuse in public because of inter-caste marriage. Among the 120 women who participated in the study, 86 women said they faced threats and harassment. Nepal Police received a total of 21,387 reported incidents in 2021, with 21,681 incidents involving women and children. Of these, 2,681 incidents specifically targeted Dalit women and children.<sup>15</sup> but the reporting rate is very low due to various reasons, only 30-43 cases per year registered under CBDU Act in police records.<sup>16</sup>

Caste based discrimination continues to be a pervasive problem in Nepal. In its 2024 study “Nobody Cares” Amnesty International highlighted this continued challenges that Dalits, and in particular Dalit women face.<sup>17</sup> The main finding of the report is the inadequate response of the state of Nepal to this systemic discrimination and the specific legislation created, namely the Caste-based Discrimination and Untouchability (Offence and Punishment) Act, 2011, lacks effective implementation and is insufficient to combat such an entrenched system of discrimination. The state is also not complying with its obligation to protect Dalits, in particular Dalit women and girls, against any acts of racial and gender-based discrimination from non-Dalits (third parties). Finally, the state is not fulfilling its obligation to provide adequate access to justice, including timely and adequate reparations for any damage suffered as a result of such discrimination. The second important finding of this report is that these failings have created a total distrust in the justice

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<sup>14</sup> <https://censusnepal.cbs.gov.np/Home/Index/EN>

<sup>15</sup> <https://myrepublica.nagariknetwork.com/news/study-reveals-71-percent-of-dalit-women-face-violence-due-to-inter-caste-marriage/>

<sup>16</sup> <https://www.amnesty.org/en/latest/news/2024/05/descent-based-discrimination-against-dalits-in-nepal/>

<sup>17</sup>

<https://www.amnesty.org/en/documents/asa31/7980/2024/en/#:~:text=Despite%20legal%20reforms%20to%20prohibit,violence%20is%20pervasive%20for%20Dalits.>

system and its ability to provide justice for Dalits in Nepal. Further, the National Dalit Commission lacks resources to effectively monitor, investigate and provide recommendations to address caste-based discrimination.<sup>18</sup>

Similarly, violence against LGBTIQ+ people in Nepal seemed various serious. The national survey revealed a pervasive pattern of violence among LGBTIQ+ people in Nepal. The survey encompassed various forms of violence, including physical, emotional, sexual and economic violence. The results indicated that a substantial majority of the LGBTIQ+ respondents (81%, out of 958) reported being a victim-survivor of at least one instance of violence based on their SOGIESC during their lifetime. Out of 1,181 respondents, 71 per cent reported experiencing emotional violence, 46 per cent reported physical violence, 46 per cent reported sexual violence and 40 per cent reported economic violence.<sup>19</sup>

What is reflected in this record is that this type of violence is still not taken seriously by society and such violence is still widely accepted by society. Although violence against Dalits based on caste<sup>20</sup>, child marriages, and allegations of witchcraft<sup>21</sup> seems rampant in society, police reports indicate that the number of complaints is very low. Many research reports indicate that the low number of reports is due to a lack of legal awareness regarding the need to file complaints, limited access to complaint mechanisms, and the absence of a victim-friendly legal process and case handling capacity within law enforcement agencies

### 2.1.2 Access to Justice in Nepal for women and other rights holders at risk of heightened vulnerability

Access to justice for survivors of GBV serves not only as an instrument for safeguarding, realizing, and promoting women's human rights, but also as a means to mitigate GBV itself. VAW is one of the most widespread and persistent form of GBV in Nepal, which remains largely unreported due to factors such as lack of information of free legal aid service, impunity, silence, stigma, shame and practice of hate speech against victims of violence. Similarly, discriminatory socialization process, prejudices that undermine equal status and opportunities for women in public and private life and lack of accessibility to complain mechanism are the major contributing factors for the gender-based violence. Free legal aid service is one of the important features of a legal system that helps those who are not able to have access to justice due to their economic, social and communicative conditions. Majority (52%) of service seekers out of 585 respondents who were economically poor or marginalized, had no knowledge and information about the availability of free legal aid services.<sup>22</sup> According to the 2015 study by NJA stated that there is a common perception among women that they cannot access justice without facing challenges. 34.7 percent out of 1,497 women respondents who had lodged a claim, said they had felt difficulties in accessing justice because they are women.<sup>23</sup> In 2018, the UN Special Rapporteur on violence against women highlighted several significant factors impeding these access to justice, including: the lack of training for the police and judiciary to enable them to adopt a gender-sensitive approach when investigating cases; the social stigma associated with reporting; the general lack of awareness

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<https://www.amnesty.org/en/documents/asa31/7980/2024/en/#:~:text=Despite%20legal%20reforms%20to%20prohibit,violence%20is%20pervasive%20for%20Dalits.>

<sup>19</sup> LGBTIQ+ Study Report Final-Web version-11 June2023

<sup>20</sup> Footnote 14

<sup>21</sup> Research on Accusation of Witchcraft and Behavioral Changes of Concerned Actors in Madhesh Province of Nepal, Enhancing Access to Justice through Institutional Reform Project (A2J) Project II/ UNDP Nepal, 2023

<sup>22</sup> Delivery Of Free Legal Aid Service In Nepal: A Report On Baseline Survey Of Selected Locations, A2J project-II, UNDP/Nepal, 2022

<sup>23</sup> Strengthening Judicial Integrity through Enhanced Access to Justice, UNDP 2013, available at <https://www.undp.org/sites/g/files/zskgke326/files/migration/eurasia/Access-to-justice.pdf>

among women of their rights; the weakness of preventive measures and measures to ensure the compensation, rehabilitation and protection of victims; and the low level of implementation of court judgments, including judgments to grant compensation. She recommended the Nepal government to strengthen access to justice and ensure the elimination of gender-based violence and harmful practices against women.<sup>24</sup> Working for strengthening access to justice mechanism is therefore instrumental to reach out to the women, poor, Dalits, person/s with disabilities, and other marginalized community.

**Court decisions** Many decisions have been made by the Supreme Court of Nepal regarding the implementation of provision of free legal services to all communities in need. The court held that unilaterally deciding a criminal case without providing an opportunity for a hearing cannot be considered lawful. It further stated that the state is obligated to provide free legal aid to disabled and incapable parties.<sup>25</sup> In a writ petition filed by advocate Leelamani Paudel, the Supreme Court voided a provision barring legal services eligibility, deeming it contrary to fundamental rights and the right to equality, as it conflicts with the principle of presumed innocence until proven guilty.<sup>26</sup> Similarly in case of state obligation in providing free legal aid service, the Supreme Court affirmed the state's obligation to provide free legal aid to the poor and indigent under Article 14(5) of the Constitution of Nepal, 2063, and the International Convention on Civil and Political Rights.<sup>27</sup>

Similarly, the Supreme Court has issued number of mandamus orders and directive orders at various times to address various social issues. These directives include measures to control caste-based violence and untouchability,<sup>28</sup> promote social awareness against violence towards women accused of witchcraft,<sup>29</sup> ensure the effective implementation of child marriage control laws,<sup>30</sup> and enhance the effectiveness of mechanisms to encourage complain against gender-based violence.<sup>31</sup> In this way, it seems that the free legal aid service has been implemented much better than before. It seems that free legal aid services have been extended from 47 to 68 districts, the NBA has initiated for renewal of Pro-bono legal aid lawyer's Roster in the Nepali Fiscal year and a total of 883 Lawyers has been enlisted in the roster out of this, 122 women lawyers have been listed.

There seems to be an increase in the number of people taking legal aid services, from 9,964 to 16,463. Among them, 9,034 women are seen to have taken the service. Similarly law graduates from marginalized communities (women, Dalits, person/s with disabilities) also seems increased and ratio of students from marginalized community's law graduates in Project's affirmative legal education increase. Out of 199, 40.7% representation from Madhesi (17.1%), Dalit (11.1%), Muslim (2.0%) and Indigenous (10.6%). The Standard Operational Procedure (SOP) for pro-bono legal service has developed. Similarly, MOLJPA has drafted the Integrated Legal Aid Bill.<sup>32</sup>

Nevertheless, individuals belonging to these communities still face significant barriers in accessing justice, attributed to various factors such as limited information, delays within the justice system, lack of familial support, social stigmas, financial constraints and restricted access to judicial institutions. The legal aid service is still not effective due to its limited reach to the targeted groups and limited coverage of services. Particularly, victims of gender-based violence, including sexual abuse, caste based discrimination and violence against sexual minorities often exhibit reluctance

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<sup>24</sup> United Nation Special Rapporteur on Violence against Women, its causes and consequences, Dubravka Simonovic, 2018

<sup>25</sup> NKP 2074 DN 9774 Volume 3

<sup>26</sup> NKP 2060 D.N. 7214 Volume 5

<sup>27</sup> 2062, Writ no. 063-WS-3275

<sup>28</sup> WS-3644/-2057

<sup>29</sup> NKP 2062 D.N. 7498 Volume 2

<sup>30</sup> WS-128, 2063

<sup>31</sup> NKP 2074 D.N. 9741 Volume 1

<sup>32</sup> Project Progress report, 2023

to pursue legal recourse due to fears of stigma and the prevalence of hate speech targeting victims. Unique needs of women, Dalits, person/s with disabilities, and other marginalized groups in increasing access to justice, such as providing culturally sensitive support and information in local languages are still not duly realized. Inclusivity within the justice delivery system is thus imperative to ensure that no individual is left behind in accessing justice.

## 2.2 Background of the Project

It is within this context that the Enhancing Access to Justice through Institutional Reform Project II was developed. The project aims at supporting the legal aid providers and authorities to effectively manage and provide legal aid services to people, in particular women, and other marginalized groups, in a sustainable and quality manner to increase Access to Justice. The project works for strengthening the justice sector institutions to provide effective legal/judicial remedies as well as protection of human rights in line with national and international standards and empowering people, in particular women, Dalit, persons with disabilities, LGBTIQ+, poor and other marginalized groups to claim their rights and participate in judicial governance/civic life. The project contributes to enhancing access to justice of women and marginalized communities through offering institutional and technical support to the justice sector actors and criminal justice systems in Nepal.

The project provides support to the Government of Nepal to strengthen access of women and marginalized communities through legal empowerment of women and marginalized community so that they can claim their rights and entitlements. At the support supply side, the project engages with the justice sector service providers to build the capacity and strengthen the judicial sector institutions at the federal, provincial level and local level.

MoLJPA is the lead agency of the project at Federal level, and Office of the Chief Minister and Council of Minister (OCMCM) at four Provinces (Karnali, Sudurpaschim, Koshi and Madhesh).

The key project partners are detailed below:

### Federal, Provincial and Local level partnerships and their Respective Roles

- Ministry of Law, Justice and Parliamentary Affairs (MOLJPA) – the MoLJPA is the implementing partner of the project and ensures achievement of the project’s results as outlined in the project document. The MoLJPA ensures leadership to the project implementation and management through a) chairing the Project Executive Board (PEB) and assuming the role of chair of the board. The MOLJPA administers the project and focuses more on implementing first output of the project. The MOLJPA also leads the coordination and collaboration among all the national partners through conducting continue meeting/interactions. It is more important even for the effective implementation of integrated legal aid policy that all partners work together.
- Supreme Court of Nepal - The Supreme Court leads the second output of the project on strengthening justice and criminal justice system along with Office of the Attorney General. It is also a member (beneficiary) of the project executive board and contributes for the effective implementation of the project. Since all three outputs are interlinked with each other, the project requires all the partners to work together.
- National Judiciary Academy – The NJA implements the activities on justice sector capacity strengthening. The NJA is the sole institution responsible for enhancing the capacities of justice actors. As such, a partnership has been forged with the NJA to standardize the training modules and the delivery of trainings in relevant areas, as well as collaboration in terms of undertaking research and developing an evidence-base for project interventions.

- Office of the Attorney General – the OAG takes a catalyst role to ensure access to justice and promotion of the rule of law at the federal and sub-national level, focused on criminal law. It also supports the implementation of the UPR Recommendations.
- Nepal Bar Association – the project continues its partnership with the NBA to ensure the mandatory provision of pro bono work for the legal profession. NBA will be engaged legal aid and legal awareness through its outreach offices in the provinces and community level. Besides that, the NBA will also contribute substantially to the implementation of whole integrated legal aid policies and promote legal internship.
- Provincial Government - The Project partners with the Office of the Chief Minister, Ministry of Interior and Law and Chief Attorney to implement the activities on legal aid, criminal justice system, law and policy reform. The Office of Chief Minister oversees the grievance handling specially on accountability and service delivery. There is a representative from provinces in the board meeting as a member.
- Judicial Committees - The project continues to strengthen the capacities of the JCs at the local level, in particular with regards to the law-making and dispute-resolution capacities.
- Civil Society Organizations (CSOs) - the project is implemented with the support of civil society organizations experienced in access to justice issues which will target the various activities linked to their respective expertise and will allow to achieve the expected results.
- Media organizations - the project is implemented with the support of media organizations experienced in electoral assistance which will support the various activities linked to their respective expertise and will allow to achieve the expected results.
- Other partners - In addition, the project has created and cultivates partnerships with other relevant justice sector stakeholders including national, provincial, district and local governmental authorities, the Supreme Court Bar Association, Nepal Bar Council, Parliament and Parliamentary Committees, the National Human Right Commission, Access to Justice Commission of the Supreme Court, Nepal Law Campus, Thematic Commissions of Human Rights i.e. National Women Commission, National Dalit Commission, Madhesi Commission, Muslim Commission, Tharu Commission, Indigenous Nationalities Commission, CSOs, Academia, Media, Federations of National Chamber of Commerce and Industry (FNCCI), Justice sector Experts, UN Agencies and local communities.

### Project Beneficiaries

The project, based on its Theory of Change, has the following main beneficiaries:

- The primary beneficiaries will be the MoLJPA, Supreme Court, OAG, Province and Local Government and NBA. They will benefit from transfer of knowledge and technical expertise on relevant issues. In addition, women, Dalit, the poor, persons with disabilities and the LGBTIQ+ and other vulnerable groups benefit from the project by increasing their knowledge and participation in justice and civic life.
- Secondary beneficiaries are the NHRIs, NJA, JCs, CSOs, and the media. They benefit from engaging with the project in various areas in order to support the coverage, efficiency and legitimacy of the electoral process.
- Finally, the overall beneficiaries are the people of Nepal, who participate with a better understanding of their rights and duties as well as how to access justice and seek an appropriate remedy.

The project is funded by Royal Norwegian Embassy in Kathmandu, Nepal and UNDP, along with in-kind support of the Government of Nepal. The detail of the project budget is given below.

## 01. Resource Structure of A2J Project

<b>Total Resource required: Plan B (2021-2026)</b>		<b>US\$ 10,400,962.60</b>
<b>Total resource estimated:</b>	UNDP TRAC	\$ 500,000.00
	Funding Window	\$ 150,000.00
	HQ Fund	\$ 340,000.00
	Norway	\$ 4,356,056.06
	Govt. In-Kind	\$ 150,000.00
<b>Total Resource required: Project Plan (2021-2024)</b>		<b>\$ 5,346,056.07</b>
<b>Total resource available:</b>	UNDP TRAC	\$ 500,000.00
	Funding Window	\$ 150,000.00
	HQ Fund	\$ 340,000.00
	Norway	\$ 4,356,056.06
	Govt. In-Kind	\$ 150,000.00
<b>Unfunded</b>		<b>\$ 4,904,906.54</b>

The project has three outputs:

**Output 1:** Legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice.

**Output 2:** Justice sector strengthened to provide effective legal/ judicial remedies in line with national and international standards.

**Output 3:** People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/civic life.

Under output 1 there are 4 activity result areas and under outputs 2 and 3 there are five each, totalling 14 activity result areas. The project's key intervention areas are depicted below:

## A2J Project's key interventions



The project contributes to UNDP's CPD (2023 – 2027) Outcome 2: “By 2027, more people, especially women, youth and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels.”. In particular, it contributes to Output 2.1: Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government; and Output 2.2. Rule of law institutions and systems strengthened for expanded access to justice, human rights, and freedom from discrimination, in line with universal periodic review recommendations.

### 2.3. Theory of Change

The Theory of Change (ToC) for the project builds on and contributes to the theories of change for the UNDP Global Rule of Law Programme as well as the UNDP Nepal Country Office's ToC, in particular Outcome 2 and outputs 2.1 and 2.2. The specific project ToC is detailed below:

*If* legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice; and

*If* the justice sector is strengthened to provide effective legal/ judicial remedies in line with national and international standards; and

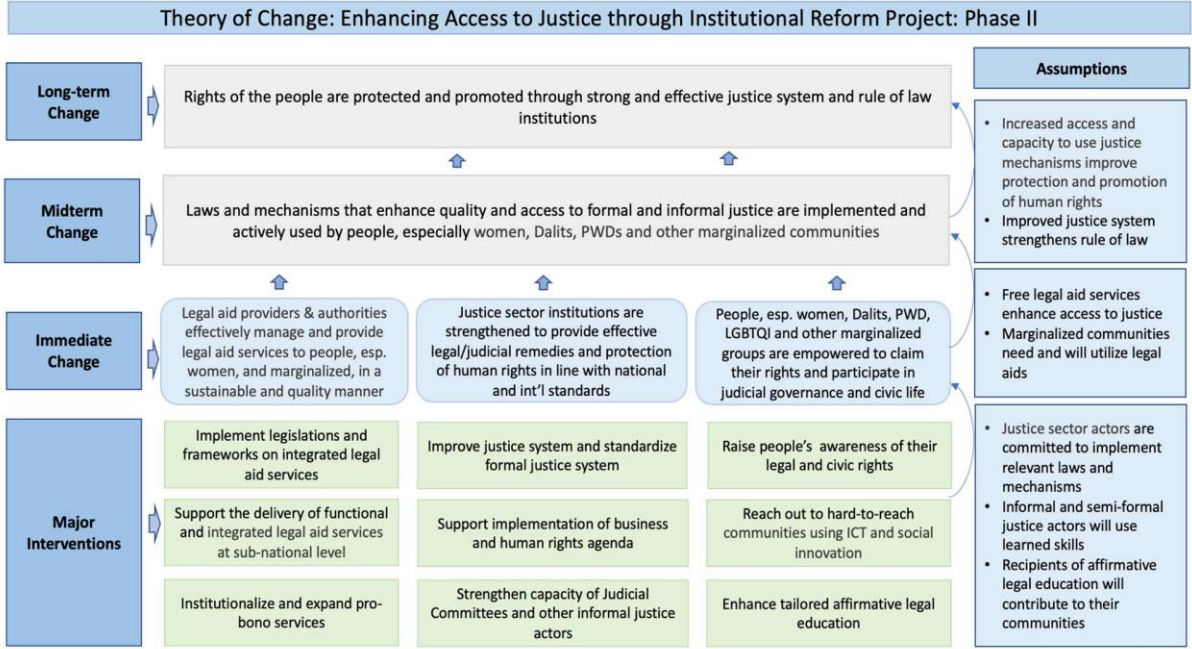
*If* people in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/civic life; and

*If* laws and mechanisms that enhance the quality of and access to formal and informal justice are implemented and actively used by people, especially women, Dalit, person/s with disabilities, LGBTIQ+ and other marginalized groups;

*Then* the rights of the people of Nepal will be protected and promoted through a strong and effective justice system and rule of law institutions.



There is a detailed visual representation of the ToC included in the prodoc, which also includes the underlying assumptions.



In addition to the well elaborated ToC, which charts the causal pathway foreseen to achieving results, the project’s results framework contains the three output statements with their corresponding indicators. Outputs 1 and 2 have five corresponding indicators, while output 3 has four, totalling 14 indicators, which the project uses to track and measure its results.

### 3. MTR Scope and Objective

In line with the mandatory threshold for project evaluation provisioned in UNDP Evaluation Guidelines 2019, a mid-term review and final evaluation of the project was planned in the project design, to be commissioned through independent reviewers and evaluators. The project has been designed until 2026 with funding commitment only until 2024 and UNDP have been engaged in discussions on the potential extension of the project, followed by a possible multi-year extension until December 2026. Hence this report serves as a mid-term review (MTR) of the A2J – \_II project if the project received funding post 2024.

The overall purpose of this mid-term review was to assess the achievements of the project results, including gender responsive results, against what was expected to be achieved, document lessons learnt and good practices. The MTR assessed the implementation approaches of the project, results achieved against outputs, contribution to higher level outcome results including GESI responsive results, and issues/challenges encountered, as well as identified and documented the lessons learnt and good practices and makes specific recommendations to inform the remaining implementation period of the project.

The MTR findings will be useful in revisiting the project’s implementation approaches and strategies for the remaining period and to inform the future programming for Rule of Law and Governance. The MTR also serves as an accountability and transparency tool, as well as a learning opportunity to provide guidance and recommendations for UNDP’s continued support in

implementation of Governance, Human Rights and Rule of law initiatives general and Access to Justice in particular.

### 3.1 MTR Scope

The MTR covers the full scope of the A2J-II project, including the implementation period (1 December 2021 – 31 May 2024), and full geographic coverage, including at federal level and in four provinces (Sudurpaschim, Karnali, Madhesh and Koshi), and selected local governments benefitting from the services provided by the implementing partners, supported by the project.

### 3.2 MTR Objectives

The specific objectives of the MTR were the following:

- To assess the relevancy and appropriateness of the project approaches and interventions in terms of the project's positions, structure, implementation arrangements and adequacy in contributing to achieve the key results in line with the Theory of Change.
- To ascertain the effectiveness and efficiency of the project support provided to federal, provincial, and local governments in enhancing the capacities of Justice Sector Actors in achieving the key results of the project, its outcome and outputs.
- To measure the coherence and results orientation towards sustainability and impact of the project intervention, including synergies with other UNDP supported programme/projects, UN integration and Development Partner's coordination efforts for implementation of Governance, Human Rights, Rule of Law and Access to Justice.
- To review and assess the risks and opportunities, document key learnings and good practices; and recommend potential approaches for more enhanced Access to Justice for the marginalized and vulnerable communities.
- To assess the project's contribution on promoting human rights, and mainstreaming gender equality and social inclusion through the Gender result effectiveness scale (GRES) methodology.

### 3.3 MTR criteria

As per the ToR, the MTR followed the OECD-DAC's revised evaluation criteria (relevance, coherence, efficiency, effectiveness, impact and sustainability) as well as four additional cross-cutting criteria - (i) Gender Equality and Social Inclusion, (ii) Anti-corruption and Accountability, (iii) Climate Change and Environment and (iv) Human Rights Based approach.

### 3.4 MTR questions

As per the ToR, the MTR team was asked to consider a number of key questions shaped around the OECD-DAC evaluation criteria and the additional cross-cutting themes. The key MTR questions were assessed by the MTR team as being appropriate to guide the MTR. These key questions are included at Annex I. In addition, the MTR team developed a number of sub-questions and all questions have been synthesized into an MTR matrix (see Annex II), which guided the MTR team and provided an analytical framework for conducting the MTR. The MTR matrix sets out the relevant MTR criteria, key questions and sub-questions, data sources, data collection methods/tools, indicators/success standards and methods for data analysis. The MTR matrix was divided into each of the six MTR criteria – relevance, coherence, effectiveness, efficiency, impact and sustainability, with the addition of the four cross-cutting themes mainstreamed throughout. Within the effectiveness criteria, each of the project's three outputs and their performance indicators were individually scrutinised, for which the MTR team have designed additional questions.

## 4. MTR approach and methodology

The main reference for the MTR methodology is the OECD/DAC Evaluation Criteria<sup>33</sup> as well as the UN Evaluation Group (UNEG) Norms and Standards.<sup>34</sup> The MTR also adheres to the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>35</sup> and UNDP's updated Evaluation Guidelines (2021).<sup>36</sup> Furthermore, the MTR is designed to be gender-responsive, follow a human-rights based approach, and reflect a utilisation-focused approach. These approaches are elaborated further below. The MTR will be both summative in terms of analysing the results of the first half of the project implementation as well as formative in terms of providing forward-looking and actionable recommendations to guide the remaining implementation period as well as any potential follow-on and expansion of the project. As guided by the ERG, the emphasis will be on the formative aspects.

### 4.1 Evaluability Analysis

The MTR team undertook a rapid evaluability assessment, looking at the project's ToC together with its results and resources framework and the project documentation that is available. The MTR team assesses that the ToC and Results Framework are clear, with clearly and appropriately worded output statements, together with well-articulated indicators, baselines and targets. The contribution of the outputs towards higher level results contained in the UNDP Country Programme Document 2023 -2027, the UNDP Strategic plan 2022 – 2025 and the UNDP Global Rule of Law Strategy 2021 – 2024 are clear. Document availability is also assessed as very good. All relevant project documentation has been shared with the MTR team. Regular annual and quarterly progress reports are comprehensive and available for all years and contain relevant and updated data, which is disaggregated where appropriate. In addition, the MTR team has been provided with the annual work plans and relevant financial information. Overall, this means that from documentary sources alone, triangulation is potentially possible. The conclusion from the evaluability analysis was that the evaluability of the project is very good.

### 4.2 Cross-cutting Themes – (i) Gender Equality and Social Inclusion, (ii) Anti-corruption and Accountability, (iii) Climate Change and Environment and (iv) Human Rights Based approach.

In addition to the OECD/DAC evaluation criteria, the MTR team were asked to analyse four cross-cutting themes – (i) Gender Equality and Social Inclusion, (ii) Anti-corruption and Accountability, (iii) Climate Change and Environment and (iv) Human Rights Based approach.

To respond to this and as per the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation, gender equality and the human rights based approach aspects were integrated into both the MTR scope and methodology and incorporated into the MTR matrix and MTR questions. This allowed the MTR team to assess how the project contributes towards gender quality and diversity and inclusion, for example through affecting gender and power relations and structural causes of inequalities. The MTR also analysed how the project has affected men and women differently. In addition to being participatory and inclusive, the MTR team's approach was based on the principles of gender equality. All data gathered was disaggregated to the largest extent possible (gender, age, disability status, ethnicity etc.) and efforts were made for positive sampling

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<sup>33</sup> Organisation for Economic Cooperation and Development / Development Assistance Committee (OECD/DAC), Network on Development Evaluation, Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use, 2019, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

<sup>34</sup> <http://www.unevaluation.org/document/download/2787>

<sup>35</sup> <http://www.uneval.org/document/download/1294>

<sup>36</sup> [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)

in terms of ensuring a minimum of 30% women representation during the key informant interviews and joint group discussions. To the extent possible, the MTR team assessed gender equality and the human rights-based approach using an intersectionality lens, looking at gender, age, disability status, ethnicity and other intersectional elements that may be relevant.

The MTR team adopted a two-pronged approach towards gender equality/social inclusion and the HRBA as a means of analysing the cross-cutting themes.

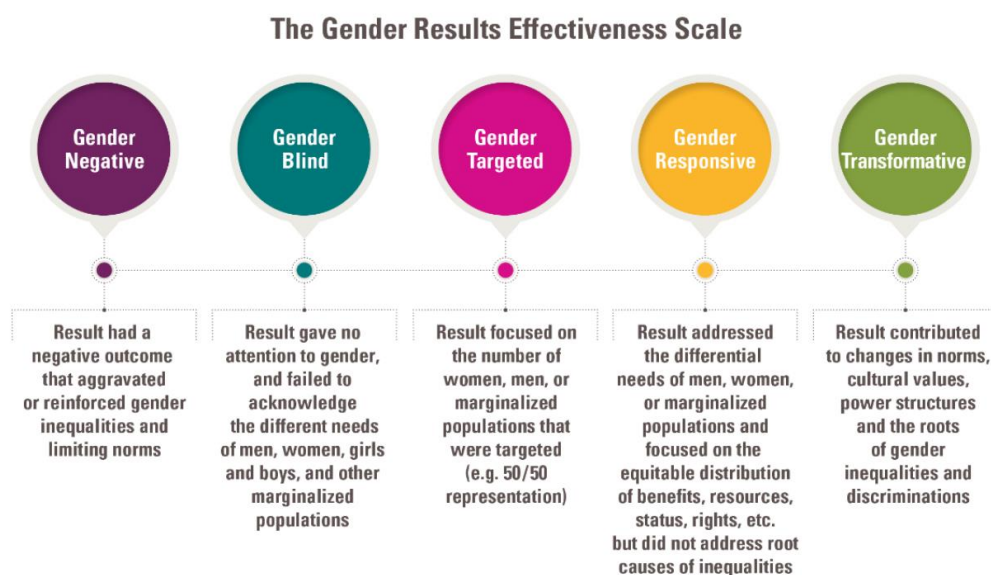
The first ensured that the MTR was gender responsive and inclusive, and efforts were made to promote:

- **Gender Equality/Social Inclusion and Human Rights (GESI/HR)** throughout the MTR scope of analysis and the MTR criteria. This ensured that questions were designed to be gender responsive and that GESI/HR – i.e. intersectionality related data was collected at all stages of the MTR.
- **A gender equality and social inclusion responsive methodology** to ensure appropriate methods and tools that reflect gender and inclusion sensitivity. This promoted the employment of a mixed methods approach and the collection of disaggregated data. It also guaranteed that a wide range of data sources and processes were employed, as well as a wide range of stakeholders interviewed, in order to promote diversity, inclusion and representation of all relevant groups in the MTR.
- **MTR findings, conclusions and recommendations reflect a gender equality, social inclusion and HR analysis:** The MTR analysed the effects of the project on human rights and gender equality/social inclusion and ensured that findings include triangulated data and where possible disaggregated data.

The second was to ascertain the extent to which the project and its results were gender responsive and inclusive. This entailed a detailed examination of the following:

The overall design of the A2J PHASE II project and the extent to which it ensured that needs of women, Dalit, person/s with disabilities, LGBTIQI+, the poor and other marginalised groups, in all their diversity, were considered. This included intersectional factors such as ethnicity, disability status, sexual orientation etc. The implementation of the A2J PHASE II project and the extent that it ensured gender sensitivity, inclusion and HRBA in its activities and the promotion of gender equality/social inclusion and HR both from a project management perspective as well as performance.

In conducting the MTR, the MTR team applied the UNDP Independent Evaluation Office's Gender Results Effectiveness Scale (GRES). The aim of the GRES is to deepen the gender lens by providing operational definitions and marking distinctions between different types of results. The GRES will enable the consultant to speak in more granularity about results; for example, is the result primarily focused on counting the number of men or women (gender targeted), or is it truly moving to shifting power and gendered social norms in communities or institutions (gender transformative)? The GRES is provided below.



Source: Adapted from the Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, IEO, UNDP, 2015

Questions relating to climate change and the environment as well as anti-corruption and accountability were mainstreamed throughout the MTR matrix and the data collection tools and instruments.

### 4.3. MTR Design

#### 4.3.1. Overall Approach

The MTR was multi-faceted, and the methodological approach used mixed (qualitative and quantitative) methods, as the best vehicle for meeting the MTR's needs. The MTR team ensured that the MTR was conducted through a participatory and consultative process, which included all relevant national stakeholders and the project beneficiaries. The methodological approach promoted inclusion and participation by employing gender equality/social inclusion and human rights responsive approaches, as detailed above under section 4.2, with a utilisation-focused approach.<sup>37</sup>

#### 4.3.2 Specific Approach

The MTR's principal guide was the project document, in particular the Results Framework containing its logframe and M&E framework, which provided an indication and outline as to the set of questions that the MTR team will ask each stakeholder group. Draft Informant Interview Guides are provided at Annex III. Additional questions are provided in the MTR Matrix.

The MTR team analysed the potential for further outcomes to which the project may contribute in the longer term. A linear approach to the MTR based on the benchmark of results against indicators is insufficient to grasp the nature of the results produced and to identify the key facilitating and constraining factors. The methodological approach selected by the MTR team thus allowed for a non-linear approach, which enabled an evidence-based analysis of the relevance, coherence, efficiency, effectiveness, impact and sustainability of the project's interventions as well as the cross-cutting themes. The MTR also analysed the risk management and documentation of lessons, good practices and innovations.

The non-linear, sequential methodology for conducting the MTR of the project consisted of three main phases:

<sup>37</sup> <https://www.betterevaluation.org/methods-approaches/approaches/utilisation-focused-evaluation>

### Phase 1 – Inception Phase - Desk research, document review and Inception Report

Phase 1 is focused on the desk research, document review and preparation of this Inception Report, including the evaluation matrix and the data collection tools and instruments. The Inception Phase also included conducting the evaluability analysis as presented above under 4.1. The draft Inception Report was submitted to the ERG and the project team for their preliminary validation of the approach and methodology and shared with them for written comments and suggestions. The final version of the Inception Report, addressing all received comments and providing an audit trail, was submitted to UNDP Nepal for final approval, prior to the commencement of the data collection.

### Phase 2 – Data Collection, Analysis and Validation

Phase 2 formed the largest part of the MTR and consisted of the evaluation team conducting the data collection throughout the country. This was undertaken both remotely as well as in person. The evaluation team conducted key informant interviews and joint group discussions with stakeholders as presented as a guide in Annex VI. Adhering to the HRBA, the evaluation team met with both rights holders and duty bearers. Upon conclusion of the data-gathering portion of the MTR, the evaluation team presented the preliminary findings during a debrief to the ERG and UNDP Nepal.

### Phase 3 – Data systematisation, analysis and interpretation of findings, drafting, revision and finalisation

Phase 3 was focused on analysing and validating the data, developing findings, conclusions and forward-looking and actionable recommendations as well as lessons learned and drafting the MTR report. The evaluation team prepared a first draft of the report and submitted it to the ERG and UNDP Nepal for comments. The evaluation team revised the draft MTR Report, addressing all received comments and suggestions and preparing an updated, final version of the MTR Report, together with an audit trail. All comments and suggestions have been addressed.

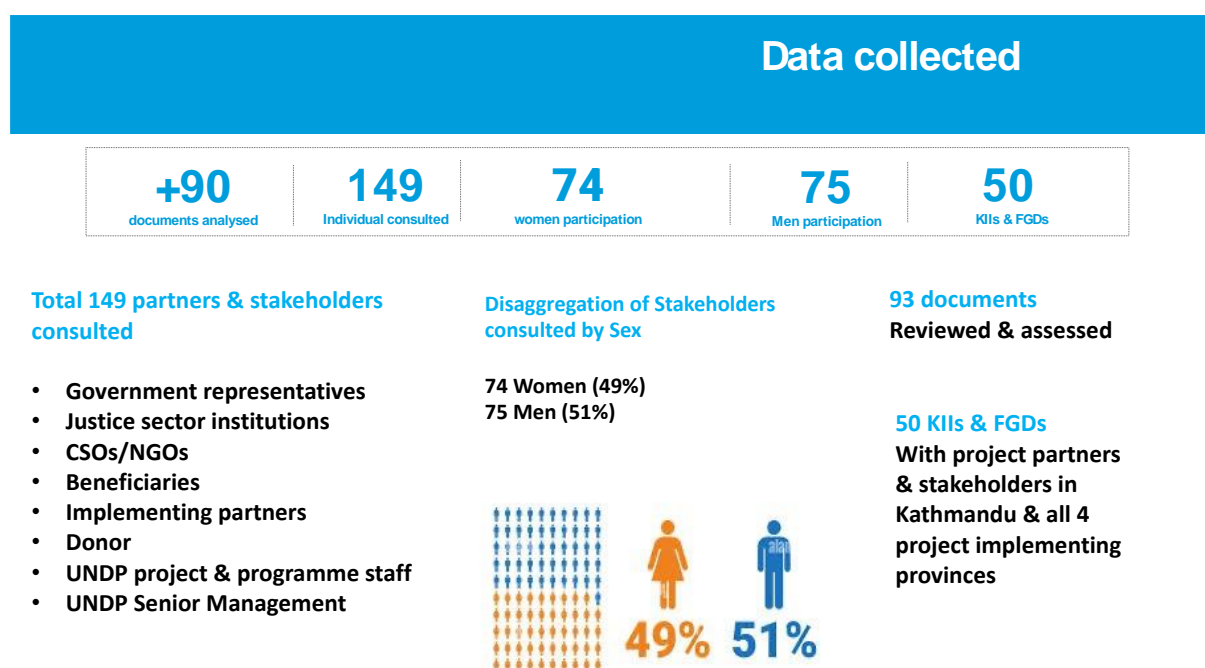
## 4.4 Data collection methods and instruments

A number of different data collection methods and instruments were utilised by the MTR team in order to collect as much primary and secondary, quantitative and qualitative data as possible to ensure the integrity of the MTR. This allowed for the maximum reliability of data and validity of the MTR findings, as well as generated feedback looks and insights to inform future planning.

- (a) **Desk research and document review:** The MTR team conducted a detailed desk research and document review of over 93 documents as part of the inception phase, as well as the project monitoring data. A list of the key documents consulted is provided in Annex VI. This included extraction of all GESI related data from the documents that were shared as well as from the online research. The desk research and document review process remained on-going throughout the MTR to obtain additional information, to validate and verify preliminary findings, and to fact-check and cross-reference data and information. Documentary review findings were recorded using a standardised analytical tool derived from the MTR matrix, questions, and criteria; and triangulated against other data sources to generate robust findings. Data collected from all sources was captured and systematised in a framework according to the key MTR questions. The desk review and document research was triangulated with other data collection methods used in this MTR to answer the MTR questions as specified in the ToR and MTR matrix.

- (b) **Financial Analysis:** A detailed financial analysis was undertaken of the project’s financial reports and related documentation to determine the level of efficiency of the project implementation.
- (c) **KIIs/FGDs with 149 project partners and stakeholders:** 74 women (49%) and 75 men (51%) were consulted during 37 key informant interviews and 13 focus group discussions. The level of involvement of both men and women in the MTR process contributed to the credibility of the MTR and its findings. The qualitative interviews were conducted using interview protocols developed based on the MTR questions (main questions and sub-questions). The interviews were semi-structured, with questions included from the interview guide, but also with enough flexibility to expand the topics of conversation based on the respondent’s knowledge of the project’s activities and the project overall. In all cases, the MTR team treated all information that respondents provided as confidential, in as much as their comments have been reported in such a way that they cannot be traced back to a particular individual. This was intended to foster a frank discussion and to encourage interviewees to provide an accurate assessment of the project.
- (d) **Project monitoring data:** The evaluation team also analysed the project’s monitoring data contained in its progress reports as well as on the project’s M&E dashboard. This data was triangulated and verified to the extent possible through the key informant interviews and focus group discussions.

A summary of the data collection is provided below and a full list of all stakeholders met is included in Annex VI:

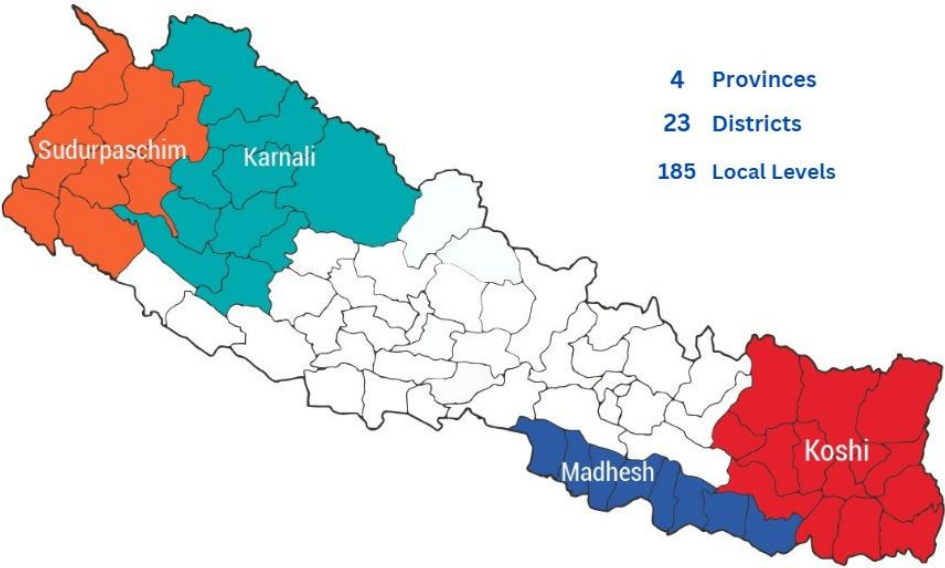


#### 4.5 Sampling Methods for Qualitative and Quantitative Data Collection

The geographical scope of the MTR included the federal level as well as the four provinces in which the project is being implemented - Karnali, Sudurpaschim, Koshi and Madhesh. The MTR team ensured that stakeholders – duty bearers and rights holders - from all geographical locations were included in the data gathering process. This included efforts to ensure the social inclusion responsiveness of the MTR through the inclusion of women, Dalit, person/s with disabilities,

LGBTIQ+, the poor and other vulnerable and marginalised groups. The geographical coverage of the MTR is depicted below:

### Evaluation 's Geographical Coverage



The MTR team used a combination of both purposive and random sampling techniques. For example, purposive sampling techniques were used for the selection of subjects from the federal level and the four provinces where the project activities have been undertaken, to ensure their inclusion and participation in the MTR and data collection processes. Purposive sampling techniques were also used to try to ensure as equal a gender representation as possible, with a minimum of 30% women interviewees, and for participation in the key informant interviews to ensure that the participants are able to actively engage and provide the needed information during the KIIs. Random sampling techniques were applied for participation in the focus group discussions to the extent possible and the MTR team selected a sample that accounted for the following characteristics or factors to ensure the social inclusiveness of the MTR process:

- Sex (with purposive sampling for women);
- Ethnicity/caste;
- Age (with purposive sampling for young people);
- Duty bearer or rights-holder – including geographical location;
- Geographical location – including duty bearer or rights-holder and social inclusion considerations;
- Sensitivity to the inclusion of diversity of participants including socio-economic diversity, disability, sexual orientation, age etc.;
- A balance of different levels and types of engagement with the project.

#### 4.6 Challenges and Limitations of the MTR and Mitigation Responses

The main challenge that faced the MTR team was the need to conduct the data collection in two phases, due to the availability of the MTR team members. This meant that not all team members were present during all of the data collection interviews and focus groups. In order to mitigate this, detailed meeting notes were shared between the team, as well as additional discussions held to share data and information gained and to identify findings and recommendations.



#### 4.7 Data management plan, informed consent and ethical considerations

The MTR adhered to international best practices and standards in evaluation, including the OECD DAC ethical considerations for development evaluations<sup>38</sup> and [UNEG Ethical Guidelines and Code of Conduct](#).<sup>39</sup> In addition, the MTR team signed the UNEG Pledge of Ethical Conduct at the start of the MTR process. All stakeholder information was handled with confidentiality and in accordance with UNDP's Rules on Personal Data Protection. All interview notes were de-identified by the MTR team and all names will be changed into a code. Proper storage of data was essential for ensuring confidentiality and the data protection procedures were adhered to during all stages of the MTR. At the end of the MTR, all notes and data will be destroyed.

The MTR was conducted in an ethical and legal manner, taking into account the well-being of those involved in and affected by the MTR. The MTR was conducted in accordance with professional ethics and standards to minimise risks to MTR participants, including the principle of 'do no harm', and a protocol was in place to ensure that the clearly defined informed consent of all MTR participants is obtained – please see Annex III for the informed consent protocol. All stakeholders were informed that the MTR is being conducted independently and that their participation in the MTR was entirely voluntary as well as being confidential and anonymous.

The MTR team briefly explained the reasons and objectives of the MTR and the scope of the questions. Stakeholders had the right to refuse or to withdraw at any time. The MTR team also ensured respondent privacy and confidentiality, as the disclosure of confidential information may seriously jeopardise the efficiency and credibility of the MTR process.

#### 4.8 Management Arrangements

The MTR was managed by the Evaluation Reference Group, led by the Evaluation Manager from the UNDP Nepal Country Office. The UNDP A2J Phase II project team were closely involved in the planning and execution of all stages of the MTR. The ERG and the A2J Phase II project team were jointly engaged in the planning and reporting stages, including the finalisation of the stakeholder list, the Inception Report, De-brief and presentation of preliminary findings and recommendations, and the Final MTR Report.

#### 4.9 MTR team

The MTR team were selected by UNDP Country Office. The MTR team was comprised of an international consultant and team leader and two national experts, including an access to justice expert and a GESI expert. The team leader has a proven track-record in conducting theory and criteria-based programme/outcome/impact evaluation using participatory and inclusive methodologies; programme development; quantitative and qualitative analysis; Results Based Management including M&E; political economy analysis and theory of change; institutional building and capacity development; international human rights frameworks and standards; gender equality and women's empowerment; human rights based approach and "leave no-one behind." Access to Justice Expert has successfully litigated numerous cases with implication for access to justice and human rights at the Supreme Court and high courts of Nepal and is an experienced researcher on human rights, access to justice, rule of law, and accountability issues.

The GESI expert is a women lawyer serving legal service and activist has been fighting for protection and promotion of women's human rights, gender equality, social justice and SRHR through filing public interest litigation, advocacy, socio-legal awareness and conducting socio-legal research since more than two decades. She has experience working as a lead consultant for the evaluation of numerous programmes for UNDP, government, and CSOs.

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<sup>38</sup> <https://www.oecd.org/development/evaluation/qualitystandards.pdf>

<sup>39</sup> United Nations Evaluation Group (UNEG), UNEG Ethical Guidelines for Evaluation- UNEGFN/CoC , 2008.

#### 4.10. Resource requirements

The MTR was conducted largely in person and was complemented by online virtual consultations as and when necessary. The MTR team relied on UNDP A2J Phase II project team to finalise the list of stakeholders as well as to liaise and coordinate the meeting schedules both virtually and in-person. The project team organised all logistical requirements (travel, transportation etc.) necessary for conducting the in-person data collection for the MTR.

### 5. Analytical Framework

In order to analyse the collected data, the following analytical methods were applied by the MTR team:

#### *Contribution Analysis*

In the complex development context in Nepal, it was difficult for the MTR to attribute the observed results *solely* to the project. This is partly because of the number of stakeholders involved, partly because of other exogenous factors, and partly because of the complex nature of the project itself. For this reason, the MTR team adopted a contribution analysis approach, which does not firmly establish causality but rather sought to achieve a plausible association by analysing the project's ToC and results framework, documenting the project's successes and value added, applying the "before and after" criterion, i.e. what exists now that did not exist before and what has changed since the start of the project, and through considering the counterfactual – what would have happened without the project.

#### *Political Economy Analysis*

A political economy approach recognises the local and regional contexts and the incentives faced by the actors engaged in it, i.e. the internal and external factors that determine success. This helped the MTR team to understand who seeks to gain and lose from the project, as well as to identify who has vested interests and the social and cultural norms that need to be taken into account. Applying political economy analysis helped answer why things are the way they are and helped unpack the enabling environment by understanding the political economy drivers behind rule of law and access to justice in Nepal. A political economy approach also allowed the MTR team to consider the geo-political sensitivities at play in the country and the region and how these might have affected (positively or negatively) the project. This included being cognisant of the political, social and economic changes that have taken place during the project implementation.

#### *Quantitative and Qualitative Data Analysis*

Most of the primary data collection methods (Key Informant interviews and focus group discussions) collected qualitative data. These were analysed using a code structure, aligned to the key MTR questions, sub-questions and indicators. The qualitative data from the primary data collection methods was cross-referenced with other sources such as documents. The quantitative data gathered and produced by the MTR produced descriptive analysis (rather than more complex regressions).

#### *Triangulation*

Triangulation is the process of using multiple data sources, data collection methods, and/or theories to validate research findings. The MTR team used more than one approach (data collection method) to address the MTR questions in order to reduce the risk of bias and increase the chances of detecting errors or anomalies. Wherever possible all data gathered, both qualitatively and quantitatively was triangulated, through cross verification from two or more sources. For interviews, this was done through posing a similar set of questions to multiple interviewees. For the document review it was accomplished through crosschecking data and information from

multiple sources to increase the credibility and validity of the material. The MTR team applied three approaches to triangulation: methods triangulation (checking the consistency of findings generated by different data collection methods); interrogating data where diverging results arise; and analyst triangulation (discussion and validation of findings, allowing for a consistent approach to interpretive analysis).

### *Data Synthesis*

Data synthesis is the process of bringing all the evidence together to synthesize the data and formulate findings and conclusions. Multiple lines of evidence fed into the contribution analysis. An evidence map was utilized to map information obtained from different sources on the same results area and MTR questions, and information collected through interviews and case studies. The MTR team synthesised data in two ways. The first was the process of articulating the key findings and cross-checking the strength of the evidence for each. Based on this, the conclusions were developed and cross-checked for their relevance to the findings.

### *Verification and Validation*

The above steps incorporated verification and validation of evidence during the data collection and data analysis processes. In addition, the MTR team will present the preliminary findings and recommendations at an MTR de-brief held with the ERG and UNDP Nepal and the draft report will be shared widely amongst the ERG, the project team and other key stakeholders, allowing for review and comments. These processes will provide an opportunity to share key findings, offer mutual challenges, and discuss the feasibility of and receptiveness to draft recommendations. It will also provide an important opportunity to foster buy-in to the MTR process particularly for the stakeholders who will have responsibility for implementing recommendations.

## 6. Findings

This chapter presents the analysis and findings of the MTR grouped around each of the MTR criteria and cross-cutting issues and based on the analysis of the qualitative and quantitative data collected. Each of the key MTR questions is answered within the narrative and the analysis and findings are also informed by the guiding questions provided in the ToR and MTR matrix.

### 6.1 Relevance

**Finding 1:** The project is highly relevant to the national and sub-national development priorities of the Government of Nepal, as reflected in its Fifteenth Development Plan 2019/2020 – 2023/2024, as well as sector specific strategic priorities. It is fully aligned with UN and UNDP global and national priorities including UNDP’s Strategic Plan 2022 – 2025, the UN Sustainable Development Cooperation Framework for Nepal 2023 – 2027 and previous UN Development Assistance Framework 2018 – 2022, as well as UNDP’s current and previous Country Programme Documents covering the same period. The project is also relevant for and contributes towards the development priorities of its donor, Norway. Moreover, the project convincingly contributes to Nepal’s progress towards realizing the constitutional promises including in relation to access to justice, inclusion and social justice and achievement of the 2030 Agenda and the Sustainable Development Goals, in particular SDGs 5, 10, 16 and 17.

The Project is highly relevant to and fully aligned with the Government of Nepal’s Fifteenth Development Plan 2019/2020 – 2023/2024, and in particular its vision to create “an independent, impartial, accessible, capable and reliable justice system” and its goal “To maintain a justice regime where the people can enjoy the benefits of the rule of law with an expansion of easy access to law and increase in effective legal aid through an independent and capable justice system, effective prosecution, strong defence, assurance of fundamental rights provided by the

Constitution and protection and promotion of human rights, and the use of information technology in the judicial process.”

In particular, the project is relevant for the Fifteenth Development Plan’s objective 1 - *To ensure justice for everyone by making justice administration fast, agile, impartial, effective, and accountable to the people and the judicial process easy, predictable, accountable, transparent, and information technology-friendly, increase the public trust and belief towards the judiciary and build a just society* – through all three of the project’s outputs. It is relevant for the Fifteenth Development Plan’s Objective 2. *To formulate simple and high-quality laws in accordance with the Constitution of Nepal and the spirit of federalism, and in accordance with the international treaties and conventions in which Nepal is a party to; to ensure that these laws are owned by everyone and to establish everyone’s access to them through protection and promotion of fundamental rights and human rights* – through the project’s outputs 2 and 3. It is relevant for the Fifteenth Development Plan’s Objective 3. *To end impunity by increasing the capacity of the human resource engaged in justice delivery, developing an objective and scientific evidence-based crime investigation, prosecution, and defence system and protecting the victims and the government’s witness and delivering justice to the victims* through the project’s output 2; and it is relevant for the Fifteenth Development Plan’s Objective 4. *To develop the legal education and education system in a quality-based and competitive way at the national and international level in a way that fulfils the needs of society* through the project’s outputs 1 and 3.

The Project corresponds to a number of specific justice sector strategies and priorities including the Third Strategic Plan (2021-2025) of the Office of the Attorney General and the Strategic Plan of the National Bar Association (2020-2024). It also directly or indirectly contributes to fulfilling the National Action Plan on Human Rights (2077/78-2081/82) and Implementation Action Plan of 3rd cycle of UPR recommendations (2021-2025).

The project is also aligned with and contributes towards the development priorities of its donor, Norway, and in particular, its focus on effective, inclusive governance and good management of public resources.<sup>40</sup> It is fully aligned with UN and UNDP global and national priorities including UNDP’s Strategic Plan 2022 – 2025, the UN Strategic Development Cooperation Framework for Nepal 2023 – 2027 and previous UN Development Assistance Framework 2018 – 2022, as well as UNDP’s current and previous Country Programme Documents (CPD) covering the same period. In particular, it contributes towards Outcome 2 of UNDP’s current CPD on governance, federalism, participation and inclusion,<sup>41</sup> which mirrors the current UNSDCF’s strategic priority.<sup>42</sup>

The project convincingly contributes to Nepal’s progress towards achievement of the 2030 Agenda and the Sustainable Development Goals, in particular SDGs 5, 10, 16 and 17. Goal 16, commits Member States to: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” The targets for Goal 16 speak to protecting fundamental freedoms, promoting participation, non-discrimination, and access to justice, and elevating civil and political rights relative to human rights standards. In particular, the project responds to Target 16.3, which obliges states to “Promote the rule of law at the national and international levels and ensure equal access to justice for all.” The project also responds to Goal 10, which commits to “reduce inequality within and among countries” and eliminate discrimination in laws, policies and practices, and Goal 5, which promotes gender equality and the need for empowerment of all women and girls given their disadvantaged roles and discrimination in many societies, including in Nepal. Finally, the project

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<sup>40</sup> <https://www.norway.no/en/nepal/norway-nepal2/development-cooperation/governance/>

<sup>41</sup> <https://www.undp.org/sites/g/files/zskgke326/files/2023-03/undp-np-cpd-2023-2027.pdf>

<sup>42</sup> <https://nepal.un.org/en/257505-united-nations-sustainable-development-cooperation-framework-unsdcf-nepal-2023-2027>

contributes towards SDG 17 – “Strengthen the means of implementation and revitalise the global partnership for sustainable development.”

**Finding 2:** The project is highly relevant to its stakeholders – the justice institutions in Nepal at all levels. The project design process was inclusive and participatory of stakeholders, allowing the project to be tailored to their needs and to the needs of the people of Nepal in general, as well as being nationally driven. The project design was informed by the previous two phases of Access to Justice (1 July 2018 – 31 December 2021) and Strengthening Rule of Law and Human Rights Protection (RoLHR) in Nepal programme (April 2013 to December 2017), providing it with a strong evidence-base for the design of the project’s activities. The project’s Theory of Change was sound and relevant and provided the causal pathway necessary to achieve change. It was underpinned by sound assumptions and informed by risk analysis. However, the Theory of Change has not been tested or validated since the project’s inception.

The project is highly relevant to its stakeholders, primarily the justice institutions in Nepal at all levels. The inclusive and participatory design process of the project ensured that it was tailored to the specific needs of these institutions and the broader needs of the Nepalese population. This national orientation and alignment with local needs significantly enhanced the project’s relevance and effectiveness.

The design of the Access to Justice Project Phase II responded directly to specific requests from the Government of Nepal and its implementing partners. Extensive discussions and consultations with various justice institutions, including the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA), the Office of the Attorney General (OAG), the Nepal Bar Association (NBA), and the National Judicial Academy (NJA), played a critical role in shaping the project. This collaborative approach ensured that the project was not only needs-based but also nationally driven, fostering a strong sense of ownership among the stakeholders.

The project design was informed by the previous phases of UNDP’s justice programming in Nepal, specifically Access to Justice Phase I and its predecessor, the Rule of Law and Human Rights project. By building on the results and lessons learned from these earlier phases, the project was equipped with a robust evidence base for the design of its activities. This continuity allowed for the incorporation of successful strategies to achieve the project’s results. The final MTR of the A2J I project further informed the design of A2J II, with its recommendations being carefully integrated into the new project document.

The Theory of Change (ToC) for A2J II was underpinned by a comprehensive situation analysis and the achievements of A2J I. It articulated a vision where all individuals in Nepal can access both formal and informal justice systems that comply with national and international standards, have access to effective and quality legal aid services, are aware of their rights, and actively participate in judicial governance and civic life. The final evaluation of A2J I confirmed that the preconditions and assumptions outlined in the project’s ToC were crucial for achieving the desired outcomes and remained valid at the time of drafting A2J II. This ensured that the project had a coherent and realistic pathway towards achieving its goals.

However, it is essential to recognize that the Theory of Change is a dynamic framework that should be regularly revisited, tested, and fine-tuned to reflect the evolving realities on the ground. This iterative process ensures that the ToC remains relevant and effective as a guiding strategy to achieve the desired change. At the time of conducting the MTR, a review of the project’s ToC has not been undertaken.

Finding 3: Most importantly, through adhering to the human rights-based approach, the project is highly relevant to its beneficiaries, that is women, men, youth, religious and ethnic minorities, Dalit, person/s with disabilities, LGBTIQ+ and other rights holders that may be at heightened risk of vulnerability and marginalisation in Nepal. The project's objectives, outputs, corresponding activities, monitoring framework and programme modality were highly aligned with the national context and the government's commitment to advancing access to justice for women, Dalits, the poor, Persons with Disabilities, gender and sexual minorities, and other disadvantaged groups. However, the project is currently being implemented in four of Nepal's seven provinces, potentially spreading it too thin and impacting its ability to address the growing needs of the people in a quality manner.

The project contributes significantly to upholding the fundamental rights enshrined in the Constitution of 2015, the implementation of the National Gender Equality Policy of 2021, national development priorities, judicial precedents set by the Supreme Court of Nepal, the Integrated Legal Aid Policy of 2019 (adopted on 30 December 2019), the Legal Aid Act of 1997, and the Legal Aid Regulation of 1998. The project is also relevant to CEDAW Recommendation 31, 12 critical areas of BPFA and the strategies outlined by the UN (UNDP's Gender Equality Strategy (2022-2025) aiming to accelerate gender equality throughout the world.

The design of A2J II explicitly acknowledges and addresses the diverse and complex needs of various rights holders who are at increased risk of vulnerability and marginalisation in Nepal. These groups often face significant barriers to accessing justice, including discrimination, socio-economic disadvantages, and limited awareness of their rights. By targeting these populations, the project aims to dismantle systemic barriers and promote equitable access to justice for all. For women, the project focuses on issues such as gender-based violence, legal representation, and empowerment including through legal literacy. By facilitating access to justice for women, the project aims to address the deeply rooted gender inequalities and ensure that women can exercise their rights and participate fully in society. Youth in Nepal represent a critical demographic that is often underrepresented in the justice system. The project engages young people through awareness programmes, clinical legal education, and opportunities to participate in judicial governance through legal internship programmes as part of affirmative legal education programme, which is the Project's flagship programme. This not only empowers youth but also fosters a new generation of informed and active citizens who can advocate for justice and equality. Similarly, it indirectly contributes to creating a pool of technical legal human resources necessary for the effective justice and rule of law functions of local and provincial governments.

It is well documented that religious and ethnic minorities in Nepal face unique challenges, including discrimination and marginalization.<sup>43</sup> The project's inclusive approach ensures that these groups receive targeted legal and non-legal support to navigate the justice system, thereby promoting social cohesion and protecting minority rights. Dalits are a primary focus of the project. The project works to eliminate the deeply entrenched caste-based discrimination and provides Dalits with the necessary legal tools and support to claim their rights and seek justice. Similarly, A2J II incorporates specific measures to ensure that person/s with disabilities, can access legal services and support, thereby upholding their rights and promoting their inclusion in the justice system. By focusing on the unique challenges faced by LGBTIQ+ individuals, the project strives to create a more inclusive and just society.

The high level of interest and engagement in the project's activities among these diverse beneficiary groups is a clear indication of the project's relevance and the critical need it addresses.

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<sup>43</sup> See for example <https://minorityrights.org/country/nepal/>

The enthusiasm and participation of these groups reflect the project's success in resonating with their needs and aspirations. It also highlights the trust and confidence that these communities place in the project to advocate for their rights and provide tangible support in their pursuit of justice. By fostering inclusivity and actively engaging these groups, A2J II not only meets their immediate needs but also contributes to the broader goal of building a more equitable and just society.

The project is currently being implemented in four of Nepal's seven provinces, which raises concerns about potentially spreading resources too thin to address the growing needs of the people in a quality manner. While expanding the project's reach is essential to ensure broader access to justice, it also presents significant challenges related to resource allocation, management, and effectiveness. That said, some activities do extend their reach throughout all provinces. For example, interventions with the NBA through its District Bar Chapters provides reach beyond the project's four districts.

Implementing the project across four provinces—each with its unique demographic, socio-economic, and cultural contexts—requires substantial resources and coordination. The diverse needs and challenges across these regions necessitate a tailored approach, which can strain the project's resources. Ensuring that each province receives adequate attention and support for a substantive period of time without compromising the quality of services can be challenging.

## 6.2 Coherence

**Finding 4:** The Project has made efforts to achieve a reasonable level of both internal and external coherence. Within UNDP, the project has made efforts to identify synergies and avoid overlap with UNDP's Technical Assistance support of the Provincial and Local Governance Support Programme (PLGSP), with the EU Support to Inclusive Federalism (EUSIF), NHRC's Strategic Plan Support Project (SPSP) and with the Parliamentary Support Project (PSP), aided by its Field Offices, who play a big role in ensuring coherence at the local level. Externally, but within the UN system, the project has partnered with UN Women on behavioural change communication methodologies, although opportunities to partner with other UN Agencies have not consistently been explored. Externally, the project conducts regular consultations with the other actors involved in justice sector reform in Nepal, principally USAID and the UK's Foreign and Commonwealth Development Office (FCDO). Gender Equality and Social Inclusion (GESI) considerations were integrated throughout the project, spanning its outcomes, outputs, and activities, by all implementing agencies, thereby ensuring a cohesive approach.

The project has made significant efforts to achieve a reasonable level of both internal and external coherence, ensuring its activities are well-aligned and synergistic within UNDP as well as outside. These efforts are crucial for maximizing the project's impact and avoiding redundancy.

Within UNDP, the project has actively sought to identify synergies and avoid overlap with other key initiatives. This has included coordination with UNDP's flagship Provincial and Local Governance Support Programme (PLGSP), the EU Support to Inclusive Federalism (EUSIF), and the Parliamentary Support Project (PSP). These programmes share common goals of strengthening federalism and governance and promoting inclusive development, and the project has leveraged these connections to enhance coherence. By seeking to align with PLGSP, the project has ensured that efforts to improve access to justice are integrated with broader governance reforms at the provincial and local levels particularly in implementation of the Accountability component (Grievance Handling Mechanism) This is discussed further under Finding 13 below. This alignment helps create a more comprehensive approach to governance and justice. In particular, the project has sought to avoid overlap with regards to both project's support to the Judicial

Committees and local governance units, for example on legislative drafting. UNDP's EUSIF project is developing a One-Stop-Shop model, which will include 32 public services, including free legal aid. While there is coordination at the local level, there are opportunities to coordinate further on this initiative, to ensure that justice sector reforms are consistent with the broader goals of inclusive federalism. The project's collaboration with PSP has strengthened its legislative support components, ensuring that legal reforms are backed by strong parliamentary engagement and capacity building. UNDP Field Offices play a big role in ensuring coherence at the local level. Through the field offices, all projects meet on a quarterly basis and share knowledge, lessons learned, experiences, challenges, discuss priorities and plan activities. The field offices facilitate coordination and communication among various UNDP initiatives, helping to streamline activities and enhance their impact.

Externally, but within the UN system, the project has partnered with UN Women, particularly on Judicial Committees as well as on behavioural change methodologies. This partnership has been instrumental in addressing gender-based issues and promoting gender equality within the justice sector. This partnership is discussed further under finding 7. The project invites UNFPA and UN Women to its project board meetings and has coordination at the operational level, however, opportunities to partner further, including with other UN Agencies, have not always been consistently explored. Expanding collaborations with additional UN entities could provide further synergies and enhance the project's impact.

UNDP conducts regular consultations with other key actors involved in justice sector reform in Nepal, primarily USAID and the UK's Foreign, Commonwealth & Development Office (FCDO). These consultations help coordinate efforts and avoid duplication, ensuring that resources are used effectively. Regular engagement with USAID helps align the project's activities with broader U.S. support for justice sector reforms in Nepal, facilitating coordinated efforts and shared learning. Collaboration with FCDO ensures that the project benefits from the UK's expertise and resources in justice reform, enhancing the overall effectiveness of the initiatives. Again, opportunities to collaborate could be further explored.

Gender Equality and Social Inclusion (GESI) considerations were integrated throughout the project, spanning its outcomes, outputs, and activities, by all implementing agencies, thereby ensuring a cohesive approach. All stakeholders affirmed the necessity and relevance of addressing GESI issues and reducing violence from a gender perspective. While attempts were made to address gender alongside other intersecting factors as part of the commitment to leave no one behind, broader efforts in this regard could have been pursued.

Overall, the project has made commendable efforts to achieve internal and external coherence. However, there remains significant potential to further enhance these efforts by exploring additional partnerships, strengthening multilateral coordination, and leveraging local insights. These steps would help maximize the project's impact and ensure the efficient use of resources in addressing justice sector challenges in Nepal.

### 6.3 Effectiveness

This section analyses the effectiveness of the project and is broken down by each of its three outcomes. While it does not analyse all of the project's activities, it uses certain activities and results to evidence the findings.

**Finding 5: The project's approaches have been instrumental in strengthening the enabling environment for free legal aid service in Nepal. This has included through the development of an Integrated Legal Aid reporting and monitoring application and software, the institutionalisation**



and expansion of Pro bono legal aid services and the introduction of an innovative grievance handling mechanism, which not only provides legal information and resolves community grievances, but also increases the transparency and accountability of grievance resolution processes. However, the draft Integrated Legal Aid Bill has still to be enacted in line with the Integrated Legal Aid Policy of 2019, preventing the project from fully achieving its goals and the provision of integrated legal aid services is still not fully understood to be part of the local and provincial level service provision.

Under output 1, the project aims that legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice. The project's approaches have been instrumental in strengthening the enabling environment for free legal aid in Nepal. Through various innovative strategies and mechanisms, the project has made significant strides towards improving access to legal aid services, enhancing transparency, and fostering accountability in the justice system. However, the absence of an Integrated Legal Aid Act aligned with the Integrated Legal Aid Policy of 2019, remains a significant barrier to fully realizing these goals.

One of the project's key achievements is the development and launching of an Integrated Legal Aid Reporting software and mobile application. The software was launched in Q1 of 2024 and has been rolled out by the CLAC. It is envisaged that it will facilitate efficient case management and tracking, ensuring that legal aid services are delivered promptly and effectively. It will also allow for better coordination among legal aid providers and helps avoid duplication of efforts, in particular, between the MoLJPA and Nepal's Supreme Court. The system will ultimately systematically collect data on legal aid cases, enabling the analysis of trends and identification of gaps in service delivery. This data-driven approach will help Nepal's justice sector institutions in making informed decisions and policy adjustments for UNDP and Government of Nepal. In addition to developing the software and launching it, the project has consulted 359 legal aid providers (including 79 women) on the integrated legal aid reporting software and provided relevant IT support to the Central Legal Aid Committee. During the remainder of 2024, the project plans to capacitate the legal aid providers on the use of the system and its full functionality.

During A2J II, the project has also focused on the institutionalization and expansion of pro bono legal services, which are critical for ensuring that marginalized and vulnerable populations have access to legal advice, consultation and representation. Efforts have been made to foster a culture of pro bono work among legal professionals in Nepal including through formulating and enforcing standalone pro bono guidelines of the Nepal Bar Association. This includes advocacy, training, and creating incentives for lawyers to participate in pro bono activities. The MTR was informed that the Nepal Bar Association now has a roster of 883 lawyers (122 women) under NBA are listed on the roster to provide Pro bono legal aid services in 55 Bar units. This includes 55 of the 90 NBA units which is annually renewed. However, this represents only 12% of the 12,000 licenced and practising lawyers in Nepal (this is tentative figure estimated by NBA), who are registered, by Law, with the NBA, showing that further awareness and advocacy is required. NBA needs to come up with a long-term system of Pro-bono legal aid roster instead of having an annual renewal system so that Pro-bono work can be continued without delay.

Another significant innovation introduced by the project is the grievance handling mechanism, which serves multiple functions. The mechanism provides the community with a structured process for resolving community grievances related to public service delivery, ensuring that issues are addressed in a timely and fair manner. This helps in reducing conflicts and promoting social cohesion. By making the grievance resolution process more transparent and accountable, the mechanism builds trust in the justice system. It ensures that grievances are handled impartially and

that the outcomes are communicated clearly to the community. To date, the grievance handling mechanism has been piloted in two provinces – Karnali and Dhangadhi Sub-metropolitan in Surdurpaschim province. The mechanism has proved to be highly successful with 864 grievances recorded in Karnali (52% resolved) and 468 in Dhangadhi with 42% resolved. The types of complaints received include domestic violence, provision of services, personal injury, road related issues etc. The project has complemented the system development with outreach at the community level. A project survey conducted showed that 3,572 people – 54% women – were aware of the grievance handling mechanism, evidencing the impact of this outreach. The mechanism appears worth replicating in other provinces as well. As one stakeholder from a Judicial Committee commented:

“People can now access resolution mechanisms and they feel comfortable with us and they don’t need a lawyer. There has not been any customer satisfaction survey of the grievance handling mechanism, but there have been no appeals, which indicates the level of customer satisfaction.”

However, despite the project’s efforts, the adoption of the Integrated Legal Aid Act is still pending adoption, which has challenged the achievement of the project’s results. Without a new Legal Aid Act, the institutionalization and standardization of legal aid services in line with the Integrated Legal Aid Policy remain incomplete. This affects the consistency and reliability of services across different provinces. A new, integrated Legal Aid Act would establish clear statutory guidance and regulations governing the provision of legal aid, including eligibility criteria, service standards, and oversight mechanisms. The absence of such an Act also impacts on long-term funding. Furthermore, the provision of legal aid is still not fully understood to be part of the local and provincial level service provision, such as health and education, but more of an “add-on”.

However, amid uncertainty regarding the federal Legal Aid Act and in alignment with the Integrated Legal Aid Policy, Koshi OCMCP, supported by the Project, has initiated discussions among governmental stakeholders. These discussions aim to enact a separate provincial Legal Aid Act, which would mandate the provincial government to establish arrangements for legal aid service delivery within the province.

**Finding 6:** The project has achieved considerable results in terms of strengthening the justice sector actors to provide effective legal and judicial remedies. Successful approaches have included through strengthening the normative framework, improving the criminal and civil justice system, for example, through strengthened mechanisms for victim and witness protection, standardising Nepal’s reporting for human rights treaties and supporting the adoption and implementation of a National Action Plan on Business and Human Rights. The project has also secured remarkable achievements in strengthening the capacities of the Judicial Committees including through imparting trainings and supporting the development of formats and templates, thereby bringing justice closer to the people at the municipal level and de-centralising access to justice within the Federal structures. Nevertheless, except the circulation of a model legal framework developed by MOLJPA and MOFAGA, there is still no specific legislative framework to fully standardise the JCs and to institutionalise their processes and procedures and capacities regarding legislative drafting remain weak, with no indicators in place to measure or monitor subsequent implementation of the Laws in particular in relation to economic, social and cultural rights. Further, successes with the Office of Attorney General (OAG) have not always been fully aligned with the A2J II prodoc and have not always been specifically linked to the project’s GESI aspects and the project has had only limited engagement with the Supreme Court to the extent of e-court and cause list automation training.

Significant support has been provided to the OCMCM at the provincial level, enhancing their capacities in legislative drafting and governance. This includes training members of Judicial Committees and Local Government Legislation Committees, enabling them to draft laws tailored to their community needs, such as those related to health, social protection, and education. The project has covered five districts of Karnali Province with law drafting initiatives, providing training to local legislation committee members. The MTR team was informed that the knowledge they earned through the training impacted positively on quality drafting of local laws. This has led to a demand for such training from other districts, indicating the project's success and relevance. The inclusion of legislative drafting in policy and program budgets at the local level demonstrates institutional commitment and sustainability. A Master's Training Programme and training of trainers (ToT) for seven local officials have created a cadre of trainers who were subsequently engaged in imparting such trainings and can now independently provide training to others. This initiative has ensured uniformity in standards and procedures across Judicial Committees, enhancing their operational efficiency. As one beneficiary of the training commented:

“The capacities in terms of legislative drafting at the local level are very low. The project has supported in strengthening this, allowing us to develop laws based on our community needs. We are trying to integrate this training into our policy and programme budget.”

The project has integrated an outreach officer into the OCMCM, who has been sensitized through the project on law and justice issues. This integration has enhanced the understanding of community needs and demands, improving coordination and the development of standardized templates and formats. However, overall capacities on legislative drafting remain low and processes remain unstandardised for different reasons including the lack of adequate technical legal capacity at sub-national level. Further, there are no indicators in place to measure or monitor implementation of the Laws, especially in relation to ESCR related laws, once drafted and adopted.

The project has introduced and strengthened mechanisms for victim and witness protection, ensuring that vulnerable individuals can participate in the justice process without fear of retaliation. While data on the exact number of beneficiaries is still being collected from the Legal Aid coordinators, this is crucial for fostering a safe and supportive environment for victims and witnesses, thereby enhancing the credibility and effectiveness of the justice system. The project envisaged providing support to the establishment of forensic laboratories in each of the provinces. As part of this process, the Project conducted a study through the OAG on the need of Forensic Laboratory in the provinces in 2023. The study revealed that the Government is prioritising the establishment and operation of forensic laboratories in the provinces and allocating budget. The study identified that a new forensic laboratory is to be established only in Gandaki province where the project is not being implemented. As a result, the Project has dropped this activity in order to avoid the duplication with the government's own intervention.

The project has made significant strides in standardizing Nepal's reporting for human rights treaties. This standardization contributes towards ensuring that Nepal meets its international obligations more efficiently and transparently, promoting a culture of accountability and respect for human rights. Supporting the adoption of a National Action Plan on Business and Human Rights has been a key achievement. This plan provides a comprehensive framework for ensuring that businesses operate in a manner that respects human rights, contributing to a more just and equitable economic environment.

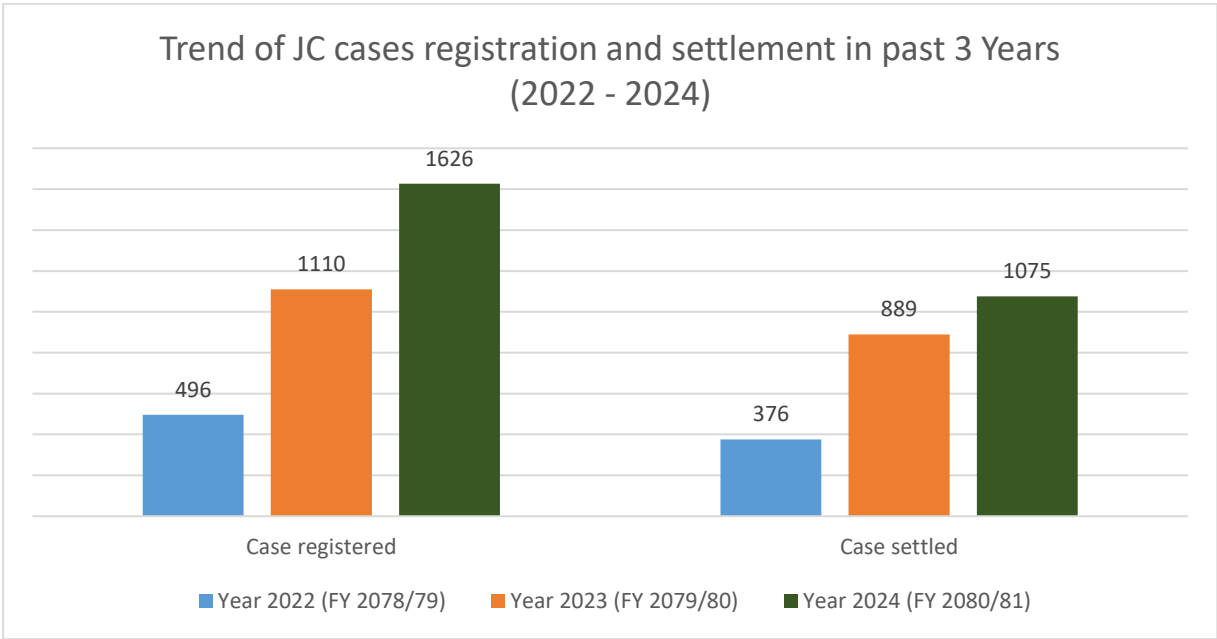
As the data and evidence collected by the MTR team through the review of 93 documents and meetings with 149 of the project's beneficiaries and stakeholders shows, the project has achieved remarkable success in strengthening the capacities of Judicial Committees (JCs), which are pivotal

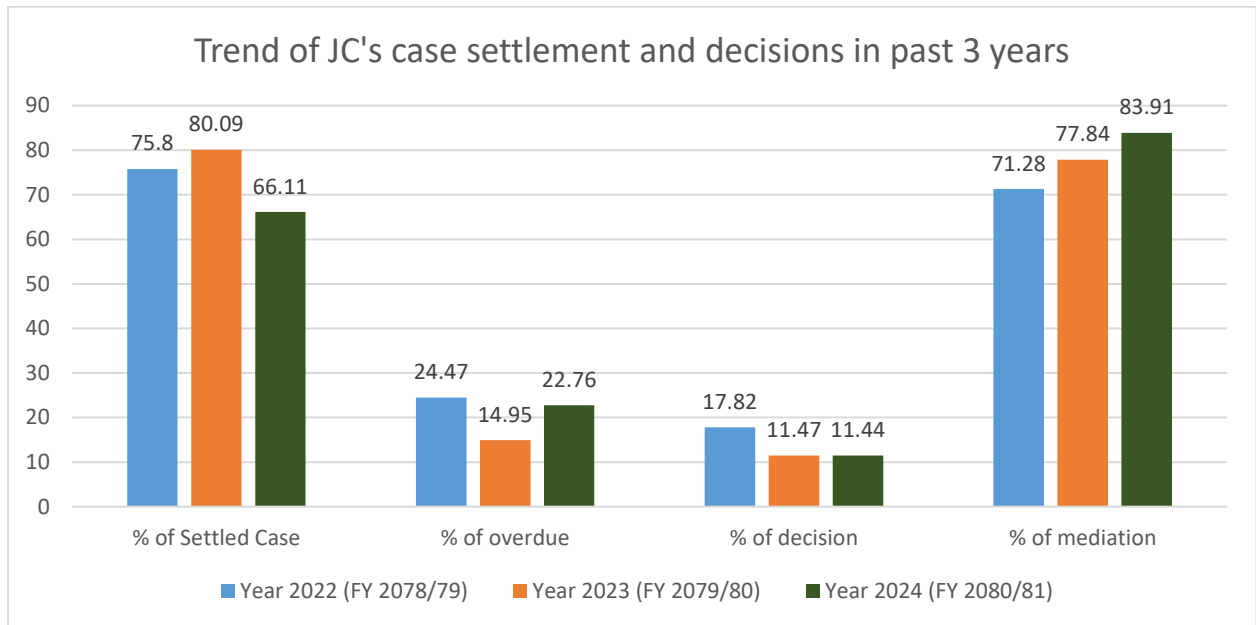
in bringing justice closer to the people at the municipal level. Training and capacity-building efforts have enabled JCs to effectively mediate and resolve disputes, significantly reducing the burden on higher courts and fostering local resolution of conflicts. The project has seen significant improvements in the capacities of Judicial Committees between phases I and II, with a high demand for continued capacity building. An Integrated Training Manual has been developed to ensure alignment and consistency across JCs, and assessments indicate a high success rate in mediation and decision-making.

In the past 3 years, a total of 3,232 cases have been registered and out of them 2340 (72.34%) cases have been settled. The detailed data shows that out of total settled cases, 11.97% were done through decisions whereas 79.55 percent were done through mediation. This indicates the impact of JC training resulting in a high volume of cases being mediated at the local level. A further breakdown also shows, increase in case registration in the past 3 years. The year 2023 noted high percentage of settlement (80.09 %) and increase in mediation by 83.91 percent in year 2024. This further shows how the Judicial Committee are being empowered to address the disputes at the local level. Most cases handled by the Judicial Committee were on wages, land disputes, financial transactions and family disputes.

	Case registered	Case settled
Year 2022 (FY 2078/79)	496	376
Year 2023 (FY 2079/80)	1110	889
Year 2024 (FY 2080/81)	1626	1075
<b>Total</b>	<b>3232</b>	<b>2340</b>

	% of Settled Case	% of overdue	% of decision	% of mediation
Year 2022 (FY 2078/79)	<b>75.8</b>	<b>24.47</b>	<b>17.82</b>	<b>71.28</b>
Year 2023 (FY 2079/80)	80.09	14.95	11.47	77.84
Year 2024 (FY 2080/81)	<b>66.11</b>	<b>22.76</b>	<b>11.44</b>	<b>83.91</b>





The project is reviewing the jurisdiction of JCs and supporting the drafting of the Provincial Public Services Bill, which will provide for a lawyer in each JC, further enhancing their capacity to deliver justice. Some JCs have become models, for example the Judicial Committee in Gurans, attracting other Judicial Committees to learn from their experience. Similarly, with the project support, Ram Dhuni Municipality in Koshi Province has also put efforts to make the judicial committee well-managed and well equip with a resource centre. The project has built trust between communities and JCs, evidenced, anecdotally, by increased budget allocations and community recognition of JCs' roles. As one judicial committee stakeholder commented and as verified by the community members met with:

“We see an increase in trust between the communities and the institutions and a decrease in fear as well as an increase in the confidence in and among service providers. We feel like we are trusted by both sides now.”

The project provided significant support in terms of capacity building, including on legislative drafting and training, as well as ensuring that the JCs have clarity in their mandate, processes and operational reality. As one judicial committee stakeholder informed:

“We had nothing when we started – we started from zero. The project supported us with (refurbishing) premises, training, development of rules and procedures, legislative drafting etc.”

This has led to the JCs being recognised and prioritised for local leadership, both by the OCMCM as well as by beneficiaries. The establishment of ward mediation centres together with rosters of mediators, within the JCs and the development of legal framework governing mediation have further strengthened local dispute resolution mechanisms, handling a variety of disputes efficiently. The project has supported the development of a list of mediators and subsequently provided orientation training and the development of a mediation manual. Mediation provided

through the JCs has proved to be particularly successful. Project data shows that from 18 districts<sup>44</sup> where the Project is working shows that there were 3710 disputes such as land, Gender Based violence, irrigation canal, wages, labour etc registered in the judicial committee and 54.7 percent settled. Out of the settled disputes, 80 percent were settled through Mediation (in 2022, the dispute settled through Mediation was 66.67 percent).<sup>45</sup> Such as been the success of the ward mediation centres, that the local governments are now allocating specific budget for mediation. The impact has also been substantial.

The success of the mediation and dispute resolution services provided by the Judicial Committees is also evidenced by the number of appeals arising from the decisions of the JC to the District Court. As the MTR was informed by a Judicial Committee member in one District:

“We have considerably raised awareness and more and more people are using our service. We have about 50-60 cases per month. We do not measure the level of satisfaction with the service, but no case has been referred to the District Court, which indicates that the people are satisfied.”

Overall, the project has also secured remarkable achievements in strengthening the capacities of the Judicial Committees, thereby bringing justice closer to the people at the municipal level and de-centralising access to justice within the Federal structures. However, except the formulation and circulation of the Model law on JC by the federal government, there is still no specific legislative framework or Law in place to fully standardise the JCs and to institutionalise their processes and procedures. While there is no general law to maintain uniform standardization, a few local governments, such as Gurans Rural Municipality, have enacted their own local laws to provide procedures for the Judicial Committee. However, while principally all local bodies have the mandate to develop their own law on JCs, there is a need to standardise these, which can only be done through the provinces.

Together with the Office of the Attorney General, the project is conducting a comprehensive review of the criminal justice system, expected to provide recommendations for further reforms. The inclusive process involves judges, prosecutors, police, investigators and CSOs, ensuring broad-based input and buy-in. The project has supported the OAG to develop an e-attorney system, which has connected 77 district attorney offices through an online system, which has streamlined operations and enhanced efficiency. As one stakeholder commented:

“Through the e-attorney system, we are distributing IT modules to attorneys, we are able to do research and collect data, prepare drafts of cases, draft appeals etc. This is considerably saving us time and making us more efficient.”

Other digital solutions have included connecting the Supreme Court with the OAG in order to share the cause list. The cause list is now distributed among seven prisons throughout Nepal, allowing detainees to immediately have access to information regarding their cases.

<sup>44</sup> Surkhet, Dailekh, Jajarkot Rukum West, Dolpa, Salyan, Humla, Mugu (Karnali Province), Parsa, Mahottari, Rautahat, Siraha (Madesh Province), Darchula and Doti (Sudurpaschim province)

<sup>45</sup> Annual Project Progress Report – 1 January 2023 – 31 December 2023, Access to Justice II, UNDP Nepal, February 2024,

The project has supported the development of the OAG's Strategic Plan 2022-2026 and the creation of a comprehensive Prosecutor Manual, standardizing practices and enhancing the capacity of prosecutors. The establishment of victim protection centres in the District Court in Kathmandu as well as in four other districts further underscores the project's commitment to protecting vulnerable individuals. These centres provided a safe environment for victims to report their grievances and fostered a sense of security and trust in the legal system. However, the activities conducted with the OAG have not always been fully aligned with the A2J II prodoc and have not always been specifically linked to the project's GESI aspects.

During A2J II, the project has partnered with the Supreme Court, albeit in a currently limited way. The project has provided hardware and training for 150 employees to support the development and roll-out of the Supreme Court's automated case allocation system, building trust and accountability. The system is working well and has linked the Supreme Court with the High Court. In addition, the system enables GESI sensitive cases, particularly of women and people from remote areas to attend their hearings online. This is both cost- and time- efficient and gender-sensitive. There are ambitions to extend the system further to include all District Courts in Nepal. As one stakeholder from the Supreme Court informed:

“The automated case allocation system builds trust and accountability and transparency and is saving us time.”

While the support provided through the project to the Supreme Court is both relevant and needed, and contributes towards enhanced transparency and accountability, further alignment with the goals of the project, could have been explored. In addition to the hardware and software support, the project engages with the Supreme Court through dialogues and discussions on legal aid.

*Finding 7: The project has made considerable efforts to empower people, both service providers and rights holders, and in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other rights holders who are at heightened risk of marginalization and vulnerability, through the introduction of a number of cost-effective, scalable models at the local level. This included legal empowerment and civic awareness activities, innovative outreach activities, as well as affirmative legal education. In addition, the project undertook a number of research to provide an evidence base for further programming and piloted an innovative behavioural change communication methodology, together with UN Women. These efforts have raised awareness amongst the people of their rights and empowered them with the knowledge and confidence of how and where to access them, as well as strengthening the capacities of service providers to serve the people.*

Under output 3, the project has achieved results at the local level through the introduction, piloting and testing of a number of cost-effective, scalable models. This has included innovative efforts on outreach to empower rights holders who are at heightened risk of vulnerability and/or marginalisation. For example, in partnership with local level CSOs, the project has directly reached over 50,000 people (54,125 people - 31,791 women) through legal awareness programmes, which have made community more aware on legal issues and provided necessary assistance to people in particular women, Dalit and other marginalized communities. Through these awareness events the Project reaches out with the marginalized community members like Musahar, Dalit, Janajati, Raute, Madhesi, Muslim and Haliya. In total, the Project conducted 937 awareness events on legal awareness covering issues of women and marginalized such as domestic violence, Caste based discrimination and untouchability, free legal aid, child marriage, substance abuse, polygamy, vital even registration and rights of children and person/s with disabilities. These events have reached

out to a total of 78,570 people (46,910 women) empowering them in various legal and justice issues.

Complex issues were discussed regarding citizenship, vital registration, divorce, sexual and gender-based violence. As one beneficiary during a FGD shared:

“I had 4 children without birth certificates and through the project I was able to obtain these documents and my children can continue with their education.”

Reportedly, the mass awareness programmes introduced through the project, for example, street drama, legal aid exhibition (*mela*) and digital programmes such as radio programmes and social media interventions have reached a wider population of over 200,000 people indirectly. The legal awareness campaigns were conducted through community based and school-based programmes on gender-based violence, harmful practices such as child marriage, polygamy, drugs abuse and vital registration. These events were targeted to empower the community with legal insight, shed light on the legal consequences of domestic and other forms of violence, discrimination to help community promote equitable and just social values.

Complementary to this, the project has also initiated legal dialogues among the municipality and ward stakeholders and community helped ward officials to gain insights on the issues of injustices prevalent in the community. These dialogues included representatives from the District Bar Association, the High Court Bar Association, the police, District Court Judges, Chief District Officer, local CSOs and locally elected officials and as such, provide a forum to connect and coordinate, as well as identify local level challenges and find solutions. As one participant informed:

“Some of the hidden problems were exposed, for example child marriage and polygamy and there is now an increasing trend of approaching the Judicial Committees to address these issues.”

This was confirmed by the Judicial Committee in the province.

A2J II has continued with the previous projects’ excellent internship programme, which started in 2014. The interns are placed in the local communities throughout the four implementing provinces and work with local communities, local governments, attorney offices, district police offices, District Legal Aid Centres etc. in very remote area. Such as been the success of this initiative that 2 out of 320 of the total interns over the last 10 years are already High Court Judges. Both of these are indigenous peoples, and one is a woman. Other participants in the previous rounds of internship programme are placed in the Bar Association, including one woman who is Vice President of the NBA, as well as in courts. The selection criteria for inclusion in the internship programme include GESI related criteria, and in the current intake of interns, one of the interns is a person with disabilities.

The project has partnered with three universities (Purbanchal University, Far-West University and Mid-West University) in a Community (Clinical) Legal education programme, which, according to the 93 documents reviewed and 149 stakeholders and beneficiaries consulted, has had considerable success in addressing discrimination and injustice in society, raising awareness within the community and developing student’s professionalism, practical experience and



awareness of societal issues. The interns are able to bridge the gap between the communities and judicial institutions, therefore bringing justice closer to the people. As evaluated by those who participated in the programme, one of the key advantages of the programme is the practical knowledge students acquire. They gain invaluable hands-on experience, effectively bridging the gap between theoretical legal education and real-world application. This local-level workplace exposure significantly enhances their understanding of legal practices and community issues.

Additionally, the programme is instrumental in skill development. Students hone essential skills in handling difficult situations and navigating complex environments. This experience fosters resilience and bolsters their problem-solving abilities, crucial for their future legal careers.

As one participant in the CLE programme informed:

“Through the project I have developed my capacities and have learned about the issues the communities and people are facing. It has given me practical knowledge to combine and put into practice my theoretical knowledge. It links me, justice and the community.”

Selection criteria for placement in the internship programme are also related to GESI criteria. By including interns from remote, vulnerable and marginalised communities, the project is also impacting the communities at large. As one participant in the CLE programme commented:

“I am from a marginalised community and my community doesn’t know about justice so I was able to raise their awareness.”

However, the CLE is not without challenges. Coordination issues between universities, Judicial Committees, and local governments, as well as inadequate prior communication with local authorities, led to misunderstandings about students' roles and responsibilities. This often resulted in non-cooperation and reluctance from local representatives.

Project data shows that out of 199 interns, 119 were Women, 10 Dalit and 2 person/s with disabilities, reflecting the diversity and social inclusion of the project’s activities. The programme has been very welcomed by the Ward Committees and Judicial Committees, who have tried to facilitate it where possible, for example, through transportation. As one of ward committee member said:

“The internship programme was very useful to us. The interns provided speedy justice and this reduced our workload.”

Some of the interns were requested by the Ward Committees to continue their work beyond the internship programme, for which they were remunerated, which also evidences the value of the internship programme to the local authorities.

Through a Project Cooperation Agreement, the project partnered with UN Women to train 60 women from 11 Grassroots Women Organisations on addressing gender and social discrimination through reflective dialogue. This included the development of a Behavioural Change

Communication Tool, consisting of a manual and guidelines, which was tested and piloted in Karnali province, with a view to its subsequent roll-out to all four of the project’s implementing provinces. The training lasted two days and was targeted at local government officials, police, including those based on women desks and court officials. Subsequently, these activities have been continued by the Grassroots Women Organisations, who became advocates for social change through the training they received, resulting in some municipalities allocating resources to continue with the behavioural change outreach campaigns. For example, the MTR team were informed that the Deputy Mayor of Bhajani Municipality allocated NPRs. 200,000 to carry out an awareness programme to address caste-based discrimination.

A total of 231 government and nongovernment stakeholders including justice sectoral actors (90 women) were capacitated through this training. The participants included Mayor and Deputy Mayor, all Ward Chairs, members of JC, representatives of District court, District Administration Office, Office of District Attorney, Nepal Police Office, District Bar Unit, District Legal Aid Officer, Court Paid Lawyer, Representatives of Civil Society Organizations, District Journalist Federation, religious and community leaders and Vice chair and Members of Judicial committee of Bhageshwor Rural Municipality. Reportedly, the participants reflected that this training has changed their mindset, motivation and reflected on their speech and personal behaviour. Government officials made a commitment to change behaviour to provide public-friendly service and documentation processes. The ward Chairs committed to develop plans and activities that would deliver service home to home of community people.

The Project engaged with campaigns on behaviour changes of duty bearer on gender equity and women empowerment. For example, reportedly, the Project marked the Caste based Discrimination and Untouchability Abolition Day bringing together the representative from MoLJPA, Courts, Office of Attorney General, Nepal Police, National Human Rights Commission and National Dalit Commission and human rights activists working to fight against caste-based discrimination and untouchability assessed the implementation status ‘Caste Based Discrimination and Untouchability (Offence and Punishment) Act, (2011). Similarly, the Project also conducted policy dialogues on ensuring Dalit rights through formulation of Dalit empowerment act, caste-based discrimination and untouchability laws in Provinces (Madesh, Karnali and Sudurpaschim). Such dialogues assessed the situation of case-based discrimination, needs of Provincial Government’s action points to implement laws, intervene to eradicate such discrimination at local level. After the policy dialogues the Ministry of Law Justice and Parliamentary Affairs committed to proceed with internal homework to amend the existing law to make it more victim friendly. Since these recommendations have not yet been implemented, it is too premature for the MTR team to assess the impact of these activities.

Stakeholders confirmed the utility of the Behavioural Change initiative, which was implemented at very low cost (US\$45,000) but with potentially high impact, as detailed above. As one of the beneficiaries of the behavioural change training informed:

“The project activities with regards to behavioural changes amongst the individual and society created a social movement and social progress.”

### 6.4 Efficiency

Finding 8: The project has a well capacitated staff who have built trust between the project and its stakeholders. The level of technical expertise provided through the project is both well regarded and highly valued. The project has embedded a sophisticated system of monitoring, evaluation and

learning to strengthen its efficiency, which could be used to increase visibility of the project’s results. Overall, the project has a very high delivery rate, evidencing a realistic budget based on a sound assessment of partners’ needs. The project has been implemented in a lean and cost-efficient manner, offering good value for money for the results it has achieved. The efficiency of the project was validated through annual level audits and spot-checks. When assessed against achievement of its targets, the project has already met one of its outcome indicators and three of its output indicators, with the remaining outcome indicator and 10 output indicators being largely on-track.

The project has a well capacitated staff, ably led by its National Project Manager, who have built trust between the project and its stakeholders, in particular in the project’s ability to provide technical expertise, to convene stakeholders and providing linkages to anchor results in the justice system. The activities are supported by project staff at the field office level, who are able to coordinate and ensure progress at the local level.

Since, A2J I, the project has considerably upgraded its system of M&E and now has dedicated M&E capacity within the project’s staffing structure. This capacity is sufficient at the project level to both improve and conducted the project’s M&E. M&E is captured through a project bi or M&E dashboard,<sup>46</sup> which provides updated, disaggregated data of the project’s results and coverage. This data can be disaggregated by province, district, implementing organisation and activity type. Since 2024, the project is collecting disaggregated data on gender, person/s with disabilities, ethnicity and youth. Data is provided from CSO partners who are collecting data from the Judicial Committees, as well as from interns who are collecting data and from data shared by the DLACs and CLACs regarding free legal aid. The data is used to not only track the project’s progress, but also to inform decision-making and course correct if and where necessary.

The M&E data collected through the project is also reflected in its quarterly and annual progress reports, making the project very much data driven. This includes capturing of lessons learned. The A2J II project document includes a detailed M&E framework, which aligns with UNDP’s programming policies and procedures. This includes tracking results progress; monitoring and managing risk; learning and analysis from lessons learned; annual project quality assurance; annual project progress reports; bi-annual project reviews by the project board; an impact assessment of the previous phase of A2J and its predecessor RoL project; and a mid-term and final evaluation. Project documentation shows that all of these processes have been and are being adhered to, with the exception of the impact assessment, which has not been conducted.

The Project Executive Board (PEB) is the entity responsible for making key decisions on the project implementation, to ensure that the Project remains relevant and responsive through changing circumstances. The PEB is responsible for:

- Directing and guiding the National Project Director;
- Reviewing activities and any impending issues;
- Approving work-plans, budget, and risk log;
- Approving project revisions based on changes in the situation.

The MTR team were provided with the minutes from PEB meetings held on 17/1/2022, 27/1/2023; 1/9/2023 and in addition the team leader presented a summary of findings and recommendations during the PEB meeting held on 4/7/2024. The minutes include detailed decisions/actions points, as well as identifying who is responsible for their implementation and fulfilment. An update is

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<https://app.powerbi.com/view?r=eyJrIjoiMmMwYzRmNzMtMTliOC00NjRmLWI3NTUtYTMzZTI4NDY2YzA0IiwidCI6IjQwZDEyOTBmLTRiY2ItNGE1Ni1iNDE1LTA3MmNmNzBiNjc4ZCI9ImMiOjEwfwQ%3D%3D>

provided at the subsequent PEB of what actions have been taken and what the results are. In this way, the PEB fulfils its monitoring responsibilities.

The project has introduced a number of low cost – high impact activities, including those under output 3, and overall is providing good value for money versus the results it has achieved. For example, the behavioural change initiative was developed at a cost of US\$45,000. Not only has it already provided good impact, as detailed above under Finding 7, but it is also a scalable model that can be easily replicated. The project’s delivery has remained consistently high, at 97% for both 2022 and 2023, indicating a realistic budget based on the needs of the project’s stakeholders. The efficiency of the project was confirmed through 2 national audits conducted in 2022 and 2023 as well as UNDP spot-check audit conducted in 2023. However, the project still remains largely unfunded beyond 2024, which is impacting its longer-term efficiency as well as its sustainability prospects (see further below under Finding 11). Details of the project’s expenditure and minimal discrepancies to date are provided below:

### 02: The fund received and balance status 31 Dec 2023

Donor	Equivalent received Amount (USD)	Total Expenditure by End Dec 2023	Balance for 2024
NORWAY (10503)	3,579,378.66	2,686,089.19	893,289.47
Funding Window (00182)	143,425.00	143,425.00	-
UNDP-TRAC (00012)	117,755.66	117,755.66	-
ACII (00346)	337,183.83	334,413.88	2,769.95
<b>Total</b>	<b>4,177,743.15</b>	<b>3,281,683.73</b>	<b>896,059.42</b>

### 03: Note to exchange Loss/Norwegian funding

Description	UNDP Exchg. rate	Commitment/ Disbursement	Equivalent Amount
Project document (Nov 2021)	1 USD = 8.34700 NOK	NOK 36,360,000.00	<b>USD 4,356,056.07</b>
First installment in Dec 2021	1 USD = <b>9.13848 NOK</b>	NOK 10,075,000.00	USD 1,102,480.94
Second installment in October 2023 (Sep 2023)	1USD = <b>10.40906 NOK</b>	NOK 12,000,000.00	USD 1,152,841.85
3rd installment in Oct 2023 (July 2023)	1USD = <b>10.78882 NOK</b>	NOK 14,285,000.00	USD 1,324,055.83
<b>Equivalent USD amount received as of 31 Dec 2023</b>			<b>USD 3,579,378.62</b>
<b>Exchange loss (2021 to 2023)</b>			<b>(USD 776,677.45)</b>

03. Financial delivery status during 2022-2023			
Year	Budget	Expenditure	Delivery %
2022	1,299,839.00	1,257,262.00	97%
2023	1,708,059.15	1,665,045.49	97%

B. Partners Delivery Status 2022					
S.N	Implementing Partner	Agreement Budget Amount (NPR)	Total of Fund Disb. (A)	Total Exp. Amt (B)	Remarks/ Delivery %
1	Letter of Agreement (LOA: NBA, OAG, NLC, PU, FWU, MWU, NJA)	22,474,725.00	22,218,074.25	22,218,074.25	99%
2	Low-Value Grant (LVG: 8 CSOs)	33,367,237.20	33,253,720.51	33,253,720.51	100%
	Total Amount	55,841,962.20	55,471,794.76	55,471,794.76	99%
B. Partners Delivery Status 2023					
S.N	Implementing Partner	Agreement Budget Amount (NPR)	Total of Fund Disb. (A)	Total Exp. Amt (B)	Remarks/ Delivery %
1	Letter of Agreement (LOA: NBA, OAG, NLC, PU, FWU, MWU, NJA)	22,474,725.00	22,218,074.25	22,218,074.25	99%
2	Low-Value Grant (LVG: 8 CSOs)	33,367,237.20	33,253,720.51	33,253,720.51	100%
	Total Amount	55,841,962.20	55,471,794.76	55,471,794.76	99%

When the project's efficiency is assessed against its indicators, at the mid-term point of project implementation, the project has achieved solid progress. It has already met one of its two outcome level indicators, with the second being on-track to be met by the end of the project implementation period. Of its five indicators under output 1, three are on-track, one will be assessed in 2024 and one is currently under-achieved. Under output 2, the project has met or surpassed 2/5 of its indicators, two have not yet been met and the remaining will be assessed in 2024. Under output 3, the achievement of one of the project's indicators at the mid-term point evidence the project's successes under this output. The remaining two indicators are also very close to being met already at this mid-term point. An assessment of the project's progress towards its indicators is provided at Annex VII.

**Finding 9:** The project has developed an efficient risk management system and risks are monitored on a quarterly basis. In addition, the project undertook a comprehensive Social and Environmental Standards Screening at the start of the project and has adhered to these standards throughout its implementation.

The project document details the project's comprehensive approach to identifying, monitoring and managing risks that may threaten the achievement of the project's results. Risks identified included political instability, delays in adoption of the draft Integrated Legal Aid Bill, transfer of government officials, limited capacities and resource constraints and lack of political will. In its progress report, the project provides an update on the risks and the mitigation measures adopted to address these. In addition, risks and challenges are presented and discussed at the PEB meetings.

At the start of the project implementation, a detailed Social and Environmental Screening was undertaken. This included integrating programming principles to strengthen social and environmental sustainability and identifying and managing social and environmental risks. The

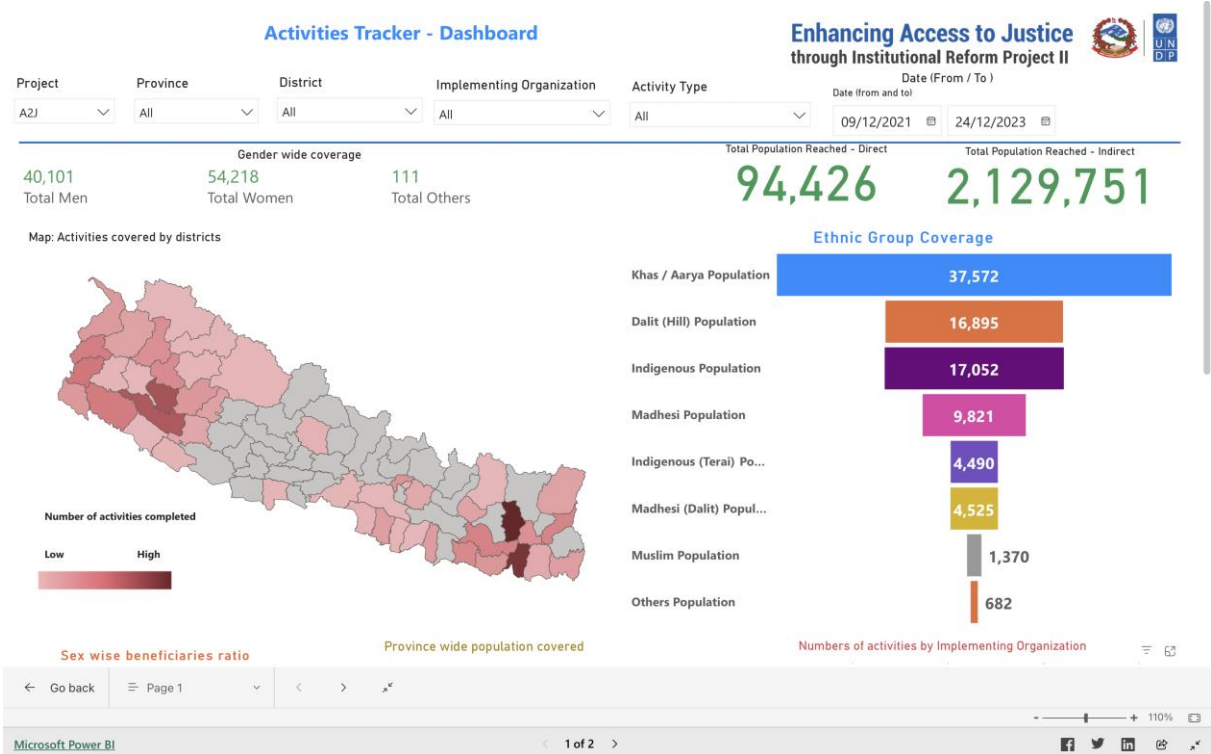
Screening did not highlight any particular risks associated with the project and the Screening has been converted to an online tool, which is reviewed and updated on a quarterly basis.

### 6.5 Impact

This section assesses the impact of the A2J II project, examining the significant changes that have resulted from the intervention at the individual, community, and institutional levels. This analysis uses specific activities and outcomes to evidence the broad impacts of the project, informed by qualitative and quantitative data collected throughout the MTR period.

**Finding 10:** It is challenging at the mid-term point of a project to fully assess its impact, in particular in the absence of any impact-related indicators in the project’s results framework. That said, there is clear quantitative evidence of the impact the project is having, as well as anecdotal qualitative evidence, in terms of changes in behaviour and mindset amongst both duty bearers and rights holders. In addition, the project is conducting impact assessments to measure the impact of the project’s results.

While it is challenging to measure the impact of a project at its mid-term point, there is strong evidence – both quantitative and qualitative – of the impact of the project. Quantitatively, the project has indirectly reached over 2 million people through its activities, as well as nearly 100,000 directly. Out of this, the Community (Clinical) Legal Education has reached the highest number of population (17,266 people – 9,955 women) with legal awareness by mobilizing law students for legal outreach. The overall data is depicted below and is GESI disaggregated.



Source: Screenshot, A2J II project Bi, 10/06/2024

The project is very data driven, aided by its system of M&E and there is considerable data, which indicates the impact of the project. For example, 4,352 justice sector actors (991 Women - 22.77%), have been trained on Judicial administration, criminal justice system and service delivery; 97 SoP/ Guidelines/ Protocols have been developed including GESI and adopted, including local level laws (29 laws/ 42 procedures and 19 guidelines/ 5 Policies/ 1 Directive and 1 Regulation). Complete data is presented in Annex VII.

The project also undertakes impact monitoring of a number of its activities. Reportedly, during the Impact monitoring with the Partners, the Judiciary has reported efficient work performance due to the Project's Information Technology support. Anecdotally, the Office of Attorney General shared with the Project that the Project's IT support has been very useful to reduce the workload, although precise data on the reduction of hours is not available. After the Laptop support, OAG officials can prepare their case details anywhere at their convenience without having to wait until they reach the office. This impact was verified and confirmed by OAG stakeholders during the MTR. Similarly, the impact monitoring by the Project has shown improvements in the Judicial Committee's performance and justice approach by making it more institutional and record keeping more organized, and this was also confirmed by the MTR.

Another key area, which has potential for high impact has been through the project's support to the Central Law Library in Kathmandu, which serves as a vital resource centre for legal professionals, students, and the public seeking access to legal knowledge and resources. The Project support increased the accessibility on digital legal resources through its innovation and digitization intervention. The support has potential for long-term impact in improved legal research and user-friendly digital law library platform allowing people to access a vast collection of e-books, legal journals, and case law archives from any location, making legal knowledge more accessible and inclusive. As one stakeholder from the Central Law Library commented:

“The digitalisation has made the library much more accessible. This is particularly important for students and lawyers from remote areas, who no longer have to come to Kathmandu to study.”

The project appears to have significantly impacted at individual as well as community level by addressing vital registration issues and enhancing access to justice. Awareness-raising programmes effectively informed local authorities about the actual situations in their communities, enabling them to take concrete measures to resolve these problems. In several municipalities, authorities identified individuals facing vital registration issues, facilitated necessary documentation, and resolved these matters, resulting in many people receiving citizenship certificates, enrolling in social security schemes, and experiencing substantial life improvements. A mayor highlighted the project's transformative effect, stating that legal awareness camps revealed the extent of vital registration problems, allowing the resolution of many complex issues and enabling local people to receive social security allowances.

One of the mayors consulted during the mission stated,

"We didn't realize the extent of problems related to vital registration and citizenship in the community until we implemented legal awareness camps. People came and opened up about their problems. It was an eye-opener for us. We managed to address many complicated issues, including citizenship problems. After resolving these issues, some local people got enrolled in the social security scheme and started receiving the social security allowance. This has been greatly satisfying for us. We learned through this process that there is much to do to make our society just and fair."

Stakeholders evaluated the project positively, noting its significant role in helping local authorities understand and address community issues. However, they stated that the project's success raised

community expectations, underscoring the necessity for sustained and long-term initiatives to ensure continued support and improvement in access to justice for marginalized communities.

Some additional success stories and case studies, shared by the A2J project team, and which illustrate the impact of the project are provided below:



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*“Pursuing law is not feasible for us being a girl belonging to indigenous ethnic group. For me being enrolled in Law was difficult decision to start with. During this CLE, we met a woman from slum area who was victim of domestic violence for past 15 years from alcoholic husband. She was deprived of legal service because of lack of legal awareness and money. As CLE student, we connected her to Sunsari Bar Association who committed to provide her pro-bono legal aid service. This has given me an insight of how we can contribute to life of indigent people through legal services, and I commit to provide legal aid service on pro bono basis to indigent community.”*

*Binita Rai, CLE Participant, Purwanchal University*

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**Case study: Securing citizenship for a promising future**

Ms. Devi maya sarki, Age 32, resident of Mahalaxmi Municipality, Dhankuta was a single mother of two children. She had financial struggles and was not able to acquire citizenship to her children because she did not have documents as her husband was not with her. During CLE interventions, she heard about the importance of vital event registration. The CLE student helped her to counsel and collect with municipality office who asked her to bring required documents. After this, her both children received citizenship on the basis of proof of absence of her husband. She mentioned that receiving citizenship for her children is more than getting a piece of paper; for her it is a key to unlocking the future and opportunity.

**In Sahid Bhumi Rural municipality, Mr, Ramesh Bantawa Rai (name changed on request of beneficiary), age 50,** was on the verge of leaving his only profession, i.e. agriculture. He used to cultivate oranges, but he suffered heavy financial loss. This resulted in family disputes, children could not go to school and his daughter who was underage got married leading to domestic violence. Upon receiving the information of his problem, ward level mediator supported him to process for poverty identification card. With this he was able to get financial assistance from the planned budget for climate adaptation from the rural municipalities and he could start bee keeping after he received the agricultural subsidy. This way, the issues of families have been addressed with long term approach at local level.



## ***Legal awareness reducing legal ambiguity: A success story from Koshi Province***

*“I have been victim of domestic violence because I had married with own will and did not bring dowry. I have no source of income. I came to know about DLAC and received good support for free of cost. We are poor people and can't even afford daily necessities. But while dealing with case, it is difficult for me to pay the court fees.*

*It would be great support if we can have those fees waived.”*

**Anita Chaudhary (Name Changed), Sunsari, DLAC beneficiary**



Mr. Bhola Bhandari, Resident of Mahottari, had dispute with the neighbor on land border due to tree. He had heard about Judicial committee from local people in the village that JCs handle the cases like this. He shared his experience with JC's justice process, *“I am very happy with the process and even the neighbor with whom I had dispute is happy. If I had to visit court for this case, it would have been long distance and expensive for me and I can't afford to pay. But JCs did field observation and tree branch causing the dispute was cut with understanding from both parties. My case was solved within 3 months of my application”.*

The project had trained JC member from Jaleshorw Municipality on Justice process and documentation of the cases in 2022.



### ***“From Despair to Dignity: Satiya Devi Yadav's Journey to Justice“***

Ms. Sumana Yadav (name changed) (Age 58) from xyz Municipality, Madhesh province was the victim of domestic violence and polygamy. Her husband married second wife when she could not bear children. She could raise voice against violence because she had no legal knowledge and support system.

*“I was trapped in overwhelming situation and was cast out of my home. I was scared to seek justice because I was poor and helpless. When I heard about legal assistance provided at Municipality on 18 June 2023, a legal intern working at the help desk who gave me counselling.” Legal Intern, Ms. Sanju Kumari referred her for psychosocial counselling and emotional support and supported her to file petition in local Judicial Committee”.*

The Judicial committee summoned her family. Finally, the family agreed to take care of Ms. Yadav. Her situation that she once imagined is dark for ever has been changed. She has regained her lost dignity and happiness in her family.

## **6.6 Sustainability**

Finding 11: The project was designed with sustainability in mind and prioritised national ownership, both among duty bearers and rights holders. The project has developed a Sustainability Strategy, although has not, as yet, developed an exit plan. While not all of the project's results have been fully realised and of those that have, not all have been fully embedded, at this mid-term point, there are already some strong sustainability prospects. This includes legislative and policy

interventions, capacity building efforts, networking and coordination efforts, and awareness raising.

The project was designed with sustainability in mind at the outset and all of the project's interventions considered the sustainability aspects in the project document. In particular, the project document prioritised national ownership, both at the level of the institutions as well as at the level of the communities and the people of Nepal. The project has developed a sustainability strategy, which is focused on the policy interventions and institutionalizing the interventions for more sustained impact. This is a good practice, and the project ensures that the Strategy is regularly reviewed and updated. The last updated was from June 2023. As yet, the project has not developed an exit plan.

**Institutional Sustainability** The project has adopted a number of different approaches to strengthen its sustainability prospects. First, is that the project the National Implementation Modality with MOLJPA as the principal implementing agency and the Office of the Attorney General, Nepal Bar Association, Faculty of Law of Universities (Purbanchal University, Mid-West University and Far-West University) and civil society organizations (CSOs) as responsible partners. The NIM modality allows the partners to strengthen their capacity and address their own priority interventions. This also increases ownership over the project results. Secondly, the project is government led and the MoLJPA, as the lead implementing partner, is responsible to ensure achievement of the project's results as outlined in the project document. In the federalized context, the project footprint has been expanded to the provincial level (OCMCM) to encourage the decentralized intervention.

The Project has been strategically investing in institutional capacity development of the government agencies and officials in the area of project's intervention. Out of three outputs, two outputs (output 1 and 2) are dedicated to the capacity development of the justice sector actors. Strategic investment in the policy and institutional reform, capacity development of the institutions and officials, development and rolling out of the standard operating procedures, strengthening reporting, monitoring and supervision system are instrumental for the project sustainability. One of the significant approaches of the project toward the sustainability is the policy dialogues to integrate the project initiatives into the partners' own annual plan and budgeting cycle. The continued policy dialogues help the partners in policy reform to integrate project priorities. This will be possible when the partners develop their strategic plan, endorse policies and laws to include the projects learnings. There are several examples of integrating the projects initiatives into the partner's planning framework, for example: expansion of free legal aid services to all districts, adopting of integrated legal aid policy, allocation of budget to promote legal and access to justice by all tiers, allocation of resources for their capacity building etc.

In order to include the projects initiatives into the partners' own planning and budgeting framework, the Project has strategically supported partners to develop their strategic action plan. When the strategic plans are officially endorsed, this becomes a guiding document for partners planning and budgeting framework. For example, the Office of Attorney General has endorsed its Strategic Plan (2022-2026) that injects strengthened justice sector institutions and increased access to justice through improvements to the criminal justice system including strengthening of victim and witness protection mechanisms. Similarly, NBA has endorsed its Strategic Plan (2021-2024) which envisioned ways to achieve strengthened institutional capacity. The Strategic Plan has prioritised Pro Bono Legal Aid, legal internship for young lawyers, legal aid help desks which are the initiative of the project. Similarly, the Office of Prime Minister and Council of Minister has adopted Post UPR strategic Action plan to implement the UPR recommendations and an online data base system to track the progress to this regard is recently initiated.

**Socio-Political Sustainability** While it is somewhat premature at the mid-way point to assess the sustainability of the project's interventions, and not all of the project's results have been fully realised or embedded, there are already some strong indications of the sustainability of the project's results. For example, the OCMCM Law Secretary, in Madhesh Province made a commitment to support law making for mandatory provision for legal staff/legislative committee at the provincial and local level. To support this, the Project has provided training on law drafting in joint coordination with OCMCM, Madhesh Province. The OCMCM Karnali conducted Organization and Management system assessment and as a result the OCMCM Karnali incorporated the grievance handling unit and dedicated human resources (Grievance handling officer). The Witness protection centre is institutionalized by OAG, which is part of the OAG's strategic plan for improved victim and witness protection policy.

The project adopted a strong sustainability approach in its capacity building programmes, which should lend to the sustainability of these results going forward. For example, the project has trained a pool of master trainings for Capacity building on Legislative Drafting and Judicial Committees. The local level trainings conducted by the province government where these trained trainers were mobilized, ensured the standardisation and consistency. However, these efforts have not yet been fully embedded in the Provincial Training Academy.

Other results which are showing good sustainability prospects include the commitment of the Government of Madhesh Province to develop a GESI Policy of its own with conducting research and ensure to implement, conduct skill development training to Dalit community for capacity enhance and income generation. This arose after the project shared the findings of its study on Accusation of Witchcraft and Behavioural Changes of Concerned Actors in Madhesh Province. In addition, Madhesh Province government committed to continue the "Beti Padhau Beti Bachau" (Educate daughter and save Daughter) and provide scholarship, insurance and conduct preparation classes for Public Service Commission exam.

Other examples where sustainability prospects look strong include the multi-stakeholder criminal justice platform, which the MTR team were informed would continue beyond the lifespan of the project; the Justice Sector Coordination Committee; the provincial and local level networking and coordination introduced by the project; the NBA internship programme; and the legal aid help desks, although these latter two would be at a smaller scale. The technical solutions and tools introduced through the project, such as the OAG's e-attorney system and the SC's automated case allocation system also look likely to continue, with the project advocating to ensure budget allocation from the institutions for on-going maintenance costs.

**Financial Sustainability** There are also indications of the government's commitment to sustaining the project's results. For example, the government's Budget speech 2080/081 has noted the priority of the government to end all kinds of violence, exploitation, discrimination, and misbehaviour against women and conduct social awareness and sensitization activities to make free from harmful practices, customs and superstition. Similarly, the Government has committed to provide quality legal aid services, psycho-socio counselling services to victims of gender-based violence and affected persons and committed to establish a Mangala- Sahana Rehabilitation centre in Suryabinayak Bhaktapur. The budget speech also noted the Government's commitment to enhance the effectiveness of free legal aid services and enhance access to justice. The Strategic Plans that have been adopted as detailed above, are also budgeted, lending to their sustainability prospects.

However, one of the key results of the project has yet to be realised in terms of the adoption of the draft Legal Aid Bill., which is required for the effective implementation of the Integrated Legal Aid Policy. While the GoN has committed on a number of occasions to submit the draft Legal Aid

Bill to parliament, this has still not happened. In addition, there is a need for greater institutionalisation of the project's results, linked to the federalisation process, to ensure standardisation and consistency. For example, while the legislative and policy interventions may be sustainable if implemented, there are no metrics with which to measure the implementation of these laws.

Ensuring the sustainability of the Clinical Legal Education Programme involves several key strategies. Embedding the programme into local university and legal institution curricula can make it a permanent part of legal education. Additionally, formal agreements with local government bodies, judicial committees, and legal entities ensure ongoing cooperation and support, enhancing practical knowledge and skill development for students. The development of detailed handbooks and training materials equips students and educators to handle legal challenges independently, maintaining the program's relevance over time. Establishing a robust monitoring and support system addresses issues proactively, ensuring high standards and student well-being. Financial sustainability can be achieved by securing local government funding and exploring alternative sources such as grants from INGOs/NGOs. Promoting a culture of pro bono legal services encourages experienced lawyers to mentor students and provide voluntary support, fostering civic responsibility and societal justice. These strategies collectively ensure that the program continues to provide valuable practical legal education and contribute to legal empowerment and justice, even without direct project support.

## 6.7 Gender Equality and Social Inclusion

Finding 12 GESI has been a pivotal criterion for measuring access to justice for the project and has been mainstreamed throughout all of its outcomes, outputs and activities. The project's approaches have advanced addressing gender and social inclusion disparities, and the project has made significant contributions to strengthening access to justice for women and other rights holders who are at heightened risk of exclusion. Analysis of the project's Results Framework against the Gender Results Effectiveness scale shows mixed results.

GESI is regarded as a pivotal criterion alongside numerous other indicators for measuring the project's success. The integration of GESI has been deemed crucial at every stage of the project cycle, spanning from its inception to execution. It is noteworthy that, there it is mandatory for all of the project interventions to target the GESI perspective. The project has developed its own GESI strategy and has supported the implementing partners and CSOs to mainstream GESI in all activities. As one of the project's implementing partners commented:

**“The support of this project has helped to institutionalize GESI in the organization. We have framed Anti-Sexual Harassment policy, Child Protection Policy and GESI policy and implemented with the help of the project.”**

The project benefits from a dedicated Gender Equality and Social Inclusion Officer, who is responsible for advising the Project on gender and social inclusion issues and policies, incorporating human rights-based approach in the Project and to make sure the mainstreaming gender and social inclusion in the Project. Budgetary allocations within the project to facilitate access to justice for women, Dalits, Persons with Disabilities, and other marginalized communities, are directly or indirectly linked to advancing gender equality and fostering social inclusion in access to justice. The provinces ( Koshi, Madhesh, Karnali and Sudurpaschim) and

districts selected for project implementation are characterized as disadvantaged regions in terms of gender equality and gender-based violence.

The project's implementation modality, including its approach for collaboration with stakeholders from the federal to local level, has been successful in addressing gender and social disparities and promoting the full participation of women and other marginalized communities to the extent possible, that is important to meet the vision 2030 that no one leave behind. Nepal also has a National Policy for Gender Equality, 2021 which serves as a framework for addressing gender disparities in various sectors such as education, health, employment, and political representation and access to justice.

All three outputs and their corresponding activities of the project are closely aligned with the objective of facilitating access to justice at the local level. This alignment has supported the implementation of the Local Government Operational Act and is in accordance with other general and specific laws related to the provision of free legal aid services. Activities that are training for judicial committee members on their role to increase access to justice for women and other marginalized community, support to establishment of help desk local government to support service seekers and community legal awareness program are most relevant to increase access to justice and empower women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups to claim their rights and participate in judicial governance.<sup>47</sup> Ultimately, the project has made significant contributions at the federal, provincial, and local levels by drafting and reviewing of a total of 59 laws / guidelines/ Standard operating Procedures (SoPs). These efforts have advanced access to justice, promoted gender equality, and addressed other pertinent legal needs.

**Finding 13** The project comprehensively addresses Gender Equality and Social Inclusion issues from both supply and demand-side perspectives. The project was efficient in terms of covering a large number of beneficiaries and collecting gender and other social disaggregated data of each activity to ensure all outputs, planning, and implementation are gender balanced and that the voice of vulnerable people is heard. Reports clearly show that the project is contributing to SDG target 16.3 through providing legal aid services to a large number of rights holders who are at heightened risk of vulnerability. Overall, GESI and inter-sectionalities have been well addressed, however further efforts could be made with regards to engagement with youth, gender and sexual minorities.

The project has successfully addressed GESI from both the supply and demand side perspectives, as evidenced through its result. For example, the project has provided legal aid services to women over the targeted numbers. In total, 31,516 people benefited from the integrated legal aid service by DLAC layers and NBA and CSOs. 56.91% of these were women, which was more than the targeted 55%. Large numbers of community people across the project's areas benefited from mobile legal aid campaigns, citizenship campaigns and community legal awareness programmes. Themes and issues of the programme included dynamics in terms of gender equality, prevention of gender-based violence, case-based discrimination, social evil practice and access to justice. For example, a total of <sup>48</sup> from the Mobile Legal Aid Campaign in Madesh Province and 149 people from the remote village of Madhesh Pradesh benefited from the Citizenship Campaign.

The efficiency of the project and its partners seemed instrumental in raising awareness of 48,900 people (26,648 women) on fundamental rights, child marriage, polygamy and the jurisdiction of JCs. Besides, the project had specific components and interventions related to promoting and institutionalizing GESI, including the GESI perspective Pro Bono Legal Aid SOP, Draft Integrated

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<sup>47</sup> Meeting with Deputy -Meyer and administrative chief, Bardibas Municipality, 10th June, 2024

<sup>48</sup> FGD with CSO and Benefactrices, Madhesh Pradesh, 10th June, 2024

Legal Aid Bill, affirmative legal education programme including new lawyers' internship and law students' scholarship programme.

### Success Story

Ms. A (Changed Name) is 29 year old woman from an economically poor family living in the Padariya 10 Siraha district. She is the mother of two sons and one daughter. She was married at the age of 18. She has never been happy since her marriage. Her husband used to physically and mentally abuse her on a daily basis.

Her three children were born into this misery. Her husband never helped her financially. It was very difficult for her to make a daily living. She was not even allowed to work outside and she was often a hostage at home. In this way she came in contact with Janauthan organization (project's partner organization) who supported her to come out of the house. They helped to connect with the A2J project.

Now she has been working as a social mobilizer. Her self-confidence has increased after she received training on women' legal rights. Now she is independent and separated from her husband. She has raised children simultaneously and has been working happily with the help of the project, Now she has built confidence to approach the court for justice. Without the assistance of the A2J project, she wouldn't have reached this far.

A2J Project Beneficiary, Dhangadhimai Municipality- Siraha

Based on the list of participants involved in various capacity-building programmes, and the roster of experts engaged for different assignments, the programme content, and the developed Information, Communication, and Education (IC) materials, support to women victims of violence through the Mobile Legal Aid Campaign in Madesh Province and Citizenship Campaign to facilitate for providing citizenship who were deprived from getting citizenship from long time, it is evident that meaningful and coherent efforts were made to ensure their relevance in achieving increased access to justice for women, Dalits, Persons with Disabilities, poor, remote people, and other marginalized communities. For example, the Citizenship Campaign resulted in the issuance of citizenship cards to 149 individuals, including women, Dalits, people from geographically remote areas, persons with disabilities, and senior citizens. Due to this, it has become very useful for senior citizens and person/s with disabilities, to come under the scope of social security.

On the supply side, reviewing legal documents such as laws, procedures, and Standard Operating Procedures (SOPs) for Pro Bono service show the GESI focus of these legislative innovations. According to a review of the project's documents, 883 lawyers (122 women) under NBA are listed on the roster of 2023 to provide Pro bono legal aid services in 54 Bar units. 16 lawyers reported cases (partition, alimony, narcotic drugs, domestic violence, rape etc). The NBA reported 69 cases of Pro-bono legal aid services in 2023. The effective role of the project to institutionalize GESI in partner CSOs seemed instrumental, such as support developing GESI policies, Child Protection Policy, and Anti-Sexual Harassment Policy in PARDEPp Nepal, Dhankuta.<sup>49</sup> The establishment of the GBV Elimination Fund and Crime Victim and Witness Protection Centre at the Attorney General's Office, along with the establishment of a Help Desk at the local government, appears to be effective in supporting victims of GBV, person/s with disabilities, and other marginalized groups. The Grievance Handling Mechanism could be considered as example of strengthening access to justice which is placed in Karnali Province and Dhangadhi Sub-metropolitan. According to the data from the Grievance Handling Mechanism, 52% out of 864 grievances in Karnali and 42% out of 468 in Dhangadhi have been resolved and 54% women were aware of the system.<sup>50</sup> As one stakeholder from a rural municipality informed:

<sup>49</sup> KII with members of Executive Board and project's focal person, 12th June, 2024

<sup>50</sup> Project Progress Report....

“The mobile legal aid clinic and community legal awareness programme helped to find many hidden legal problems in the community. Through the project, the municipality became aware that many people are being deprived of citizenship and are being deprived of state services due to the fact that do not have their vital registration documents. With the help of this project, we were able to grant citizenship to many disabled people as well as senior citizens. Due to this, a number of senior citizens and person/s with disabilities could enjoy access to services, including social security provided by the local government. This project is short but sweet and it must continue. The number of cases in the judicial committee has increased compared to before.”

The community legal awareness campaign and Mobile Legal Aid Clinic have proven very effective in increasing access to justice for women and marginalized groups. Seventy-four women, including Dalit women, received legal services, and 149 marginalized individuals, including 17 persons with disabilities, and a 68-year-old woman obtained citizenship cards in Dhangadhimai Municipality of Siraha.<sup>51</sup> Similarly, in Sahidbhumi Rural Municipality, a woman and three persons with disabilities successfully obtained citizenship cards with the project's support. Additionally, 6,000 community members benefited from the community legal awareness programme.<sup>52</sup> Additionally, there has been an increase in the number of cases registered with the Judicial Committees in the target areas of the project.<sup>53</sup> Various informational materials such as developed videos and legal awareness booklets, SOPs supported by the project, it is evident that more gender-responsive and potentially gender-transformative results have been achieved on the demand side. If the Integrated Legal Aid Act enforced, and if corresponding procedures are prepared and implemented at the local level, there is a possibility that access to justice will be significantly strengthened. This could lead to a reduction in discriminatory service delivery practices and the establishment of gender-friendly institutions and service mechanisms/systems.

The capacities of the Judicial Committee members have been enhanced through the training providing by the project, to deal with GESI related cases, resulting in a higher number of cases received and resolved. For example, in Dhangadhimai municipality there has been an increase from 3/4 to 36/37 per month and an increase to 36-44 community people visiting the ward office for complaints in Ramdhuni Municipality for seeking justice; 38 women received free legal aid service and increased vital registration in Shaidbhumi Rural Municipality. Most of the cases were related to GBV, and most of the service seekers were women, Dalits, persons with disabilities, and other marginalized communities.

The coordination and collaboration among the UNDP project, partners, and local governments including local CSOs in the implementation of the project were effective and transparent. In terms of social inclusion, the results of this project are positive; however, it appears that its effectiveness could be improved in addressing the needs of gender and sexual minorities. For example, in 2022, the project supported exclusive legal awareness among people from representatives of LGBTIQ+ through its CSO partner (Youth Advocacy Nepal - YAN). The project had a partnership with YAN to ensure youth engagement and innovative approach to legal awareness through engagement with school and college students. The participation of sexual minorities in various capacity building trainings and in legal awareness campaign can be taken as a positive result of the project with regards to GESI, however further efforts could have been made to increase their participation.

<sup>51</sup> KII with Deputy-Meyer of Dhangadhimai Municipality, Siraha

<sup>52</sup> KII in Padep Nepal, Dhankutta 12th June, 2024

<sup>53</sup> Meeting with Deputy-Meyer of Dhangadhimai Municipality, Siraha, Bardibas Municipality, Ramdhuni Municipality and Sahidbhumi Rural Municipality form 10-12th June, 2024.

### Success Story

I am a sexual Minority. There are about 1000 of us in this Siraha district. Around 250 of us are HIV positive. But both the society and the state have not cared about our identity and needs. But we are happy to be called from time to time by this project.

A2J Project Beneficiary, Dhangadhimai Municipality- Siraha

When the project's Results Framework is assessed against the UN's Gender Results Effectiveness Scale (GRES), there are mixed results. ~~Two of the project's output statements 1 and 3, are assessed as gender targeted, however output 2 is gender blind.~~ At the indicator/results level, four of the project's indicators are gender blind, six are gender responsive and three are gender targeted, although it is noted that the project has clear targets and reporting on sex disaggregated data. The GRES ratings are included at Annex VII. The results are the same if social inclusion is also assessed.

### 6.8 Anti-corruption and Accountability

**Finding 14:** Anti-corruption and accountability have been a key focus area for the project and activities have been conducted and results achieved under both thematic areas. These are seen as emerging issues for the project going forward. Notable results include the introduction of grievance handling mechanisms in Karnali and Surdurpaschim provinces and conducting research on the impact of corruption on marginalised communities in these provinces.

Corruption and accountability have been a key focus of the project as well as cross-cutting issues. Both of these issues are seen as emerging areas in Nepal and the project is already responding to the emerging needs.

For example, the project conducted the "Impact of Corruption among Marginalized People in Karnali and Sudurpashchim Provinces" Study to assess the impact of corruption on marginalised communities at the local level. The Study made a number of recommendations including that the project and development partners introduce urgent measures to break the vicious cycle of corruption and disadvantage. Among them the Project noted the urgent need to develop and implement community-based educational programs informing marginalized groups about their rights and the adverse effects of corruption; Support to simplify and digitize service delivery processes to reduce corruption opportunities; and most importantly Conduct in-depth case studies analysing successful interventions against corruption within the justice sector. The report was shared widely among government, media, CSOs and other relevant stakeholders. Reportedly, the Study was well received by the public and had wider coverage in print and online media.

One initiative that the project has introduced bridges both thematic areas – corruption and environment. The project has introduced into the same provinces a digital grievance handling mechanism, called Hello CM. This has made the service paperless, meaning that it is both less susceptible to corruption as well as more environmentally friendly. In addition, a number of the grievances that have been received and resolved relate to environmental issues such as pollution.

As one stakeholder informed:

**"The system had made it easier for the public to lodge their grievances from their homes and it has promoted accountability of local representatives and sub metropolitan officials. The sub metropolitan resolves the cases under its jurisdiction and refers rest to relevant authorities."**



One of the user beneficiaries of the system commented:

"After having known about the toll-free number of Hello CM at Karnali, I lodged my complaint about waste management. Now, the waste collection vehicle regularly collect the garbage. We even got a follow up call from the Hello CM to confirm if the issue has been resolved."

Project data, as of the end of 2023, shows that of the recorded 864 grievance in Karnali, 52% were resolved and of the 468 in Dhangadhi, 42% were resolved. 3,572 (54% women) people were aware on grievances redressal systems. In addition, OCMCM Karnali province decided to conduct an Organization and Management (ONM) assessment to establish grievance handling unit in 2024. As reported by the project based on the data from the grievance handling mechanism, most of the grievances registered at Karnali are related to drinking water, followed by road/bridge, electricity, community school and relate to local level concerns. Likewise, most of the cases at Namaste Mayor, Dhangadhi have to do with road, followed by environment, education, electricity and waste management. This data is depicted below:

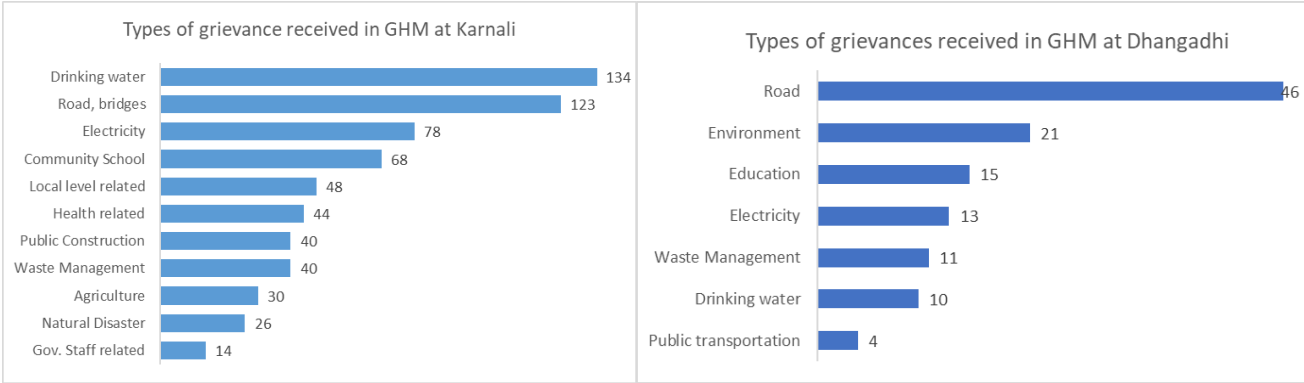


Figure 1: Types of grievances at GHM Karnali and Dhangadhi.

Finally, the promotion of digital innovations by the project, for example, the e-attorney system, the online case allocation system, the grievance handling mechanism all help to reduce the risk of corruption and strengthen accountability.

6.9 Climate Change and Environment

Finding 15: While climate change and environment have not been key focus areas for the project, relevant activities have been conducted and results achieved under this thematic area, which is emerging as an important issue for the project moving forward.

The project has conducted several activities to promote environmental objectives. For example, the project supported the Ministry of Labour, Employment, and Social Security in developing and endorsing the National Action Plan on Business and Human Rights. Environment and natural resources are one of the thematic pillars of this National Action Plan.

Additionally, the project was involved in drafting four legislative instruments relevant to the environment and climate change:

- Environment and Natural Resources Protection Act, 2080 (Sakhauwa Prasauni Municipality)
- Bill on Drinking Water and Sanitation and Purity Maintain Act
- Wastage and Sanitation Management Procedure, 2080 (Karjanha Municipality)
- Disaster Relief Distribution Standard 2023 (Bedkot Municipality)

The project provided technical assistance and facilitation support in the consultation process for these legislative instruments.

Finally, the project organized a training workshop titled “Climate Justice: Enhancing Capacity of Legal Professionals of Nepal” for legal professionals. This workshop, held immediately after COP 28 (between 15-17 December), saw 37 legal professionals from all provinces and relevant ministries gain a deeper understanding of climate justice issues. The project strategically partnered with Climate Change and Coexistence Worldwide and the Nepal Bar Association (NBA) and included diplomatic representation such as the Ambassador of the Arab Republic of Egypt to Nepal, the Ambassador of the UAE to Nepal, the Counsellor of the Qatar Embassy in Nepal, as well as the Secretary of MoLJPA and the UNDP RR. This training workshop reinforced Nepal’s stance on climate justice and environmental protection and prepared national legal professionals to advocate for these issues.

Since legal empowerment is a priority for the project, an initiative can be launched to support and empower environmental defenders, who often face challenges, especially from polluters. As part of the legal aid initiative, the project can prioritize the needs of environmental defenders for legal aid and representation. Additionally, justice sector stakeholders can be sensitized on environmental laws and jurisprudence to ensure effective adjudication of cases with implications for climate change and the environment.

Finally, the Project has adopted a strategy to have minimal impact on the environment. Therefore, the Project encouraged the staff and implementing partners for minimal use of paper, use of recycled paper, limited use of plastic products, minimal use of energy and water in the project operation. The use of digital banners and prohibition of plastic bottled water in the programs are some approaches in the implementation process taken by the project in relation to reducing the carbon footprint. Minimization of the plastic bottles in the event is also under way to support the green environment. The promotion of digital innovations by the project, for example, the e-attorney system, the online case allocation system, the grievance handling mechanism all contribute to saving paper, environmental protection and climate change adaptation.

#### 6.10. Strengthening federalism

**Finding 16:** The A2J project has also contributed in advancing federalism in Nepal by promoting decentralization of legal aid and justice services and fostering an enabling environment for free legal aid services. Key contributions include the development of integrated systems like the Legal Aid Reporting Software, the expansion of Pro-bono services, capacity enhancement of Judicial Committees and enhancement of law-making capacity of provincial and local level. Additional contributions that the project could make in the further include creating a law repository, concrete support to drafting new laws, review of the existing laws, harmonization of sectoral laws with laws aimed at implementing fundamental rights and review of the laws enacted by the local governments with implication for human rights and access to justice. The introduction of innovative grievance handling mechanisms has further promoted local accountability. However, challenges such as the pending enactment of the draft Legal Aid Bill and technical capacity limitations at the sub-national level persist, hindering the full institutionalization of decentralized legal services.

The A2J project's impact on federalism in Nepal is underscored by its comprehensive efforts to decentralize legal aid and justice services. Through strategic initiatives, it has empowered local communities by integrating federal structures into legal aid policy frameworks. The imminent launch of the Legal Aid Reporting Software promises enhanced coordination among legal aid providers, crucial for efficient service delivery across different government levels. Concurrently, the expansion of pro bono services seems to be instrumental in enabling marginalized groups to access vital legal assistance locally.

Moreover, the project's innovative grievance handling mechanisms, successfully piloted in Karnali exemplify effective decentralization. By resolving community grievances locally, these mechanisms reduce dependency on higher courts, promoting swift and accountable justice delivery at the grassroots. However, challenges persist. The lack of an enacted, integrated Legal Aid Act in line with the 2019 adopted Integrated Legal Aid Policy limits the project's ability to fully institutionalize legal aid services uniformly across provinces, highlighting the ongoing need for statutory support and policy alignment. Additionally, technical capacity gaps at the sub-national level pose obstacles to standardized legal practices and comprehensive legislative frameworks, essential for sustaining decentralized justice systems.

The project's support for Judicial Committees (JCs) has strengthened local governance structures. Empowered JCs now play pivotal roles in resolution of local disputes, thereby reducing caseloads on higher courts and enhancing community-level justice administration. Furthermore, training in legislative drafting has empowered provincial and local governments to tailor laws to community needs, ensure consistency with federal laws and compliance with human rights obligations. The project has effectively engaged with provincial and local stakeholders, leveraging technical expertise for lawmaking functions and capacity-building initiatives.

However, the project has encountered obstacles due to government delays in prioritizing legislative reforms crucial for federal institutionalization. For example, the Federal Ministry's delayed action on a legal reform roadmap has constrained the project's support for coherent legal frameworks essential to federalism. Initiatives such as creating a repository of laws at each government level have also stalled, highlighting gaps in prioritization despite their importance in ensuring coherence across federal, provincial, and local laws.

The project's execution board, inclusive of provincial government representatives, facilitates meaningful discussions on provincial priorities, translating them into project activities like legislative drafting support and judicial committee capacity building. Efforts to integrate gender equality and social inclusion (GESI) across project initiatives align with federalism's constitutional objectives.

Moving forward, the project can continue prioritizing community ownership of provincial and local laws through legal awareness campaigns and prioritize engagement with universities at local and provincial levels. Dialogue initiated by the project towards integrating concrete roles of provincial and local governments in legal aid legislation and advocating for separate legal aid laws at the provincial level underscores its commitment to strengthening federalism in Nepal.

## 7. Conclusions

**Conclusion 1: Aligning the Access to Justice II project with national development priorities has ensured a high level of national ownership, driven results and contributed towards the sustainability of the project's interventions.**

*Based on findings 1, 2, 3, 12 and 13*

A2J II was meticulously designed to align with Nepal's national development priorities, in particular the Federalism process. By addressing key issues within this framework, it demonstrates a keen understanding of the country's developmental trajectory and aims to contribute meaningfully to its progress. The project's design and implementation were driven by national stakeholders and institutions within Nepal. This approach enhanced both national ownership and sustainability. By aligning with broader international governance commitments, A2J II not only addresses local needs but also contributes to global efforts to promote justice and equity. This dual focus underscores its role not just as a national initiative but as part of a broader movement towards inclusive and accessible justice systems worldwide. At the heart of its relevance is the project's responsiveness to stakeholder needs, particularly justice institutions across Nepal. The inclusive and participatory design process ensured alignment with local priorities, bolstered by a strong evidence-base from previous project phases. However, while the project's Theory of Change provided a solid framework, ongoing validation is essential for ensuring continued effectiveness.

**Conclusion 2: Internal and external coherence has contributed towards the achievement of results but could be further strengthened going forward.**

*Based on findings 4, 12 and 13*

The A2J project has made notable strides in fostering coherence both internally, within its organizational framework, and externally, in its interactions with other stakeholders and the broader international community. Within the United Nations system, efforts to enhance internal coherence are crucial for maximizing impact and minimizing overlap, thereby ensuring that resources are used effectively to address global challenges such as strengthening the justice sector. The A2J project has demonstrated some progress in enhancing internal coherence by establishing clear communication channels, promoting collaboration among various stakeholders, and aligning its activities with broader UN strategies and frameworks. For instance, the project has actively participated in UN-led initiatives aimed at promoting the rule of law, human rights protection, and sustainable development, thereby contributing to the overall coherence of international efforts in the justice sector.

Externally, the project has engaged with a wide range of stakeholders, including national government at all levels, civil society organizations, and international donors, to leverage resources, expertise, and political support for its objectives. However, opportunities for deeper collaboration within the UN system and with other stakeholders remain under-explored or under-utilized.

Moreover, the project's impact in strengthening the justice sector through normative improvements and capacity building at local levels is commendable, reflecting its commitment to promoting the rule of law, protecting human rights, and ensuring access to justice for all. This has been achieved through coherent legislative reform and capacity building efforts. Despite these achievements, the project has encountered challenges in legislative standardization and broader implementation monitoring, which have posed obstacles to achieving sustainable outcomes in justice sector reform. Effective monitoring and evaluation mechanisms are essential for measuring progress towards achieving project objectives, identifying lessons learned, and informing

evidence-based decision-making. However, inadequate resources, limited institutional capacity, and political instability in some regions can hinder efforts to conduct comprehensive monitoring and evaluation activities.

**Conclusion 3: Through responding to and addressing emerging areas, the project has been able to enhance its relevance and impact and contributes to Nepal's broader development agenda and commitment to sustainable and inclusive growth.**

*Based on findings 5, 6, 7, 9, 11 and 14*

The project has been able to respond effectively to emerging areas such as the need for enhanced accountability and transparency, furthering Nepal's progress with the Business and Human Rights Agenda and climate justice. The project has demonstrated a commitment to fostering accountability and transparency within Nepal's governance structures. By implementing mechanisms for oversight and reporting, it ensures that decision-making processes are open, accountable, and responsive to the needs of the population. Innovations such as the online grievance handling mechanisms have fostered trust between the people of Nepal and institutions, ultimately strengthening the foundations of democracy and good governance.

A2J II has actively engaged with the Business and Human Rights Agenda, which seeks to ensure that businesses respect human rights in their operations. By promoting awareness, capacity-building, and dialogue between various stakeholders, the project contributes to creating an environment where business activities are conducted ethically and responsibly, with due consideration for human rights principles. The adoption of the National Action Plan on Business and Human Rights, which includes a pillar on the environment and natural resources is a key success of the project.

Recognizing the urgent need to address climate change and its impacts on vulnerable communities, the project has incorporated elements of climate justice into its activities. This includes conducting research, capacity building of lawyers on climate justice and developing legislative instruments related to the environment. By integrating climate considerations into its approach, A2J II contributes to Nepal's broader efforts to mitigate climate-related risks and safeguard the rights and well-being of its citizens.

**Conclusion 4: Through three phases of rule of law and access to justice programming in Nepal, UNDP has been instrumental in strengthening the capacities of the Judicial Committees.**

*Based on findings 5, 6, 9, 11, 12 and 13*

Through its expertise, resources, and partnerships, UNDP has played a crucial role in supporting Nepal's efforts to build robust legal frameworks and institutions that uphold justice, fairness, and accountability. Within the broader landscape of rule of law and access to justice, UNDP has played a key role in strengthening the capacities of Judicial Committees. These Committees, often at the grassroots level, serve as critical mechanisms for resolving disputes, promoting legal awareness, and ensuring access to justice for marginalized communities. UNDP's interventions have ranged from training programs and capacity-building initiatives to providing technical assistance and institutional support, all aimed at enhancing the effectiveness and efficiency of these Committees in delivering justice services. By providing sustained support over multiple phases of programming, UNDP has significantly contributed to building a more inclusive, equitable, and effective justice system that serves the needs of all Nepalese people, especially the most marginalized and vulnerable. Support can now be moved to the next level.

Conclusion 5: Sustainability remains a key priority of the project, which must be linked to strengthening federalism.

*Based on findings 11 and 16*

Looking forward, sustainability remains a priority with ongoing efforts towards national ownership and policy integration. While challenges persist in areas such as anti-corruption and environmental impacts, emerging activities signal evolving project priorities. The project's contribution to federalism through decentralized legal services and local accountability mechanisms marks a pivotal step towards advancing governance and justice in Nepal. At the same time there is a need to make further adjustments and modification to effectively contribute in strengthening federalism.

While achievements are substantial, the A2J II project must navigate challenges to consolidate gains and sustain impact over the long term. With continued strategic alignment, enhanced partnership engagement, and adaptive management, the project is poised to further strengthen Nepal's justice system and advance inclusive development agendas under the newly adopted federal system.

Conclusion 6: UNDP's convening power and role has been a catalyst in strengthening coordination between three tiers of the government in the justice and legal system, contributing to the process to federalisation.

*Based on findings 6, 7, 8 and 11*

UNDP has leveraged its convening power to facilitate dialogue, foster collaboration, and build consensus among stakeholders at the local, provincial, and federal levels. By serving as a neutral and trusted facilitator, UNDP has played a pivotal role in strengthening coordination mechanisms among the three tiers of government. This coordination is essential for ensuring coherence, efficiency, and effectiveness in the delivery of justice services, as well as for addressing systemic challenges and gaps within the legal framework. UNDP's efforts have focused on enhancing communication channels, promoting information sharing, and fostering collaboration among government agencies operating at different levels. of priorities, challenges, and opportunities within the justice sector.

Through its facilitative role, UNDP has served as a catalyst for positive change within Nepal's justice and legal system. By promoting greater coordination and collaboration among the three tiers of government, UNDP has helped to overcome bureaucratic silos, streamline decision-making processes, and promote synergies in policy implementation and service delivery.

Conclusion 7 The project's emphasis on empowerment of marginalized groups and communities through legal education and civic awareness initiatives has significantly raised awareness among rights holders and service providers alike.

*Based on findings 3, 11 and 12*

The GESI priority area of the project is well reflected in the project's theory of change. The formulation of outputs and corresponding activities is relevant and appropriate to significantly improve access to justice for women, Dalits, persons with disabilities, and other marginalized communities. However, project outcomes must be disaggregated by sex (including gender and sexual minorities) and intersectionalities, including caste and ethnicity, to assess whether benefits have genuinely accrued to previously excluded groups.

Project partners have shown significant commitment for the participation of women and other communities and for ensuring inclusive processes while implementing the project. However, the budget and capacity of local government and CSOs are limited. Despite these constraints and the short duration of the project, substantial progress has been made in raising awareness of basic legal rights. Furthermore, it has been realized by the JC members that they need to address GESI issues when dealing with cases, which is a positive aspect of the project. Crucially, the project’s human rights-based approach underscores its relevance to vulnerable groups, including women, minorities, and marginalized communities. Implemented across four provinces, the project faces challenges in resource allocation and maintaining quality amidst expanding reach, highlighting the need for enhanced synergies and strategic partnerships. However, overall, there is still limited understanding on human rights-based approach at the local government level and among universities.

The project’s emphasis on empowerment of marginalized groups and communities through legal education and civic awareness initiatives has significantly raised awareness among rights holders and service providers alike. Its efficient implementation underscores its cost-effectiveness and delivers tangible results, validated through audits and ongoing impact assessments.

## 8. Recommendations

### 8.1 Relevance

**Recommendation 1:** The project should review its Theory of Change to test it for its continued validity and if necessary, revise it to reflect the current socio-political context in Nepal. The project should aim to move towards more gender responsive and transformational results as per the Gender Results Effectiveness Scale, more socially inclusive results, as well as consider introducing some qualitative indicators into its Results Framework to better capture changes in perception and behaviour.

*Recommendation targeted at A2J II project team, short-term priority, based on findings 1,2, 3, 8 and 12 and conclusions 1, 2 and 5*

The theory of change of a project should articulate strategies, approaches and interventions that when implemented successfully and coherently along the envisaged causal “development pathways” will lead to the achievement of the project’s planned results. There should be coherence between the ToC and the Results Framework, and the ToC should be regularly reviewed and evaluated. It is equally important that the ToC is seen to be a living document that is reviewed and fine-tuned periodically, in order to remain relevant as a guiding strategy to achieve the desired change. Monitoring of the project should be conducted taking into account the ToC. At this mid-term point, it is highly recommended that the project test and validate collaboratively its ToC to ensure its continued validity. In particular, it should be tested against the federalism process, to ensure its continued relevance and to enable to the project to address new challenges and opportunities.

A greater use of qualitative indicators that measure perceptions and behaviours at the outcome level, as opposed to quantitative indicators that measure activities at the output level, will likely better capture the project’s progress and results, as well as contributions towards the project outcomes and impact. These will also allow for capturing the voices of people, which cannot be captured through quantitative indicators, in particular when measuring change on sensitive issues.

It is also recommended that the project review its entire Results Framework against the GRES, with a view to moving towards more gender responsive and gender transformational results.

### Next steps:

- Review, test and validate the project's theory of change.
- Include qualitative indicators into the project's Results Framework
- Review Results Framework against the GRES with an aim to move towards more gender responsive and transformational results.

## 8.2 Coherence

Recommendation 2: The project should explore opportunities for strategic partnerships to enhance coherence both within UNDP as well as with other UN Agencies and expand its partnerships at the local level. This will maximise resources and potential results, impact and sustainability. Coordination and coherence with other development partners should also be ensured. The project could consider establishing a thematic, multi-stakeholder advisory group on Access to Justice, which would help coordinate all on-going initiatives and avoid duplication and overlap and highlight potential areas for synergies and complementarities.

*Recommendation targeted at A2J II project team, short-mid-term priority, based on findings 2, 3, 4 and 8*

While the project has sought to coordinate with other UNDP projects, there are opportunities for enhanced coherence by identifying potential synergies and complementarities, which would maximise resources, as well as potential results and impact. With the Parliamentary Support Project, (PSP) A2J II should ensure coherence in legislative drafting processes as well as that GESI aspects are mainstreamed into all law drafting processes. The EUSIF project is supporting the establishment of one-stop shops, which will provide 32 services to the people of Nepal, including on free legal aid. The project should coordinate closely with the EU's Support to Inclusive federalism (EUSIF) to explore opportunities for partnership regarding the provision of FLA services within the one-stop-shops. There are also a number of potential opportunities for partnership with UNDP's Province and Local Government Support (PLPSG) project, in particular in terms of advancing federalism and ensuring standardisation of services and capacities. This is particularly relevant in terms of both projects' support to Judicial Committees.

The project could also expand its partnerships further at the local level. For example, the National Association of Rural Municipalities in Nepal is currently undertaking an assessment of grievance handling mechanisms, including those introduced by A2J II. Opportunities to partner and engage should be explored, in particular in furtherance of UNDP's support to accountability and transparency. For example, there may be appetite to introduce citizen charters at the local level, which would monitor and hold accountable service providers at the local level.

While the project partnered with UN Women on the behavioural change initiative, opportunities to partner with other UN Agencies were not always maximised. Going forward, it is recommended that the project consult with both UN Women and UNFPA, in particular regarding GBV to see where there may be opportunities for partnerships to exchange knowledge and to maximise resources. In particular, UNFPA is also providing support to Judicial Committees. There are also potential opportunities for partnerships with regards to the referral network for survivors of S/GBV and linking lawyers into the referral system, as well as strengthening the system of forensics – this is discussed further under recommendation 3 below. In addition, UNFPA, UN Women, ILO and UNCIEF launched a joint programme in January 2023 - Empowered Women, Prosperous Nepal, which will contribute to the full realization of human rights and agency of Nepalese women, girls and people of diverse genders. This project contains an access to justice component, and again, opportunities for partnerships should be explored.



The project should continually coordinate with other development partners who are working on access to justice in Nepal, including FCDO, USAID, EU and other bilateral donors, such as Finland, in order to ensure coherence but also to identify resource mobilisation opportunities.

As requested by the donors, UNDP could consider establishing a multi-stakeholder advisory group on access to justice in Nepal. This group would provide technical, policy and strategic advice to the project, as well as providing a forum to ensure coherence and coordination. The purpose of the advisory group will be to ensure policy and strategic coherence, avoid any overlap and duplication and enhance substantive discussions and guidance for the smooth implementation of the project. It will allow for a more inclusive approach to partnerships and to involve stakeholders more intensely in their strategic engagement with the project. By having a broad partnership approach, the advisory group will provide opportunities to connect interlocutors at the federal, provincial and local levels in a shared dialogue on relevant A2J related issues, to share views and experiences on challenges and trends and to identify areas for improvement.

#### Next steps:

- Undertake a mapping of potential areas where A2J II could partner with other on-going UNDP projects
- Conduct consultations with UN Women and UNFPA to identify any potential joint implementation opportunities
- Consult with development partners and bilateral donors
- Explore the possibility of establishing a multi-stakeholder advisory group on A2J.

### 8.3 Effectiveness – including anti-corruption and accountability and climate change and environment

**Recommendation 3:** Informed by its tested and revised theory of change, the project should refine its focus with robust interventions, including on emerging areas such as Business and Human Rights, climate justice and anti-corruption and accountability. Efforts should be stepped up to ensure all outputs and activities should be closely linked with Nepal’s federalisation process with GESI mainstreamed throughout. Opportunities to engage more with the Supreme Court should also be explored.

*Recommendation targeted at A2J II project team, short-term priority, based on findings 2, 3, 5, 6, 7, 9, 11 and 14 and conclusions 2, 3 and 4*

Once the project has tested its theory of change, informed by a current context analysis, it should seek to refine its focus with robust interventions, linked to Nepal’s federalisation process. This should include a greater focus on emerging areas, where the project has already had successes, such as Business + Human Rights, climate justice and accountability and transparency. These three thematic areas are mutually reinforceable and a greater emphasis on these areas may also attract donor interest, leading to resource mobilisation opportunities. The expansion of the project’s innovative Grievance Handling Mechanism could contribute to this, by piloting it at the local level with a view to expanding to all 753 local governments. This would require support to the development of software and a mobile app. And there is already increased demand from local government for the system. CSOs and local governments can conduct awareness raising to promote the system. Analysis of the data generated can be used to inform decision-making and policies going forward. The project can seek to advance Climate Justice and Human Rights Integration through exploring synergies between climate justice and human rights initiatives, continuing to support legislative initiatives and policy development related to environmental protection and climate change at national and local levels and extending capacity-building and

legal support to human rights defenders, including environmental defenders. This can include through prioritising legal aid and support for environmental defenders to protect their rights and enhance their capacities to address environmental challenges effectively. The B+HR agenda can also be furthered through provision of support to the implementation of the NAP, in particular under Pillar 3 related to climate and natural resources. The project can also support assessing the impact of corruption on marginalized communities and disseminate findings widely to raise awareness and drive policy change and integrate anti-corruption elements into community-based educational programs to empower marginalized groups and promote transparency.

Opportunities to collaborate more closely with the Supreme Court should also be explored, in particular through cost-sharing modalities. Access to justice cannot be achieved without the inclusion of the judiciary. In particular, there may be opportunities for standardisation and alignment regarding free legal aid, with the court-based lawyer who currently provides free legal aid for vulnerable and marginalised groups. Other opportunities may include expanding the system of virtual hearings from the High Court to other courts, which would bring justice closer to the people.

The project should also ensure that all project supported activities are more dedicated and focused on GESI and closely linked to the federalisation process through standardisation and alignment throughout.

#### Next steps:

- Refine project interventions, closely linked to GESI and the Federalisation process
- Explore opportunities to engage more closely with the Supreme Court and the judiciary, in particular through cost-sharing initiatives

**Recommendation 4: The project should review and assess the number of project implementation provinces to ensure quality, effectiveness and efficiency.**

*Recommendation targeted at A2J II project team, short-term priority, based on findings 3, 7, 12 and 13 and conclusion 7*

The four provinces in which the project is currently being implemented encompass a wide range of environments that cover diverse needs. One of the primary risks of operating in multiple provinces is the potential dilution of service quality. With limited resources and personnel, maintaining consistent and high-quality service delivery across all regions can be challenging. There is a risk that the project might not be able to meet the high standards required to effectively address the justice needs of the population if stretched too thin. This could lead to variations in the impact and effectiveness of the project in different provinces. Going forward, it is recommended that the project review its implementing by provinces through undertaking a mapping of other on-going interventions to avoid duplication and overlap and through prioritising provinces based on the severity of the justice needs and readiness to implement the project. For example, USAID and FCDO will be engaged in addressing justice needs in Madesh, so there may be less need for A2J to include this province.

#### Next steps:

- Undertake mapping of other on-going interventions in the four project implementation provinces
- Review number of implementing provinces to ensure consistency and quality

## 8.4 Efficiency

Recommendation 5: The project should deploy different strategies to further strengthen its efficiency, including by upgrading its visibility efforts through greater use of its M&E dashboard, as well as through exploring opportunities for greater government cost sharing at Federal, Provincial and Local government levels.

*Recommendation targeted at UNDP and A2J II project team, short-mid-term priority, based on findings 8, 11 and 16 and conclusion 5*

Going forward, the project should use tools at its disposal, to increase its efficiency. This includes the sophisticated M&E dashboard, which can be used both to inform and provide an evidence-base for decision-making, but also to increase its visibility. The project should use its dashboard to showcase its results, both within UNDP Nepal and the UNDP system, but also to external development partners. This may contribute towards enhancing resource mobilisation efforts.

In addition, the project should explore opportunities for government cost-sharing at all levels of government, which would also show the commitment of the project's partners and stakeholders and may also contribute towards enhancing resource mobilisation efforts with development partners. The M&E dashboard can also be used in these efforts. In particular, opportunities should be explored with provincial governments, who have allocated budgets but have limited capacities.

*Next steps:*

- Utilise M&E dashboard to increase visibility, inform decision-making and showcase the project's results
- Explore opportunities for government cost-sharing across all three tiers of government

## 8.5 Impact and Sustainability

Recommendation 6: Going forward, the project needs to reinforce and embed its results across the board through advocacy, replication and scaling-up and through greater coherence across all levels of government and with all partners. The project's Sustainability Strategy should be regularly reviewed and updated and an Exit Plan should be developed. In addition, an impact assessment of the results of A2J I and II and the predecessor RoL project should be conducted.

*Recommendation targeted at A2J II project team, short-mid-term priority, based on findings 5, 6, 7, 12 and 13 and conclusions 4, 5 and 7*

As detailed under Finding 10, the project has a well-developed Sustainability Strategy to address the sustainability of its results. At the mid-term point, this Strategy should be reviewed, in particular with regards to sustainability risks, and approaches should be identified to reinforce and embed the project's results gained to date. Advocacy, replication and scaling-up can help to increase the impact of the project's interventions, and particular efforts should be made to advocate for the adoption of the draft Free Legal Aid Law. This could involve engaging with justice sector stakeholders, raising public awareness, and demonstrating the impact of the project to garner broader support. Until the adoption of the FLA Law, the project should prioritize integrating elements from the Integrated Legal Aid Policy to enhance decentralized legal aid services.

Other interventions which need further reinforcement include further strengthening of law-making processes, as well as the development of indicators to measure legislative implementation; support to the review of Laws, in particular federal laws and including a GESI perspective – for this the project could consider advocating for a specific department or division within the Law Commission. The project should also seek to elevate Judicial Committees to the next level, based on the excellent results achieved to date. This would include the development of a model Law on Judicial Commissions to standardise practices and processes as well as provision of support to the

provinces to standardise such a law, strengthening the institutional framework through standardising all mechanisms and models; and developing standardised training models and manuals, which would be delivered by the Provincial Training Academy to all 753 JCs.

It is also recommended that the project develop a comprehensive Exit Plan that will guide the remaining implementation period and promote sustainability of the key project results. Finally, as envisaged in the prodoc, an impact assessment of all the results of both phases of A2J and its predecessor RoL project should be undertaken to fully capture the undoubtedly high impact of the project. This would also help to inform future decision-making and resource mobilisation efforts.

#### Next steps:

- Regularly update Sustainability Strategy
- Develop Exit Plan covering remaining implementation period
- Conduct impact assessment of all results gained to date (A2J I and II and RoL project)

## 8.6 Gender Equality and Social Inclusion

*Recommendation 7: The project should continually reinforce its commitment to GESI as a key national development priority of the Government of Nepal and its federalisation process. Efforts should be made to move the project's Results Framework towards being gender responsive and ultimately gender transformational. Approaches to include those most left behind who have not been included extensively in the project to date should be identified, in particular gender and sexual minorities as well as with youth. The project should advocate for dedicated Laws related to affirmative action and addressing discrimination to strengthen GESI.*

*Recommendation targeted at A2J II project team, short-mid-term priority, based on findings 12 and 13 and conclusions 1, 4 and 7*

When testing and reviewing its theory of change and results framework, as recommended under Recommendation 1, the project should use the GRES to ensure that its results are at minimum gender targeted, but with a view of making them gender responsive and ultimately gender transformational. While community legal awareness has increased legal awareness at the community level, there is still insufficient understanding to make link between human rights-based approach and discrimination on the base of caste/ethnics, sexual minorities and person/s with disabilities, and also GESI dimensions at the local government and local partner organizations level. The GRES can be used to move towards gender transformational results that address the deeply ingrained patriarchal cultural norms and practices, which continue to undermine the rights of victims of GBV in access to justice and in gender equality, including intersectional perspectives.

The project should capitalise on the results it has achieved so far with youth, including young lawyers, students and interns and engage more with this category to drive project results and ensure a people-centred approach to access to justice. Further efforts should be made to include those most left behind who the project has not engaged with extensively to date, including sexual minorities and conflict-related victims and survivors.

In order to advance GESI further in Nepal's federalisation journey, the project should advocate for dedicated Laws related to affirmative action and addressing discrimination to strengthen GESI.

#### Next steps:

- Assess the project's Results Framework against the GRES to move activities and results towards gender responsive and gender targeted.

- Develop approaches to engage more with youth, gender and sexual minorities, Dalits, person/s with disabilities.
- Develop programme focusing on prevention approach of existing social evil practice and discrimination against women, Dalits, gender and sexual minorities and person/s with disabilities.
- Develop comprehensive and multi-faceted interventions, in collaboration with national and local CSOs, to transform patriarchal behaviours within communities and institutions.

## 8.7 Strengthening federalism

**Recommendation 8:** The project should ensure that all of its interventions are closely linked to the Federalisation process. This includes through reinforcing and embedding specific results.

*Recommendation targeted at A2J II project team, short-mid-term priority, based on findings 5, 6 and 15 and conclusions 1, 4 and 5*

The project needs to ensure that all interventions are closely linked to the Federalisation process and have a GESI perspective, including those with the justice sector institutions. The project should advocate for the formal adoption of the draft Legal Aid Act at provincial levels to institutionalize legal aid services uniformly across Nepal. Further enhancing the functionality of Judicial Committees through continuous capacity-building and technical support will strengthen local governance, while promoting legislative drafting capacity at provincial and local levels to align laws with federal mandates and human rights obligations, will contribute towards ensuring consistency and compliance.

### Next steps:

- In revising the project document and its Results Framework, ensure that all activities and results contribute towards the federalisation process in Nepal.

## 9. Lessons Learnt

**Lesson learnt 1:** Adopting a human rights-based approach and working with duty bearers and rights holders can help bring justice closer to the people and ensure a people-centred approach to access to justice. Working top-down and bottom-up to address justice across all three tiers of government allowed the project to be tailored to the national access to justice context.

**Lesson learnt 2:** Institutionalizing pro bono guidelines can significantly increase participation, but broader engagement and awareness among lawyers are essential for effective implementation of Pro bono legal aid services.

**Lesson learnt 3:** Structured grievance mechanisms can enhance community trust and reduce conflicts, highlighting the importance of transparency and accountability. Transparency in grievance mechanisms involves clear, open, and honest communication about how complaints are handled. This includes providing detailed information on the process, timelines, decision-making criteria, and outcomes. When communities see that their grievances are taken seriously and handled in an open manner, it builds trust. Accountability ensures that those responsible for addressing grievances are answerable for their actions. It involves tracking and reporting on the handling of grievances, ensuring that complaints are resolved fairly and promptly, and taking corrective actions when necessary. When communities have access to a structured grievance mechanism, they feel heard and valued. Trust is fostered when people believe that their concerns will be addressed impartially and efficiently. This trust is crucial for maintaining positive

relationships between the community and the organization or entity in charge. Effective grievance mechanisms help identify and resolve issues before they escalate into larger conflicts. By providing a clear pathway for resolving disputes, these mechanisms can prevent misunderstandings and tensions from growing. Early resolution of grievances can mitigate the risk of prolonged disputes, protests, or legal actions.

**Lesson learnt 4:** Capacity building and standardization of local justice mechanisms are critical for effective local dispute resolution. Developing standardized templates and formats has streamlined operations and ensured consistency across Judicial Committees (JCs), successfully building trust between communities and JCs. This trust is evidenced by increased budget allocations and community recognition of JCs' roles.

**Lesson learnt 5:** Legal education and community engagement initiatives are effective in empowering marginalized groups but require ongoing adaptation, effective coordination and broad-based partnership.

**Lesson learnt 6:** Legal awareness programmes and local government partnerships were instrumental in addressing community-level justice issues effectively. Legal awareness programmes aim to educate communities about their rights, responsibilities, and the legal processes available to them. By empowering individuals with knowledge, these programmes help communities navigate the legal system more effectively. By combining the power of knowledge with the support and resources of local governments, communities can be better equipped to handle legal challenges, resulting in more just and equitable societies. This collaborative approach not only resolves immediate issues but also builds a foundation for long-term justice and empowerment within the community.

**Lesson learnt 7:** Prioritizing national ownership and stakeholder involvement can support sustainability efforts, although challenges can remain in fully embedding results institutionally.

**Lesson learnt 8:** Investing in training and educational programmes, such as Clinical Legal Education, can enhance legal knowledge and also contribute towards long-term societal change by empowering future legal professionals.

**Lesson learnt 9:** Innovative approaches beyond the framework of the project were successful in ensuring the rights of marginalised groups were addressed and identified hidden problems at local level. This included the citizenship campaign and mobile legal aid clinics, which had success to ensure citizenship card of the large number of marginalized people and identified new problems attached in vital registration and GBV.

**Lesson learnt 10:** Institutional support like establishment of free legal aid help desks and the internship programme can assist the local government in ensuring the gendered dimensions of delivery of justice at the local level and to support victims for legal processes. The Free legal aid help desks enabled accessible beneficiaries to receive free legal advice, assistance, and representation. These help desks are crucial for ensuring that justice is accessible to everyone, particularly vulnerable and marginalized groups. The Internship programmes involving law students and graduates provided additional human resources to support legal aid efforts and raise awareness. These types of institutional support mechanisms are essential for ensuring that the delivery of justice at the local level is inclusive and sensitive to gendered dimensions. By providing targeted support for victims and enhancing the capacity of local governments to address gender-specific legal issues, these initiatives can create a more equitable and accessible justice system for all.

## ANNEX I – Key MTR Criteria and Questions as per the Terms of Reference

### Relevance

- To what extent was the project design relevant and appropriate in line with the political developments, national and sub-national development priorities of GoN, UNDP's Strategic Plan, UNDP CPD priorities and needs of intended beneficiaries?
- To what extent is the Project's engagement a reflection of strategic considerations, including the role of the MoLJPA, UNDP and its comparative advantage in the context of implementation of federalism?
- To what extent were lessons learned from other relevant and preceding projects and interventions incorporated in project design?
- To what extent were the project interventions, structure, and implementation arrangements relevant and logical to the project's theory of change in enhancing the capacities of all three tiers of governments? Are they still valid?

### Coherence

- To what extent was the project appropriately responsive to contextual changes (political, economic, social, technological, legal, environmental) and other institutional changes in the country?
- To what extent did the project address and contribute to synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (Internal coherence).
- To what extent was the project consistent with other Justice and legal actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence).

### Effectiveness

- To what extent the project's intended results (objectives, outcome and output) have been achieved or are on track to be achieved within the project period? What were the contributing factors in achieving or not achieving the intended results?
- To what extent was the Project effective in enhancing the capacity of the federal, provincial, and local governments to enhance the demand and supply side of justice and legal aid services for improved access to Justice. What, if any, alternative strategies would have been more effective in achieving this objective?
- To what extent did the Project contribute to the CPD and the Project's outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- To what extent was the project able to address the needs of different target groups (including the gender equality and social inclusion aspects) in terms of access to Justice system and their participation and capacity development?

### Efficiency

- To what extent were resources (financial, human, institutional, time, expertise, etc.) strategically allocated and delivered on time to achieve project objectives?
- To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results?
- Has the project implementation strategy been efficient and cost effective? What cost effectiveness measures did the project adopt? And what were the results?

- To what extent did monitoring and knowledge management systems provide the Project and UNDP management with relevant data and information, disaggregated by sex, that allowed it to learn and adjust implementation accordingly?

### Impact

- What impact did the project make in the rule of law and access to Justice situation in Nepal?
- To what extent the project results indicate that the intended impact of the project will be achieved or not achieved in the future?
- What is the evidence of impact of the project for enhanced access to Justice for women and other marginalized communities?
- What are the key impacts in Justice Delivery system, Policy intervention, Legal Awareness and institutional capacity of Justice and legal stakeholders and institutions?

### Sustainability

- To what extent did the federal, provincial, and local governments express ownership of the project, demonstrate institutional capacity and commitment to continue its implementation?
- To what extent were lessons learned and good practices documented by the Project team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained? Are there any risks that may jeopardize sustainability of project benefits?
- Is there a need for any further interventions or support to ensure the sustainable impact of the project? What could be potential new areas of work and innovative measures for sustaining the results?

### Cross-cutting themes

#### Human Rights Based Approach

- To what extent have poor, indigenous peoples, persons with disabilities, women, men, and other excluded and marginalized groups benefited from the project?
- To what extent has the project integrated the Human Rights Based Approach in the design, implementation and monitoring of the project?

#### Gender Equality and Social Inclusion

- To what extent was gender equality and social inclusion considered in project design, implementation, and monitoring?
- To what extent did the project promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?
- Were persons with disabilities consulted and meaningfully involved in project planning and implementation? What barriers did persons with disabilities face in accessing the government services?

#### Transparency, Accountability, Anti-corruption, Environment and Resilience

- To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption?
- To what extent was the project able to promote and include the principles of environmental sustainability and resilience in the intervention?



**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<p>The <b>relevance</b> of the project design, with a specific focus on its theory of change and how the four project outputs realistically and effectively contributed to its overall objective.</p>	<p>*To what extent was the project design relevant and appropriate in line with the political developments, national and sub-national development priorities of GoN, UNDP’s Strategic Plan, UNDP CPD priorities and needs of intended beneficiaries?                      *To what extent is the Project’s engagement a reflection of strategic considerations, including the role of the MoLJPA, UNDP and its comparative advantage in the context of implementation of federalism?</p>	<p>* Were any stakeholder inputs/concerns addressed at the project formulation stage?                      *How does the project address the human development needs of intended beneficiaries?                      *What analysis, in particular of the GESI/HRBA context and its political economy was done in designing the project<sup>54</sup>?                      *To what extent has the project integrated the HRBA and GESI in the design, implementation and monitoring of the project?                      *Was the project able to adapt to evolving</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans                      *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * A2J Project Document                      * A2J Project Progress Reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>N/A</p>	<p>*Qualitative and quantitative data analysis and disaggregation                      *Data synthesis                      *Descriptive statistical analysis                      *Political economy analysis                      *Contribution analysis                      *Process tracing                      *Triangulation                      *Discussion of data amongst the MTR team and the UNDP A2J II project team</p>

<sup>54</sup> “Gender analysis should be applied at all levels, including planning, programming, budgeting, monitoring and evaluation”; 1997 ECOSOC Resolution on gender mainstreaming.

**ANNEX II - MTR MATRIX**

<b>Relevant MTR criteria</b> •	<b>Key Questions</b> •	<b>Specific Sub-Questions</b> •	<b>Data Sources</b> •	<b>Data collection Methods/Tools</b> •	<b>Indicators/ Success Standard</b> •	<b>Methods for Data Analysis</b> •
	<p>*To what extent were lessons learned from other relevant and preceding projects and interventions incorporated in project design?</p> <p>*To what extent were the project interventions, structure, and implementation arrangements relevant and logical to the project's theory of change in enhancing the capacities of all three tiers of governments? Are they still valid?</p> <p>* To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption and environmental sustainability and resilience?</p>	<p>needs/changing context?</p> <p>*To what extent did it use adaptive management to maintain its relevance?</p> <p>*What project revisions were made – if any - and why?</p> <p>*What is the level of acceptance for and support to the Project by relevant stakeholders?</p> <p>* Were person/s with disabilities consulted and meaningfully involved in project planning and implementation? What barriers did persons with disabilities face in accessing the government services?</p>	<p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>			<p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II project team, comment and feedback to MTR team</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<p>The <b>coherence</b> of the project – i.e. the compatibility of the intervention with other interventions in Nepal</p>	<p>*To what extent was the project appropriately responsive to contextual changes (political, economic, social, technological, legal, environmental) and other institutional changes in the country?                      *To what extent did the project address and contribute to synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (Internal coherence).                      *To what extent was the project consistent with other Justice and legal actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence).</p>	<p>*To what extent were opportunities for synergies and complementarities explored and leveraged?                      *Was there any overlap and duplication with other initiatives?                      *To what extent was there coordination and communication with other actors in the field?                      *What is the extent of UN and other actors coordination with regards to RoL/A2J in Nepal – in particular UN Women</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans                      *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * A2J Project Document                      * A2J Project Progress Reports                      *Project board and other meeting minutes                      *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>N/A</p>	<ul style="list-style-type: none"> <li>*Qualitative and quantitative data analysis and disaggregation</li> <li>*Data synthesis</li> <li>*Descriptive statistical analysis</li> <li>*Political economy analysis</li> <li>*Contribution analysis</li> <li>*Process tracing</li> <li>*Triangulation</li> <li>*Discussion of data amongst the MTR team and the UNDP A2J II project team</li> <li>*Verification of data with Stakeholders</li> <li>*Fact checking by UNDP A2J project team, comment and</li> </ul>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
						feedback to MTR team
<b>Effectiveness</b> – The overall effectiveness of the implemented project activities towards the expected results	<p>*To what extent the project’s intended results (objectives, outcome and output) have been achieved or are on track to be achieved within the project period? What were the contributing factors in achieving or not achieving the intended results?</p> <p>*To what extent was the Project effective in enhancing the capacity of the federal, provincial, and local governments to enhance the demand and supply side of justice and legal aid services for improved access to Justice. What, if any, alternative strategies would have been more effective in achieving this objective?</p>	<p>*What are the key internal and external factors (success &amp; failure factors) that have contributed, affected, or impeded the achievements, and how UNDP and the partners have managed these factors?</p> <p>*How effective were the strategies used in the implementation of the project, in particular the HRBA, GESI, transparency/accountability/anti-corruption and environmental sustainability and resilience approaches?</p> <p>*To what extent have stakeholders been involved in project implementation?</p> <p>*In what ways did the Project come up with</p>	<p>* A2J Project Document</p> <p>* A2J Project Progress Reports</p> <p>*Project financial reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	N/A	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p> <p>*Political economy analysis</p> <p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the MTR team and the UNDP A2J II project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II project team,</p>

**ANNEX II - MTR MATRIX**

<b>Relevant MTR criteria</b>	<b>Key Questions</b>	<b>Specific Sub-Questions</b>	<b>Data Sources</b>	<b>Data collection Methods/Tools</b>	<b>Indicators/ Success Standard</b>	<b>Methods for Data Analysis</b>
	<p>*To what extent did the Project contribute to the CPD and the Project’s outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?</p> <p>*To what extent was the project able to address the needs of different target groups (including the gender equality and social inclusion aspects) in terms of access to Justice system and their participation and capacity development?</p>	<p>innovative measures for problem solving?</p> <p>*What good practices or successful experiences or transferable examples have been identified?</p> <p>*In which areas does the project have the fewest achievements? Why is this and what are the constraining factors? How can or could they be overcome?</p>				comment and feedback to MTR team
<b>Output 1 - Legal aid authorities and providers effectively manage and provide legal aid services</b>	<p>*To what extent has access to integrated legal aid services been advanced through the implementation of the legislative and policy framework in the federal context? What are the key results?</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data gathered? How frequently?</p> <p>*To what extent does the project ensure participation of women,</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans</p> <p>*UNDP Strategic</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> </ul>	<p><b>Indicator 1.1</b> Legal aid act and regulation in line with integrated legal aid policy are adopted</p> <p><b>Indicator 1.2</b> National Legal Aid Secretariat at federal and Provincial Legal Aid Committee at province level</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p>

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<b>Relevant MTR criteria</b>	<b>Key Questions</b>	<b>Specific Sub-Questions</b>	<b>Data Sources</b>	<b>Data collection Methods/Tools</b>	<b>Indicators/ Success Standard</b>	<b>Methods for Data Analysis</b>
<b>to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice</b>	<p>*To what extent are functional, integrated and quality legal aid services accessible to all in the selected districts, in particular women and other marginalised groups? If not, why not?</p> <p>*To what extent has the provision of pro-bono services been further institutionalized and expanded?</p> <p>*To what extent have provincial and local governments been strengthened to effectively handle legal grievances and provide legal information to women and vulnerable communities?</p>	<p>person/s with disabilities and other vulnerable groups in its activities under this output?</p> <p>*What have been the main challenges and how have these been overcome?</p> <p>*Which results can be replicated and upscaled?</p> <p>*What more needs to be done to achieve the results and consolidate those that have been achieved?</p> <p>*What are the main lessons learned?</p>	<p>Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * A2J Project Document * A2J Project Progress Reports *Project board and other meeting minutes *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p>established and are in operational</p> <p><b>Indicator 1.3</b> Roster of free legal aid service providers and pro bono service developed and its SOP for the mobilization adopted</p> <p><b>Indicator 1.4</b> # people benefitted from integrated legal aid service, in accordance with integrated legal aid policy (SDG 16.3)</p> <p><b>Indicator 1.5</b> % People from project districts are satisfied with the quality legal aid service (including pro-bono legal aid)</p>	<p>*Political economy analysis</p> <p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the MTR team and the UNDP A2J II project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II project team, comment and feedback to MTR team</p>
<b>Output 2 - Justice sector strengthened to provide effective</b>	<p>*To what extent has access to the formal justice system been enhanced through greater standardisation and</p>	<p>*How is the project monitoring its results under this output?</p> <p>*Is any qualitative data gathered? How frequently?</p>	<p>*National policy documents including on RoL/A2J; sector</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external</li> </ul>	<p><b>Indicator 2.1</b> A comprehensive need assessment on the judicial system in Nepal conducted and rolled out</p>	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
<p><b>legal/ judicial remedies in line with national and international standards</b></p>	<p>coordination?                      *To what extent has A2J increased through improvements to the criminal and civil justice system including strengthening of victim and witness protection mechanisms?                      *To what extent have systems/procedures been developed to monitor the implementation of national and international human rights standards and norms?                      *What are the key results in terms of BHR?                      *To what extent has access to the semi/informal justice system been enhanced through strengthened capacities of the Judicial Committees?</p>	<p>*To what extent does the project ensure participation of women, person/s with disabilities and other vulnerable groups in its activities under this output?                      *What have been the main challenges and how have these been overcome?                      *Which results can be replicated and upscaled?                      *What more needs to be done to achieve the results and consolidate those that have been achieved?                      *What are the main lessons learned?</p>	<p>strategies and action plans                      *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD,                      * A2J Project Document                      * A2J Project Progress Reports                      *Project board and other meeting minutes                      *Relevant partner reports</p>	<p>research and reports</p> <ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p><b>Indicator 2.2</b> # of justice sector actors trained on Judicial administration, criminal justice system and service delivery. (SDG 16.6)</p> <p><b>Indicator 2.3</b> # SoP/ Guidelines/ Protocols developed including GESI and adopted;</p> <p><b>Indicator 2.4</b> % increase in disposal rate of backlog cases in courts (SC, high court and District court)</p> <p><b>Indicator 2.5.</b> % of women and marginalised citizens who believe that integrity has been improved in the justice sector</p>	<p>*Descriptive statistical analysis                      *Political economy analysis                      *Contribution analysis                      *Process tracing                      *Triangulation                      *Discussion of data amongst the MTR team and the UNDP A2J II project team                      *Verification of data with Stakeholders                      *Fact checking by UNDP A2J II project team, comment and feedback to MTR team</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
<p><b>Output 3 - People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/ civic life</b></p>	<p>*To what extent has legal empowerment &amp; civic awareness increased and led to better access to formal and informal justice services? *To what extent has justice been brought closer to the people through innovations designed to ensure LNOB? *To what extent has quality, tailored affirmative legal education been increased and expanded to increase the representation of women and marginalized community in legal/justice sector? *To what extent is there a better understanding and practices on gender justice and inclusion by the local government</p>	<p>*How is the project monitoring its results under this output? *Is any qualitative data gathered? How frequently? *To what extent does the project ensure participation of women, person/s with disabilities, and other vulnerable groups in its activities under this output? *What have been the main challenges and how have these been overcome? *Which results can be replicated and upscaled? *What more needs to be done to achieve the results and consolidate those that have been achieved? *What are the main lessons learned?</p>	<p>*National policy documents including on RoL/A2J; sector strategies and action plans *UNDP Strategic Documents incl. UNDP Strategic Plan, UNDP GPROL Strategy, UNDP CPD, * A2J Project Document * A2J Project Progress Reports *Project board and other meeting minutes *Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	<p><b>Indicator 3.1</b> # of Law graduates from marginalized Communities mobilized to empower women, Dalit, person/s with disabilities, LGBTIQ+ and other Marginalized communities with targeted interventions;</p> <p><b>Indicator 3.2</b> Ratio of students from marginalized community's law graduates in project's affirmative legal education increase</p> <p><b>Indicator 3.4</b> # of women and marginalised population reached out for legal empowerment</p>	<p>*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis *Contribution analysis *Process tracing *Triangulation *Discussion of data amongst the MTR team and the UNDP A2J II project team *Verification of data with Stakeholders *Fact checking by UNDP A2J II project team, comment and</p>



**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
	and law enforcement agencies including informal justice actors?					feedback to MTR team
<p><b>Efficiency in delivering outputs</b></p> <p>The cost efficiency of the implemented project activities towards the expected results</p>	<p>*To what extent were resources (financial, human, institutional, time, expertise, etc.) strategically allocated and delivered on time to achieve project objectives?</p> <p>*To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results?</p> <p>*Has the project implementation strategy been efficient and cost effective? What cost effectiveness measures did the project adopt? And what were the results?</p>	<p>*Have the implementation modalities been appropriate and cost-effective?</p> <p>*Was the project implemented within deadline and cost estimates?</p> <p>*Did UNDP solve any implementation issues promptly?</p> <p>*How often has the Project Board met?</p> <p>*To what extent were UNDP able to synergize with other UN agencies to ensure efficiency?</p> <p>*Is the project fully staffed and are the staffing/management arrangements efficient?</p> <p>*Are procurements processed in a timely manner?</p>	<p>* A2J Project Document</p> <p>* A2J Project Progress Reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant partner reports</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>	N/A	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p> <p>*Political economy analysis</p> <p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the MTR team and the UNDP A2J II project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
	*To what extent did monitoring and knowledge management systems provide the Project and UNDP management with relevant data and information, disaggregated by sex, that allowed it to learn and adjust implementation accordingly?	* Are the resources allocated sufficient/too much? *What were the reasons for over or under expenditure within the Project? *To what extent is the existing project management structure appropriate and efficient in generating the expected results? *Was there good coordination and communication between partners in the project?				project team, comment and feedback to MTR team
<b>Impact</b> The extent to which the intervention has generated or is expected to generate significant positive or negative,	*What impact did the project make in the rule of law and access to Justice situation in Nepal? *To what extent the project results indicate that the intended impact of the project will be achieved or not achieved in the future?	*To what extent has the project, through the achievements been effective in promoting inclusive A2J in Nepal? *What is the project impact and benefit on the implementation at the Federal, provincial and local levels?	* A2J Project Document * A2J Project Progress Reports *Project board and other meeting minutes *Relevant partner reports	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> <li>• Key informant interviews</li> </ul>	N/A	*Qualitative and quantitative data analysis and disaggregation *Data synthesis *Descriptive statistical analysis *Political economy analysis

**ANNEX II - MTR MATRIX**

<b>Relevant MTR criteria</b>	<b>Key Questions</b>	<b>Specific Sub-Questions</b>	<b>Data Sources</b>	<b>Data collection Methods/Tools</b>	<b>Indicators/ Success Standard</b>	<b>Methods for Data Analysis</b>
intended or unintended, higher-level effects	<p>*What is the evidence of impact of the project for enhanced access to Justice for women and other marginalized communities?</p> <p>*What are the key impacts in Justice Delivery system, Policy Awareness and institutional capacity of Justice and legal stakeholders and institutions?</p>	<p>*What would the status of inclusive A2J in Nepal be without the project intervention and support? *What are the positive or negative, intended or unintended, changes brought about by the project's interventions?</p> <p>*Has the project contributed to SDGs #5 and #16? Has it indirectly contributed to other SDGs? To which and how?</p>		<ul style="list-style-type: none"> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>		<p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the MTR team and the UNDP A2J II project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II project team, comment and feedback to MTR team</p>
<b>Sustainability of the project</b>	<p>*To what extent did the federal, provincial, and local governments express ownership of the project, demonstrate institutional capacity and commitment to continue its implementation?</p> <p>*To what extent were lessons learned and good</p>	<p>*To what extent are the project activities likely to be institutionalized and implemented by the relevant institutions after the completion of this project?</p> <p>*What are the key factors that will require attention to improve the</p>	<p>* A2J Project Document</p> <p>* A2J Project Progress Reports</p> <p>*Project board and other meeting minutes</p> <p>*Relevant</p>	<ul style="list-style-type: none"> <li>• Document review and desk research</li> <li>• Independent external research and reports</li> </ul>	N/A	<p>*Qualitative and quantitative data analysis and disaggregation</p> <p>*Data synthesis</p> <p>*Descriptive statistical analysis</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
	<p>practices documented by the Project team on a continual basis and shared with appropriate parties who could learn from the project?</p> <p>*To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained? Are there any risks that may jeopardize sustainability of project benefits?</p> <p>*Is there a need for any further interventions or support to ensure the sustainable impact of the project? What could be potential new areas of work and innovative measures for sustaining the results?</p>	<p>prospects of sustainability of Project results?</p> <p>*To what extent do stakeholders support the project's long-term objectives?</p> <p>* To what extent were sustainability considerations taken into account in the design and implementation of interventions?</p> <p>*Is there an exit strategy for the Project? Does it take into account political, financial, technical and environmental factors?</p> <p>*What is the level of national and sub-national ownership of the project activities?</p> <p>* To what extent has the project created a shift in attitudinal and cultural behaviour towards</p>	<p>partner reports</p>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Focus group discussions</li> <li>• Email, phone and online follow-up where necessary</li> </ul>		<p>*Political economy analysis</p> <p>*Contribution analysis</p> <p>*Process tracing</p> <p>*Triangulation</p> <p>*Discussion of data amongst the MTR team and the UNDP A2J II project team</p> <p>*Verification of data with Stakeholders</p> <p>*Fact checking by UNDP A2J II project team, comment and feedback to MTR team</p>

**ANNEX II - MTR MATRIX**

Relevant MTR criteria •	Key Questions •	Specific Sub-Questions •	Data Sources •	Data collection Methods/Tools •	Indicators/ Success Standard •	Methods for Data Analysis •
		inclusive A2J and people-centred RoL? *Does the project provide for the handover of any activities? *What are the perceived capacities of the relevant institutions for taking the initiatives forward?				

## ANNEX III - DATA COLLECTION TOOLS AND INSTRUMENTS

### 3.1 Informed Consent Protocol

Date: \_\_\_\_\_ Time: Start \_\_\_\_\_ End \_\_\_\_\_  
Name: \_\_\_\_\_ Position: \_\_\_\_\_  
Location: \_\_\_\_\_ Male \_\_\_ Female \_\_\_\_\_

**Confidentiality and Informed Consent Statements:** Thank you for taking the time to meet with us. We are a team of external evaluators including Joanna Brooks (the team leader) and Raju XX and Sarmila Shrestha. We are conducting an independent Mid-term review of the **Enhancing Access to Justice through Institutional Reform project in Nepal” (A2J PHASE II)**. We have been hired by UNDP for this assignment but are not employees of UNDP and are independent from both UNDP and the project. All information shared will be kept confidential and anonymous. We will aggregate and present our findings from interviews in a way that cannot be tied back to any individual or organization. Therefore, please feel free to speak openly and candidly with us.

**Your participation is voluntary.** Please feel free to ask to skip any question that you do not feel comfortable answering or ending the interview at any point. In terms of use, we will produce a draft MTR report following our fieldwork which will be shared with UNDP stakeholders for their comments. We will then revise and finalize the draft based on comments received. UNDP Nepal will be responsible for the circulation of the report.

Thank you again for your willingness to participate in this interview. Do you have any questions before we get started?

### 3.2 Key Informant Interview Guides

#### KIIs Guide for UNDP and A2J PHASE II Project Staff

##### Introduction

- For UNDP and project staff – please describe your role in the A2J II project and for how long you have been involved in the project.

##### Relevance:

- To what extent was the project design relevant and appropriate in line with the political developments, national and sub-national development priorities of GoN, UNDP’s Strategic Plan, UNDP CPD priorities and needs of intended beneficiaries? Did relevance continue throughout implementation?
- To what extent is the Project’s engagement a reflection of strategic considerations, including the role of the MoLJPA, UNDP and its comparative advantage in the context of implementation of federalism?
- To what extent were lessons learned from other relevant and preceding projects and interventions incorporated in project design?
- To what extent were the project interventions, structure, and implementation arrangements relevant and logical to the project’s theory of change in enhancing the capacities of all three tiers of governments? Are they still valid?

- To what extent was the project in line with the national development priorities, the country programme's outputs & outcomes & the SDGs – in particular SDGs 5 and 10?
- Was the project relevant to the needs & priorities of the target groups / beneficiaries? Were they consulted during design & implementation of the project? Were any stakeholder inputs/concerns addressed at the project formulation stage?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?
- How does the project address the human development needs of its intended beneficiaries?

### **Coherence:**

- To what extent was the project appropriately responsive to contextual changes (political, economic, social, technological, legal, environmental) and other institutional changes in the country?
- To what extent did the project address and contribute to synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (Internal coherence).
- To what extent was the project consistent with other Justice and legal actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence).
- Are there any potential resource mobilisation opportunities from other donors going forward?
- Is the project working with the right partners? Is anyone missing?

### **Effectiveness:**

- To what extent the project's intended results (objectives, outcome and output) have been achieved or are on track to be achieved within the project period? What were the contributing factors in achieving or not achieving the intended results?
- To what extent was the Project effective in enhancing the capacity of the federal, provincial, and local governments to enhance the demand and supply side of justice and legal aid services for improved access to Justice. What, if any, alternative strategies would have been more effective in achieving this objective?
- To what extent was the project able to address the needs of different target groups (including the GESI aspects) in terms of access to Justice system and their participation and capacity development?
- What have been the biggest results of the project and why?
- What have been the biggest challenges and how have these been overcome?

### **Efficiency:**

- To what extent were resources (financial, human, institutional, time, expertise, etc.) strategically allocated and delivered on time to achieve project objectives?
- To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results?
- Has the project implementation strategy been efficient and cost effective? What cost effectiveness measures did the project adopt? And what were the results?

- To what extent did monitoring and knowledge management systems provide the Project and UNDP management with relevant data and information, disaggregated by sex, that allowed it to learn and adjust implementation accordingly?
- To what extent has there been an economical use of financial & human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- To what extent have the M&E systems utilized by the project enabled effective & efficient project management? What qualitative data is being captured by the project (duty bearers and rights holders) and what is the frequency?

### **Impact:**

- What impact did the project make in the rule of law and access to Justice situation in Nepal?
- To what extent the project results indicate that the intended impact of the project will be achieved or not achieved in the future?
- What is the evidence of impact of the project for enhanced access to Justice for women and other marginalized communities?
- What are the key impacts in Justice Delivery system, Policy intervention, Legal Awareness and institutional capacity of Justice and legal stakeholders and institutions?
- What is the project impact and benefit on the implementation at the federal, provincial and local levels? What would the status of inclusive A2J in Nepal be without the project intervention and support?

### **Sustainability:**

- To what extent did the federal, provincial, and local governments express ownership of the project, demonstrate institutional capacity and commitment to continue its implementation?
- To what extent were lessons learned and good practices documented by the Project team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained? Are there any risks that may jeopardize sustainability of project benefits?
- Is there a need for any further interventions or support to ensure the sustainable impact of the project? What could be potential new areas of work and innovative measures for sustaining the results?
- Are there any social or political risks that may jeopardize sustainability of project outputs & the project's contributions to country program outputs & outcomes?
- To what extent will financial & economic resources be available to sustain the benefits achieved by the project?
- What are the key factors that will require attention to improve the prospects of the sustainability of the project results?
- To what extent were sustainability considerations taken into account in the design and implementation of intervention?
- Is there an exit strategy for the Project? Does it take into account political, financial, technical and environmental factors?
- What are the priorities for the project going forward – both in the remaining implementation period and in any potential future phase of the project.



## Cross cutting themes:

### Human Rights Based Approach

- To what extent have poor, indigenous peoples, persons with disabilities, women, men, and other excluded and marginalized groups benefited from the project?
- To what extent has the project integrated the Human Rights Based Approach in the design, implementation and monitoring of the project?
- How is the project ensuring Leave No One Behind? Are the furthest behind being reached and how? How can the project reconsider its approach to contribute to enhancing diversity & inclusion?
- Were persons with disabilities consulted & meaningfully involved in programme planning & implementation?
- How the project ensured that persons with disabilities are included in project activities? To what extent activities designed to engage such persons?

### Gender Equality and Social Inclusion

- To what extent was gender equality and social inclusion considered in project design, implementation, and monitoring?
- To what extent did the project promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?
- Were persons with disabilities consulted and meaningfully involved in project planning and implementation? What barriers did persons with disabilities face in accessing the government services?

### Transparency, Accountability, Anti-corruption, Environment and Resilience

- To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption?
- To what extent was the project able to promote and include the principles of environmental sustainability and resilience in the intervention?

## KII Guide for UN Women

### Introduction

- Can you briefly describe your role within UN Women and when you first started collaborating with the UNDP A2J II project

### Relevance and Coherence

- How relevant do you think UNDP's A2J II project is in Nepal, in particular for women and other marginalised groups
- How relevant is the collaboration between UN Women and UNDP?

### Effectiveness

- What have been the main results of the collaboration between UN Women and UNDP? What strategies were employed to achieve this?

- Were any anticipated results not achieved? If yes, why not?
- Were there any challenges in terms of implementing the activities? How were these overcome?
- Have there been any unintended results – either positive or negative?

#### Efficiency

- How would you assess the efficiency of the partnership between UN Women and UNDP? Were there any challenges or gaps? Could anything be improved going forward?

#### Impact

- What do you think the impact of the joint activities have been on the project's beneficiaries? How could this impact be advanced further? How are you measuring this impact?

#### Sustainability

- How would you assess the level of sustainability of the results achieved jointly? What more needs to be to ensure their sustainability going forward?
- Are there opportunities for additional collaboration between UN Women and UNDP? Are these being explored?

#### Cross-Cutting Issues

##### Human Rights Based Approach

- To what extent have poor, indigenous peoples, persons with disabilities, women, men, and other excluded and marginalized groups benefited from the joint implementation between UN Women and UNDP?
- To what extent was the Human Rights Based Approach integrated in the design, implementation and monitoring of the joint activities?

##### Gender Equality and Social Inclusion

- To what extent was gender equality and social inclusion considered in the design, implementation, and monitoring of the joint activities?
- To what extent did the joint activities promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?
- Were persons with disabilities consulted and meaningfully involved in the planning and implementation of the joint activities? What barriers did persons with disabilities face in accessing the government services?

##### Transparency, Accountability, Anti-corruption, Environment and Resilience

- To what extent were the joint activities able to promote the principles of transparency, accountability, and anti-corruption?
- To what extent were the joint activities able to promote and include the principles of environmental sustainability and resilience in the intervention?

## KII Guide for Government of Norway

### Introduction

- Can you briefly describe your role within the Government of Norway and how long you have been engaged with the A2J project.

### Relevance and Coherence

- How relevant do you think the project is for a) the Government of Norway, b) Nepal, c) the project's beneficiaries (i.e. women and other marginalised groups) in Nepal?
- To what extent were you involved in the design of the project? Were your views/inputs taken into account? Have they been since throughout the project implementation? How do you assess the project's ToC and results framework and how this fits with your development priorities?
- What are your current development priorities and how does the project fit into these?
- What are your long-term priorities for Nepal?
- Are you satisfied with the level of coordination with other UN and non-UN projects in the country working on access to justice? Are there any gaps or areas, which could be strengthened?
- Why did you choose to support this project? What do you perceive UNDP's comparative advantages to be?

### Efficiency

- Do you receive narrative and financial reports in a timely manner? Are you satisfied with the quality and timeliness of these reports?
- Were there any issues related to efficiency in your cooperation with UNDP?
- Do you feel that the project offers value for money? Are its approaches and methods efficient? If not, why not?

### Effectiveness

- How satisfied are you with the results achieved by the project to date?
- What have been the biggest challenges in the project?
- What have been the biggest achievements in the project?
- How successful do you think the project has been in addressing access to justice? Could anything be strengthened?

### Sustainability

- What are the strategies for sustainability of the results of the project and how successful have these been? What level of national and local ownership for achieved results has been created? Are you confident that the project has a well-designed exit strategy?
- Where do you think gains made could be lost or stalled if the project is not able to continue its support? What could the project do in the remaining implementation period to improve sustainability of benefits?
- Do you see any changes in behaviour and attitudes, either among women trying to access justice, or among justice providers?

- In your perspective, how sustainable do you think the results of the project are? what are the challenges to sustaining the results of these programmes?
- Would you support a follow on phase of this project? If not, why not? If yes, what do you think the priority areas should be? Do you think the same project structure and approach be continued?

#### Human Rights Based Approach

- To what extent have poor, indigenous peoples, persons with disabilities, women, men, and other excluded and marginalized groups benefited from the project?
- To what extent has the project integrated the Human Rights Based Approach in the design, implementation and monitoring of the project?

#### Gender Equality and Social Inclusion

- To what extent was gender equality and social inclusion considered in project design, implementation, and monitoring?
- To what extent did the project promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?
- Were persons with disabilities consulted and meaningfully involved in project planning and implementation? What barriers did persons with disabilities face in accessing the government services?

#### Transparency, Accountability, Anti-corruption, Environment and Resilience

- To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption?
- To what extent was the project able to promote and include the principles of environmental sustainability and resilience in the intervention?

#### Lessons Learned

- Based on your experience and cooperating with the project, what are the key lessons learned that can be applied to achieve further advancements for enhancing access to justice in Nepal?

#### Recommendations

- What are your recommendations for the next steps in terms of any further iterations of the project and/or its activities ?

### **KII Guide for MoLJPA**

#### Introduction:

- Could you please provide a brief overview of your role within the Ministry of Law, Justice and Parliamentary Affairs and when your collaboration with the UNDP A2J II project commenced? How would you assess the collaboration so far ?

#### Relevance and Coherence:

- How pertinent do you consider UNDP's A2J II project to be in Nepal, especially in terms of translating the access to justice and rule of law commitments into a reality?
- What is the relevance of the collaboration between Ministry of Law, Justice and Parliamentary Affairs, and UNDP?
- What's your observation about the coherence between the project and government's priorities and other programmes?

#### Effectiveness:

- What are the primary outcomes achieved through the collaboration between the Ministry of Law, Justice and Parliamentary Affairs, and UNDP? Can you provide specific examples?
- What strategies or approaches were employed to accomplish these outcomes? Were they effective in achieving the desired results?
- Were there any anticipated outcomes that were not realized? If so, what were the reasons for their non-realization?
- What were the key challenges encountered during the implementation of the collaborative activities, and how were they addressed?
- Have there been any unintended consequences resulting from the collaboration, either positive or negative? How have these consequences been managed?
- How has the monitoring and oversight of the project activities been conducted from the side of the Ministry of Law, Justice and Parliamentary Affairs? What mechanisms or tools were used for monitoring progress and ensuring accountability?
- How has the UNDP responded to the monitoring and oversight mechanisms put in place by the Ministry? Have there been any challenges or areas of improvement identified in this regard?
- What specific mechanisms or processes are in place at the side of the Ministry to ensure the ongoing effectiveness of the collaboration with UNDP? How are lessons learned from past experiences integrated into future activities to enhance effectiveness?

#### Efficiency:

- How would you evaluate the efficiency of the partnership between the Ministry of Law, Justice and Parliamentary Affairs, and UNDP to implement the project ?
- Were there any obstacles or challenges?
- Are there areas for improvement moving forward to advance the efficiency?

#### Impact:

- What do you perceive to be the primary impact of the collaborative activities on the beneficiaries of the project? Can you provide specific examples?
- How are the impacts of the collaborative activities being measured or assessed? Are there any key performance indicators (KPIs) or metrics used to track progress and evaluate success?

- In what ways do you believe the impact of the collaborative activities could be further enhanced or expanded upon?
- How are the voices and feedback of the beneficiaries being incorporated into the MTR and enhancement of impact?
- Are there any opportunities for scaling up or replicating successful aspects of the project to reach a broader audience or achieve greater impact?

#### Sustainability:

- How do you assess the sustainability level of the jointly achieved results? What additional measures are necessary to ensure sustainability going forward?
- Are there opportunities for further collaboration between the Government of Nepal, and UNDP to sustain the results of the project? If so, are these opportunities being explored?

#### Cross-Cutting Issues:

##### Human Rights Based Approach:

- To what extent have disadvantaged groups such as poor, indigenous peoples, persons with disabilities, women, men, and other marginalized groups benefited from the joint efforts of the Ministry of Law, Justice and Parliamentary Affairs, and UNDP?
- How was the Human Rights Based Approach integrated into the design, implementation, and monitoring of the project activities?

##### Gender Equality and Social Inclusion:

- How was gender equality and social inclusion taken into account in the design, implementation, and monitoring of the joint activities?
- To what extent did the collaborative activities bring about positive changes for women and individuals from excluded/marginalized groups, including persons with disabilities? Were there any unintended consequences?
- Were persons with disabilities consulted and meaningfully engaged in the planning and execution of the joint activities? What challenges did they face in accessing government services?
- Transparency, Accountability, Anti-corruption, Environment, and Resilience:
- How successful were the joint activities in promoting transparency, accountability, and anti-corruption principles?
- To what extent did the joint activities incorporate and promote environmental sustainability and resilience principles in the intervention?

## KII GUIDE FOR OAG

#### Introduction:

- Can you provide a brief overview of your role within the Office of the Attorney General and when your collaboration with the UNDP A2J II project began? How has the collaboration progressed thus far?

### Relevance and Coherence:

- How relevant do you consider UNDP's A2J II project to be in Nepal, particularly in terms of translating the access to justice and rule of law commitments into reality?
- What is the relevance of the collaboration between the Office of the Attorney General and UNDP?
- How do you perceive the coherence between the project and the priorities and other programs of the Office of the Attorney General?

### Effectiveness:

- What are the primary outcomes resulting from the collaboration between the Office of the Attorney General and UNDP? Can you provide specific examples of how these outcomes have influenced the prosecutorial system?
- Were there any anticipated outcomes that were not realized? If so, what were the reasons for their non-achievement?
- What challenges were encountered during the implementation of the collaborative activities, particularly in enhancing the prosecutorial system, and how were they addressed?
- Have there been any unintended consequences, either positive or negative, arising from the collaborative efforts? How have these consequences been managed?
- What mechanisms are in place at the Office of the Attorney General to ensure the ongoing effectiveness of the collaboration with UNDP in improving the prosecutorial system?

### Efficiency:

- How would you evaluate the efficiency of the collaboration between the Office of the Attorney General and UNDP in implementing the project? Were there any obstacles or deficiencies? Are there areas for improvement moving forward to advance efficiency?

### Impact:

- What do you perceive to be the impact of the collaborative activities on the beneficiaries of the project?
- How can this impact be further enhanced? How is this impact being measured?

### Sustainability:

- How do you assess the sustainability level of the jointly achieved results? What additional measures are necessary to ensure sustainability going forward?
- Are there opportunities for further collaboration between the Office of the Attorney General and UNDP to sustain the results of the project? If so, are these opportunities being explored?

### Cross-Cutting Issues:

### Human Rights Based Approach:

- To what extent have disadvantaged groups such as the poor, indigenous peoples, persons with disabilities, women, men, and other marginalized groups benefited from the joint efforts of the Office of the Attorney General and UNDP?
- How was the Human Rights Based Approach integrated into the design, implementation, and monitoring of the project activities?

### Gender Equality and Social Inclusion:

- How was gender equality and social inclusion taken into account in the design, implementation, and monitoring of the joint activities?
- To what extent did the collaborative activities bring about positive changes for women and individuals from excluded/marginalized groups, including persons with disabilities? Were there any unintended consequences?
- Were persons with disabilities consulted and meaningfully engaged in the planning and execution of the joint activities? What challenges did they face in accessing government services?

### Transparency, Accountability, Anti-corruption, Environment, and Resilience:

- How successful were the joint activities in promoting transparency, accountability, and anti-corruption principles?
- To what extent did the joint activities incorporate and promote environmental sustainability and resilience principles in the intervention?

## KII GUIDE FOR NBA

### Introduction:

- Could you provide a brief overview of your role within the Nepal Bar Association and when your collaboration with the UNDP A2J II project began?
- How has been the collaboration progressed thus far?

### Relevance and Coherence:

- How relevant do you consider UNDP's A2J II project to be in Nepal, particularly in terms of translating the access to justice and rule of law commitments into reality?
- What is the relevance of the collaboration between the Nepal Bar Association and UNDP?
- How do you perceive the coherence between the project and the priorities of the Nepal Bar Association?

### Effectiveness:



- What are the primary outcomes resulting from the collaboration between the Nepal Bar Association and UNDP's A2J II project? Can you provide specific examples of how these outcomes have contributed to legal aid, capacity building of lawyers, and pro bono service?
- Were there any anticipated outcomes that were not realized? If so, what were the reasons for their non-achievement?
- What challenges were encountered during the implementation of the collaborative activities, particularly in enhancing legal aid, capacity building of lawyers, and facilitating pro bono service? How were these challenges addressed?
- Have there been any unintended consequences, either positive or negative, arising from the collaborative efforts in providing legal aid and capacity building of lawyers? How have these consequences been managed?
- How has the monitoring and oversight of the project activities been conducted from the side of the Nepal Bar Association, particularly regarding legal aid, capacity building, and pro bono service? Additionally, what has been the response and collaboration from the UNDP side in terms of monitoring and oversight?

#### Efficiency:

- How would you evaluate the efficiency of the collaboration between the Nepal Bar Association and UNDP in implementing the project? Were there any obstacles or deficiencies? Are there areas for improvement moving forward to advance efficiency?

#### Impact:

- What do you perceive to be the impact of the collaborative activities on the beneficiaries of the project?
- How can this impact be further enhanced? How is this impact being measured?

#### Sustainability:

- How do you assess the sustainability level of the jointly achieved results? What additional measures are necessary to ensure sustainability going forward?
- Are there opportunities for further collaboration between the Nepal Bar Association and UNDP to sustain the results of the project? If so, are these opportunities being explored?

#### Cross-Cutting Issues:

##### Human Rights Based Approach:

- To what extent have disadvantaged groups such as the poor, indigenous peoples, persons with disabilities, women, men, and other marginalized groups benefited from the joint efforts of the Nepal Bar Association and UNDP?
- How was the Human Rights Based Approach integrated into the design, implementation, and monitoring of the project activities?

##### Gender Equality and Social Inclusion:

- How was gender equality and social inclusion taken into account in the design, implementation, and monitoring of the joint activities?
- To what extent did the collaborative activities bring about positive changes for women and individuals from excluded/marginalized groups, including persons with disabilities? Were there any unintended consequences?
- Were persons with disabilities consulted and meaningfully engaged in the planning and execution of the joint activities? What challenges did they face in accessing government services?

#### Transparency, Accountability, Anti-corruption, Environment, and Resilience:

- How successful were the joint activities in promoting transparency, accountability, and anti-corruption principles?
- To what extent did the joint activities incorporate and promote environmental sustainability and resilience principles in the intervention?

### **KII GUIDE FOR OCMCM**

#### Introduction:

- Can you provide a brief overview of your role within the Office of the Chief Minister and Council of Ministers and when your collaboration with the UNDP A2J II project began? How has the collaboration progressed thus far?

#### Relevance and Coherence:

- How relevant do you consider UNDP's A2J II project to be in Nepal, particularly in terms of translating the access to justice and rule of law commitments into reality at provincial and local level?
- What is the relevance of the collaboration between the Office of the Chief Minister and Council of Ministers and UNDP?
- How do you perceive the coherence between the project and the priorities and other programs of the Office of the Chief Minister and Council of Ministers?

#### Effectiveness:

- What are the primary outcomes of the collaboration between the Office of the Chief Minister and Council of Ministers and UNDP? What strategies were employed to achieve these outcomes?
- Were there any projected outcomes that were not realized? If so, what were the reasons?
- What challenges were encountered in implementing the activities, and how were they addressed?
- Have there been any unintended consequences, either positive or negative?
- How has the monitoring and oversight of the project activities been conducted from the side of the Office of the Chief Minister and Council of Ministers? What has been the response from the UNDP side?

- What mechanisms are in place at the Office of the Chief Minister and Council of Ministers to ensure effectiveness?

#### Efficiency:

- How would you evaluate the efficiency of the collaboration between the Office of the Chief Minister and Council of Ministers and UNDP in implementing the project?
- Were there any obstacles or deficiencies? Are there areas for improvement moving forward to advance efficiency?

#### Impact:

- What do you perceive to be the impact of the collaborative activities on the beneficiaries of the project?
- How can this impact be further enhanced? How is this impact being measured?

#### Sustainability:

- How do you assess the sustainability level of the jointly achieved results? What additional measures are necessary to ensure sustainability going forward?
- Are there opportunities for further collaboration between the Office of the Chief Minister and Council of Ministers and UNDP to sustain the results of the project? If so, are these opportunities being explored?

#### Cross-Cutting Issues:

##### Human Rights Based Approach:

- To what extent have disadvantaged groups such as the poor, indigenous peoples, persons with disabilities, women, men, and other marginalized groups benefited from the joint efforts of the Office of the Chief Minister and Council of Ministers and UNDP?
- How was the Human Rights Based Approach integrated into the design, implementation, and monitoring of the project activities?

##### Gender Equality and Social Inclusion:

- How was gender equality and social inclusion taken into account in the design, implementation, and monitoring of the joint activities?
- To what extent did the collaborative activities bring about positive changes for women and individuals from excluded/marginalized groups, including persons with disabilities? Were there any unintended consequences?
- Were persons with disabilities consulted and meaningfully engaged in the planning and execution of the joint activities? What challenges did they face in accessing government services?

##### Transparency, Accountability, Anti-corruption, Environment, and Resilience:

- How successful were the joint activities in promoting transparency, accountability, and anti-corruption principles?
- To what extent did the joint activities incorporate and promote environmental sustainability and resilience principles in the intervention?

## **KII GUIDE FOR JUDICIAL COMMITTEES**

### **Introduction:**

- Can you provide a brief overview of your role within the Local Judicial Committees and when your collaboration with the UNDP A2J II project began? How has been the collaboration progressed thus far?

### **Relevance and Coherence:**

- How relevant do you consider UNDP's A2J II project to be in Nepal, particularly in terms of enhancing access to justice and reinforcing the rule of law at the local level?
- What is the relevance of the collaboration between the Local Judicial Committees and UNDP?
- How do you perceive the coherence between the project and the priorities and functions of the Local Judicial Committees?

### **Effectiveness:**

- What are the primary outcomes resulting from the collaboration between the Local Judicial Committees and UNDP? Can you provide specific examples of how these outcomes have enhanced justice delivery and mediation function?
- Were there any anticipated outcomes that were not realized? If so, what were the reasons for their non-achievement?
- What challenges were encountered during the implementation of the collaborative activities, particularly in strengthening the capacity of local judicial committees and improving justice delivery through mediation? How were these challenges addressed?
- Have there been any unintended consequences, either positive or negative, arising from the collaborative efforts? How have these consequences been managed?
- What mechanisms are in place at the local government level to ensure the ongoing project's effectiveness in terms of enhancing capacity building of local judicial committees?

### **Efficiency:**

- How would you evaluate the efficiency of the partnership between the Local Judicial Committees and UNDP in implementing the project? Were there any obstacles or deficiencies? Are there areas for improvement moving forward to advance efficiency?

### **Impact:**

- What do you perceive to be the impact of the collaborative activities on the beneficiaries of the project?
- How can this impact be further enhanced? How is this impact being measured?

#### Sustainability:

- How do you assess the sustainability level of the jointly achieved results? What additional measures are necessary to ensure sustainability going forward?
- Are there opportunities for further collaboration between the Local Judicial Committees and UNDP to sustain the results of the project? If so, are these opportunities being explored?

#### Cross-Cutting Issues:

##### Human Rights Based Approach:

- How the committee's understanding of the Human Rights Based Approach enhanced by the project activities?
- To what extent have disadvantaged groups such as the poor, indigenous peoples, persons with disabilities, women, men, and other marginalized groups benefited from the joint efforts of the Local Judicial Committees and UNDP?
- How was the Human Rights Based Approach integrated into the design, implementation, and monitoring of the project activities that aim at enhancing the capacity of judicial committees?

##### Gender Equality and Social Inclusion:

- How was gender equality and social inclusion taken into account in the design, implementation, and monitoring of the project activities in relation to strengthening the capacity of judicial committees?
- To what extent did the collaborative activities bring about positive changes in terms of delivery of justice by the Committees to women and individuals from excluded/marginalized groups, including persons with disabilities? Were there any unintended consequences?
- Were persons with disabilities consulted and meaningfully engaged in the planning and execution of the joint activities? What challenges did they face in accessing justice services at local level?

##### Transparency, Accountability, Anti-corruption, Environment, and Resilience:

- How successful were the project activities in promoting transparency, accountability, and anti-corruption principles?
- To what extent did the project activities incorporate and promote environmental sustainability and resilience principles in the intervention?

## **FGD GUIDE FOR INTERNSHIP STUDENTS**

1. How did you obtain this internship opportunity?
2. Have you undergone any training or capacity-building programmes prior to undertaking this internship? If so, what topics were predominantly covered during the training?
3. Where did you complete your internship, and what was your role as an intern?
4. Do you believe this internship opportunity will contribute to the advancement of your professional career in the future?
5. Where are you currently employed or engaged?
6. Has the training you received been beneficial in providing support for judicial committees and the justice sector?
7. Has your internship experience contributed to the realization of the rights of access to justice for targeted groups, particularly women and other marginalized communities? If so, how have these groups benefited from your assistance?
8. If you did not secure this internship opportunity, were there any alternative opportunities available to you?
9. As a female/Dalit/indigenous person/Person with Disabilities did you encounter any specific challenges during the internship?
10. Could you recall the most valuable lessons or experiences from the internship that you believe will be beneficial for your future career?
11. Do you have any suggestions to offer for the project?

## **FGD GUIDE FOR UNIVERSITY REPRESENTATIVES**

1. What types of activities are you involved in with A2J?
2. Has the implementation of activities and modalities been appropriately aligned with your university? If so, how?
3. How is this project relevant to the advancement of gender equality and social inclusion?
4. How many students have benefited from the scholarship and other types of activities?
5. How many students have benefited from the affirmative legal education programme? Was there gender balance and inclusivity in participation?
6. How are you measuring the results of the project?
7. How effective has the activities of the A2J been in enhancing gender equality and rights of marginalized people (women, Dalits, persons with disabilities, sexual minority and other vulnerable groups were benefited) and addressed the needs of those groups?

## **FGD GUIDE WITH LEGAL AID BENEFICIARIES**

1. How were you informed about the availability of legal aid services?
2. Is the information system accessible to women, Dalits, and other marginalized communities?
3. What types of services are predominantly sought by beneficiaries/service seekers?
4. Were you satisfied with the services provided by free legal aid lawyers? If not, what improvements do you believe the service provider should make in the future?
5. Was the behaviour of the service providers gender-friendly? If not, what specific challenges did you encounter?

6. Were you asked to pay any fees by the service providers?
7. What challenges did you face in accessing free legal aid services?
8. Are you familiar with the roles of free legal aid lawyers, court-appointed lawyers, and pro bono lawyers?
9. Was your privacy maintained by the service providers?
10. How efficient are the service providers in addressing the subject matter?
11. Do you believe that service providers require training to enhance the effectiveness of their services?
12. Do you have any recommendations for improvement of the service?

## Annex IV Terms of Reference

**Terms of References**  
**Mid-term review of Enhancing Access to Justice**  
**through institutional Reform Project – Phase II (A2J Project II)**  
**March 2024**

Duty station/location	Kathmandu, Nepal- travel to selected provinces and local governments (up to 50% could be home based)
Expected duration of the mid-term review	90 person days (30 person days for 1 International Consultant as Team Leader and 30 person days each for two national consultants as Team members) spread over April-June 2024
Type of contract	Individual Contract (IC)
Language required	Fluent in English for international consultant, and English and Nepali for national consultants

### 1. Project context and background

PROJECT/OUTCOME INFORMATION	
<b>Project title</b>	Enhancing Access to Justice through Institutional Reform Project II (A2J Project)
<b>Atlas ID</b>	00111756
<b>Corporate outcome and output</b>	<p><b>UNDP Nepal CPD (2023-2027) Outcome and Outputs:</b>            Outcome 2: By 2027, more people, especially women, youth and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels.            CPD Output 2.1: Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government.            CPD Output 2.2. Rule of law institutions and systems strengthened for expanded access to justice, human rights, and freedom from discrimination, in line with universal periodic review recommendations.</p>
<b>Country</b>	Nepal
<b>Region</b>	Asia and the Pacific
<b>Date project document signed</b>	2 December 2021
<b>Project dates</b>	<b>Start:</b> 2 December 2021 <b>Planned end:</b> 1 December 2026
<b>Project budget</b>	US\$ 10,400,962.60 (of which US\$ 4.2 mil is available)
<b>Project expenditure at the time of evaluation</b>	US\$ 2,992,014 (as of 31 December 2023)
<b>Funding source</b>	Government of Norway, UNDP, Funding window, Government of Nepal-In kind
<b>Implementing party<sup>55</sup></b>	Ministry of Law, Justice and Parliamentary Affairs

The Enhancing Access to Justice through Institutional Reform Project II (herein after referred as “the

<sup>55</sup> This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.



project”), is implemented under the leadership of Ministry of Law, Justice and Parliamentary Affairs (MoLJPA) in partnership with UNDP Nepal. The project was signed with MoLJPA for the period of 2 December 2021 – 1 December 2026. The project was designed to build on the legislative and judicial achievements of the preceding projects ‘Strengthening the Rule of Law and Human Rights Protection System in Nepal (RoLHR) (2013 – 2017)’ and ‘Enhancing Access to Justice Through Institutional Reform (A2J) Project (2017 – 2021)’ in furtherance of the realization of the SDGs and 2030 Agenda.

The project aims at supporting the legal aid providers and authorities to effectively manage and provide legal aid services to people, in particular women, and other marginalized groups, in a sustainable and quality manner to increase Access to Justice. The project works for strengthening the justice sector institutions to provide effective legal/judicial remedies as well as protection of human rights in line with national and international standards and empowering people, in particular women, Dalit, persons with disabilities, LGBTIQ+, poor and other marginalized groups to claim their rights and participate in judicial governance/civic life. The project contributes to enhancing access to justice of women and marginalized communities through offering institutional and technical support to the justice sector actors and criminal justice systems in Nepal.

The project provides support to the Government of Nepal to strengthen access of women and marginalized communities through legal empowerment of women and marginalized community so that they can claim their rights and entitlements. At the support supply side, the project engages with the justice sector service providers to build the capacity and strengthen the judicial sector institutions at the federal, provincial level and local level.

MoLJPA is the lead agency of the project at Federal level, and Office of the Chief Minister and Council of Minister (OCMCM) at four Provinces (Karnali, Sudurpaschim, Koshi and Madhesh). The project is funded by Royal Norwegian Embassy in Kathmandu, Nepal and UNDP, along with in-kind support of the Government of Nepal. The detail of the project budget is given below.

Donor	Budget in USD	Remarks
<b>Royal Norwegian Embassy in Kathmandu</b>	\$ 4,356,056.06	
<b>Government of Nepal</b>	\$ 150,000.00	In kind
<b>United Nations Development Programme</b>	\$50,000.00	
<b>Headquarters (HQ) Fund</b>	\$340,000.00	
<b>Funding window</b>	\$ 150,000.00	
<b>Unfunded</b>	\$4,904,906.54	
<b>Total Budget</b>	<b>\$10,400,962.60</b>	

The project has the following three outputs:

**Output 1:** Legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice.

**Output 2:** Justice sector strengthened to provide effective legal/ judicial remedies in line with national and international standards.

**Output 3:** People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/civic life.

The project contributes to UNDP's CPD (2023 – 2027) Outcome 2: “By 2027, more people, especially women, youth and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels.” In particular, it contributes to Output 2.1: Inclusive and participatory policies, processes and systems strengthened for implementation of federalism at three levels of government; and Output 2.2. Rule of law institutions and systems strengthened for expanded access to justice, human rights, and freedom from discrimination, in line with universal periodic review recommendations.

The anticipated adoption of Integrated Legal Aid Act has been delayed due to political turmoil since the initiation of the project.

The baseline survey of the project in 2022 revealed that there is lack of information and awareness on legal aid services which the project has been intervening to address the specific needs and intersectionality of women, person/s with disabilities, person/s with disabilities, and LGBTIQ+. The marginalized people are unable to make formal report on cases of violence or discrimination because they do not have knowledge about availability and procedures of the remedial legal aid support. Regarding the perception of integrity of the justice system in people, the baseline indicated the room for improvement as slightly below half (45.7%) of the right holders (service seekers) expressed to have meet their minimum expectations on the accountability, transparency, and trustworthiness.

Similarly, the assessment conducted by the Civil Society Organization partners in 2023 has indicated that people in the project's working Provinces are still facing various legal issues particularly on the registration of their personal anecdotes and obtain the certificate of citizenship because of the lack of the collection of evidential documents. Women often do not have their marriage registration and are deprived of their social security allowance and other civic entitlements.

MoLJPA has extended the district legal aid services in additional 21 districts, however the reporting system within the Central Legal Aid Committee (CLAC) and District Legal Aid Committee (DLAC) is still paper based. There is lack of mechanism to track and record the beneficiary database of Legal Aid services for which the project has conducted trainings for capacity enhancement of legal aid lawyers, supported Supreme Court in case-automation, digitized accountability system of the province government including the use of information technology with aim to strengthen e-judiciary system.

MoLJPA has committed to table integrated Legal Aid Bill (an instrumental policy document to operationalize Integrated Legal Aid Policy) in the upcoming Parliament session in 2024. The project supported MoLJPA to navigate the groundwork to table the draft Legal Aid Bill. Some key Policy level achievements in the project includes devolution of the jurisdiction the cases of banking offence and cybercrime of district court and the Kathmandu District Court provisioned for dedicated family bench.

The project trained 4,352 government officials, lawyers, JC members, mediators, and Prosecutors in 2022 and 2023. At the supply side of the legal aid, the project continued to focus on legal awareness and information campaigns in the hard-to-reach population and location. The legal awareness to the community had also focused on need to address the issues of Gender Based Violence (GBV); Caste based Discrimination and Untouchability (CBDU) and other harmful practices for speedy justice and legal aid services. A total of 82,601 people (51095 women) has been reached through various legal and justice awareness events. Out of them, 21.43 percent of cases were related to citizenship and 24.43 percent cases were related to birth registration.

## **2. MTR purpose and objectives**

In line with the mandatory threshold for project evaluation provisioned in UNDP Evaluation Guidelines 2019, a mid-term review and final evaluation of the project was planned in the project design to be commissioned through independent reviewers and evaluators. The project has been designed until 2026 with funding commitment only until 2024 and UNDP have been engaged in discussions on the potential extension of the project followed by a possible multi-year extension until December 2026. Hence this would serve as a mid-term review (MTR) of the A2J – II project if the project received funding post 2024.

The overall purpose of this mid-term review is to assess the achievements of the project results, including gender responsive results, against what was expected to be achieved, document lessons learnt and good practices. The MTR should assess the implementation approaches of the project, results achieved against outputs, contribution to higher level outcome results including GESI responsive results, and issues/challenges encountered, as well as identify and document the lessons learnt and good practices and make specific recommendations for remaining period of the project. The MTR findings will be useful in revisiting the project's implementation approaches and strategies for the remaining period and to inform the future programming for Rule of Law and Governance. The MTR will also serve as an accountability and transparency, as well as learning opportunity to provide guidance and recommendations for UNDP's continued support in implementation of Governance, Human Rights and Rule of law initiatives in Nepal.

The specific objectives of the MTR are the following:

- to assess the relevancy and appropriateness of the project approaches and interventions in terms of the project's positions, structure, implementation arrangement and adequacy in contributing to achieve the key results in line with the Theory of Change.
- to ascertain the effectiveness and efficiency of the project support provided to federal, provincial, and local governments in enhancing the capacities of Justice Sector Actors in achieving the key results of the project, its outcome and outputs.
- to measure the coherence and results orientation towards sustainability and impact of the project intervention, including synergies with other UNDP supported programme/projects, UN integration and Development Partner's coordination efforts for implementation of Governance, Human Rights, Rule of Law and Access to Justice.
- to review and assess the risks and opportunities, document key learnings and good practices; and recommend potential approaches for more enhanced Access to Justice for the marginalized and vulnerable communities.
- to assess the project's contribution on promoting human rights, and mainstreaming gender equality and social inclusion through the Gender result effectiveness scale (GRES) methodology.

## **3. Scope of the MTR**

The MTR will cover the full scope of the A2J-II project, including the implementation period (1 December 2021 – time of mid-term review), and full geographic coverage, including at federal

level and in four provinces (Sudurpaschim, Karnali, Madhesh and Koshi), and selected local governments benefitting from the services provided by the implementing partners.

In terms of the criteria, the MTR will follow the OECD-DAC's revised evaluation criteria (relevance, coherence, efficiency, effectiveness, impact and sustainability) along with additional cross cutting criteria. The evaluation should also analyse the risks management and documentation of lessons, good practices and innovations. In addition, the MTR will assess how the intervention sought to mainstream gender and social inclusion including disability issues, youth empowerment, environment and climate change and application of the human rights-based approaches while providing the support in development efforts.

Mainly, the MTR would cover the following areas:

- **Relevance:** Review of the project's structure and the progress against its purpose, objectives, and outputs along with Project Document, Theory of Change, Results and Resources Framework, M&E framework.
- **Effectiveness and efficiency in project implementation:** review project's technical as well as operational approaches and deliverables considering cost effectiveness and impact.
- **Impact of the project:** Quality of results such as knowledge products developed and utilized, expertise transferred to the target group, partnership and engagement enhanced, the functional efficiency of the target institutions increased.
- **Coherence of the project:** alignment with UNDP's core documents (e.g., UNSCDF, UNDP CPD), Strategic focus of the implementing partners (MoLJPA, NBA, OAG, Supreme Court) and national priorities (e.g., Nepal's 15<sup>th</sup> Plan), and other related UNDP, UN, and Development Partner projects.
- **Sustainability of the project interventions:** sustaining the positive impacts of the project interventions beyond the project life.
- **Review the Project approaches and modality:** In general, and gender equality and social inclusion, with a particular focus on participation of women and marginalized groups.
- **Examine external contextual factors:** Factors beyond the project's control that have affected it both adverse or positive manner and project's mitigation measures.
- **Cross-cutting analysis:** Assess the status of the project to mainstream Gender Equality and Social Inclusion, Anti-corruption and Accountability, Climate Change and Environment and Human Rights Based approach.
- Appraise the planning, management, and quality assurance mechanism to deliver the project interventions.
- Review the project's coordination and communication processes and mechanisms with the stakeholders; and
- Assess the management and governing structure of the project and distribution of responsibilities within the given structure and national implementation modality.

#### **4. Criteria and key guiding questions**

The MTR will adopt the six revised OECD-DAC evaluation criteria - Relevance, Effectiveness, Coherence, Efficiency, Impact and Sustainability. Human Rights, Gender Equality and Social Inclusion, Transparency and Accountability, and environmental sustainability and resilience approach will also be included as additional cross-cutting criteria.

The MTR will address the following main questions:

- i. To what extent has the project achieved (or is likely to achieve) its intended objectives? What factors contributed to or hindered the project's performance and sustainability of the results?
- ii. To what extent were the project interventions relevant and effective in enhancing the access to Justice for the marginalized community across all three tiers of the government (the federal, provincial and local)?
- iii. What are the key considerations to be taken into account while developing the new interventions and/or scaling up the similar interventions in the domain of the Rule of Law, Governance, Human rights and Access to Justice?
- iv. To what extent has the project mainstreamed GESI and human rights as well as climate change and environmental sustainability aspects in the project's intervention and approaches?

The guiding questions for each evaluation criteria are outlined in the below table. The MTR team should further refine them and agree on a final set of the review questions with UNDP prior to commencing the data collection.

*Table 1: Key guiding questions*

<b>Relevance</b>	<ul style="list-style-type: none"> <li>• To what extent was the project design relevant and appropriate in line with the political developments, national and sub-national development priorities of GoN, UNDP's strategic plan, UNDP CPD priorities and need of intended beneficiaries?</li> <li>• To what extent is the Project's engagement a reflection of strategic considerations, including the role of the MoLJPA, UNDP and its comparative advantage in the context of implementation of federalism?</li> <li>• To what extent were lessons learned from other relevant and preceding projects and interventions incorporated in project design?</li> <li>• To what extent were the project interventions, structure, and implementation arrangements relevant and logical to the project's theory of change in enhancing the capacities of all three tiers of governments? Are they still valid?</li> </ul>
<b>Coherence</b>	<ul style="list-style-type: none"> <li>• To what extent was the project appropriately responsive to contextual changes (political, economic, social, technological, legal, environmental) and other institutional changes in the country?</li> <li>• To what extent did the project address and contribute to synergies and interlinkages with other interventions carried out by UNDP or the Government of Nepal? (Internal coherence).</li> <li>• To what extent was the project consistent with other Justice and legal actors' interventions in the same context or adding value to avoid duplication of efforts? (External coherence).</li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>• To what extent the project's intended results (objectives, outcome and output) have been achieved or are on track to be achieved within the project period? What were the contributing factors in achieving or not achieving the intended results?</li> <li>• To what extent was the Project effective in enhancing the capacity of the federal, provincial, and local governments to enhance the demand and supply side of justice and legal aid services for improved access to Justice. What, if any, alternative strategies would have been more effective in achieving this objective?</li> <li>• To what extent did the Project contribute to the CPD and the Project's outcome and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?</li> <li>• To what extent was the project able to address the needs of different target groups (including the gender equality and social inclusion aspects) in terms of access to Justice system and their participation and capacity development?</li> </ul>

<b>Efficiency</b>	<ul style="list-style-type: none"> <li>To what extent were resources (financial, human, institutional, time, expertise, etc.) strategically allocated and delivered on time to achieve project objectives?</li> <li>To what extent were the project management and governance structures appropriate and efficient in supporting timely implementation and generating the expected results?</li> <li>Has the project implementation strategy been efficient and cost effective? What cost effectiveness measures did the project adopt? And what were the results?</li> <li>To what extent did monitoring and knowledge management systems provide the Project and UNDP management with relevant data and information, disaggregated by sex, that allowed it to learn and adjust implementation accordingly?</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>What impact did the project make in the rule of law and access to Justice situation in Nepal?</li> <li>To what extent the project results indicate that the intended impact of the project will be achieved or not achieved in the future?</li> <li>What is the evidence of impact of the project for enhanced access to Justice for women and other marginalized communities?</li> <li>What are the key impacts in Justice Delivery system, Policy intervention, Legal Awareness and institutional capacity of Justice and legal stakeholders and institutions?</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>To what extent did the federal, provincial, and local governments express ownership of the project, demonstrate institutional capacity and commitment to continue its implementation?</li> <li>To what extent were lessons learned and good practices documented by the Project team on a continual basis and shared with appropriate parties who could learn from the project?</li> <li>To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained? Are there any risks that may jeopardize sustainability of project benefits?</li> <li>Is there a need for any further interventions or support to ensure the sustainable impact of the project? What could be potential new areas of work and innovative measures for sustaining the results?</li> </ul>
<b>Human Right Based Approach</b>	<ul style="list-style-type: none"> <li>To what extent have poor, indigenous peoples, persons with disabilities, women, men, and other excluded and marginalized groups benefited from the project?</li> <li>To what extent has the project integrated the Human Rights Based Approach in the design, implementation and monitoring of the project?</li> </ul>
<b>Gender Equality and Social Inclusion</b>	<ul style="list-style-type: none"> <li>To what extent was gender equality and social inclusion considered in project design, implementation, and monitoring?</li> <li>To what extent did the project promote positive changes for women and persons from excluded/marginalized groups, including persons with disabilities? Were there any unintended effects?</li> <li>Were persons with disabilities consulted and meaningfully involved in project planning and implementation? What barriers did persons with disabilities face in accessing the government services?</li> </ul>
<b>Transparency, Accountability, Anti-</b>	<ul style="list-style-type: none"> <li>To what extent was the project able to promote the principles of transparency, accountability, and anti-corruption?</li> <li>To what extent was the project able to promote and include the principles of environmental sustainability and resilience in the intervention?</li> </ul>

## **5. Approach and methodology**

The MTR approach and methodologies provided below are indicative only. The MTR team should review the methodology and propose the final methods and data collection tools in the inception report, following review of the project related documents and reports. The method and tools

should be context-sensitive and adequately address the issues of human rights, gender equality and social inclusion in terms of access to justice.

The MTR team should follow a participatory and consultative approach ensuring close engagement with government counterparts at federal, provincial, and local levels, the project team, UNDP Nepal Country Office, including the evaluation manager, and other critical stakeholders. Thus, the evaluation team is expected to work closely with the UNDP Nepal Country Office during the review adopting the following data collection methods.

The MTR team must provide evidence-based information that is credible, reliable, and useful. The evaluators will follow mixed methods of data collection, utilizing both qualitative and quantitative methods. The MTR should build upon the data and information collected from both primary and secondary sources. Primary data may be collected through key informant interviews (KIIs), focus group discussions, field observations, and consultations and interactions with stakeholders and beneficiaries. Secondary data may be collected through review of literature related to the project, including project document, results and resources framework, communication materials including case stories and media reports.

The data and information thus collected should be analysed and ensure that the gender equality and social inclusion and other cross cutting issues will be captured adequately in all aspects of the MTR. The data and information thus generated should be evidence-based, reliable, credible, and useful. The MTR team should also ensure triangulation of the various data sources to maximize the validity and reliability of data.

Given below is the summary of some of the relevant data collection tools that might be used in this MTR. However, the MTR team should revise and update the methods and tools in line with the review purpose and objectives based on reference documents.

GESI and human rights lens should be applied thoroughly during all stages of the evaluation to duly address gender, inclusion, and human right issues.

Indicative data collection methods include:

### **5.1 Document Review**

The evaluation team should review the project-related documents such as the Project Document, theory of change and result framework, annual and quarterly progress reports, annual work plans, study Report, project board meeting minutes, technical/financial monitoring reports, publications, strategic documents, policies, and other documents that the team consider useful for the review. The GESI and human rights lens should be applied during the document review process.

### **5.2 Interviews and Consultations**

The evaluation team should develop appropriate interview structures and questionnaires for various stakeholders, based on the evaluation criteria, and conduct in-depth KIIs, meetings, and focus group discussions with key concerned project stakeholders, including from MoLJPA, NBA, OAG, Law Universities, OCMCM, Judicial Committees, Legal Aid service Providers, Nepal Judicial Academy, Supreme Court, Justice Sector Coordination mechanism, Civil Society Organization (CSO) partners and selected provincial and local government stakeholders, UN agencies, and others as relevant.

All interviews should be undertaken in full confidence and anonymity. The MTR team is expected to include women respondents in discussions and interviews to ensure the gender issues and diverse voices in the review. The MTR report should prevent assigning specific comments to individuals. Interviews can be taken in person or virtual depending on the availability of the selected respondents. The MTR team should select the respondents and participants representing all project's working provinces using an appropriate sampling technique. While selecting the respondents, the review team should ensure gender balance and inclusion to the extent possible and mandatorily take consent of the respondents.

### **5.3 Field Visits**

The evaluation team should conduct field visits to conduct in-depth interviews, meetings, and discussions with key stakeholders, selected beneficiaries, provinces and local governments in provincial and local governments, as well as the project team in the four working Provinces. The team will observe systems, products and services delivered, as appropriate. The team should visit at least two selected local governments from each working province to observe the project results and interact with the beneficiaries.

**5.4 Focus Group Discussions (FGD)**- Focus group discussions can also be carried out among the community people from the local governments for validating results including GESI responsive results and with other stakeholders at province/local level as per the needs identified in the methodology. A separate FGD should be conducted with women beneficiaries to capture their voices in the review.

### **5.5 Briefing and De-Briefing**

The MTR team should organize briefing and debriefing sessions with UNDP, the project team, MoLJPA and other partners, as relevant. The MTR team should ensure triangulation of the various data sources to maximize the validity and reliability of data. The final methodological approach including interview schedule, field visits and data to be used in the review should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders, and the review team.

## **6. Expected Deliverables**

The MTR team is expected to prepare, discuss, and finalize the following deliverables:

- **Inception report**, outlining the review team's understanding of what is being assessed, why it is being assessed, and how (methodology) it will be assessed. The inception report should also include a proposed schedule of tasks, data collection tools, activities, and deliverables.
- **Review matrix**, including key criteria, indicators, and questions to capture and assess based on the review criteria.
- **Debriefing**- Immediately after completion of data collection, the MTR team should provide preliminary debriefing and findings to UNDP, reference groups, project teams and stakeholders.



- **Draft review report-** based on data information, the review team will prepare a draft report for sharing with UNDP and project team. Once the comments are received, the review team will address the comments and finalize the report.
- **MTR report audit trail,** including comments provided on the draft report and changes made by the review team in response should be retained by the team to show how they have addressed comments.
- **Final MTR report** within stipulated timeline with sufficient detail and quality incorporating feedback from the concerned parties.
- **An exit presentation** on findings and recommendations of the MTR with UNDP and government agencies.

Note: The final payment is dependent on the approval of the report by the UNDP. It is understood that if needed multiple drafts may be required until the final approval.

## **7. MTR team composition and required competencies:**

The MTR team will consist of three consultants, including one international consultant as the team leader and two consultants as national team members, with justice and GESI expertise respectively. The team composition will be gender-balanced to the extent possible (with at least one female). Team members involved in the design, management or implementation or advising any aspect of the intervention that is the subject of the review will not be qualified. UNDP Nepal will select the consultants. The three consultants are expected to work as a team under the leadership of the international consultant. In case of a difference of opinion, the international consultant will make the final decision.

The MTR team including the international consultant (Team Leader) must include a field mission to the selected provinces and local governments. At least two selected local governments from each working provinces should be visited by the review team to collect the primary data and information.

### **7.1 Team Leader, International Consultant (30 working days)**

**Roles and responsibilities:** Responsible for overall lead and conduction of the MTR. S/he should be responsible for the overall quality and timely submission of the MTR report and briefing to the UNDP, and for ensuring a gender equality and social inclusion perspective is incorporated throughout the evaluation work and report.

- Takes overall leadership of organization and execution of the evaluation adhering to the UNDP Evaluation Guidelines ensuring its independence.
- Review of relevant documents and finalize the inception report including evaluation matrix, evaluation questions, study methods, data collection tools and analysis instruments.
- Coordinates field missions and key consultation meetings for in-depth interviews and discussions with all relevant stakeholders.
- Supervises the work of other team members and assures high quality of work.
- Leads the sharing and de-briefing meetings with UNDP and other stakeholders as appropriate.
- Takes overall responsibility of producing the report and its quality assurance process including contribution to the major sections of the report as agreed among the team members.

- Acts as the main point of contact for UNDP (and stakeholders as appropriate).
- Prepares the report and submits to UNDP on behalf of team.

**Qualifications and competencies:**

- At least master’s degree in governance, public administration, management, Rule of Law and Human Rights, Social Studies or other relevant areas with extensive working experiences in governance/justice system strengthening, policy analysis and capacity enhancement.
- More than 7 years of experience leading similar kinds of evaluation/review in the justice, governance and development sector
- Excellent analytical and report writing skills, thorough knowledge of different evaluation methodologies/instruments, both qualitative and quantitative.
- Excellent command in different data collection methods, including FGDs, KII and literature reviews
- Adequate knowledge on gender sensitive evaluations.
- Adequate knowledge and/or experience of disability inclusion in development projects/evaluations.

**7.2 Team Member (Access to Justice Expert)) (30 working days)**

**Roles and responsibilities:** The national consultant will be responsible for reviewing documents, collecting data and information from different sources, analysing the progress, issues, and challenges, providing inputs in drafting the report with the guidance of the Team Leader. Specifically, the national consultant (Access to Justice Expert) will have the following roles and responsibilities:

- Briefs the team lead on the Nepalese rule of law and access to justice situation, issues and challenges.
- Contributes to analyse the information related to access to justice, rule of law and human rights.
- Supports in organizing the evaluation mission as agreed among team members. This includes organizing the consultation meetings and field missions as appropriate.
- Conduct interviews with the selected target groups, partners, and stakeholders.
- Contributes to writing the relevant sections of the report for team leader to compile in the report.
- Contributes to any other tasks as advised by the team leader.

**Qualifications and competencies:**

- Master’s degree in justice, rule of law and human rights, Social Studies, or other relevant areas
- More than 5 years of experience of evaluating programmes/projects in the justice sector, or for technical assistance programmes/projects.
- Excellent analytical and report writing skills, thorough knowledge of different evaluation methodologies/instruments, both qualitative and quantitative.

- Excellent command in different data collection methods, including FGDs, KII and literature reviews.
- Adequate knowledge on gender responsive evaluations.
- Adequate knowledge and/or experience of disability inclusion in development projects/evaluations.

### **7.3 Team Member (GESI expert) (30 working days)**

**Roles and responsibilities:** The GESI Expert will be responsible for reviewing documents, collecting data and information from different sources, analysing them from a GESI perspective. The consultant will be responsible for analysing the degree to which program design and interventions have addressed the needs of women and excluded groups; ensure that gender equality and social inclusion dimensions are incorporated into all steps of the inquiry, analysis and evaluation reporting. Specifically, the national consultant (GESI Expert) will have the following roles and responsibilities:

- Briefs the team lead on Gender Equality and Social Inclusion status of the country.
- Contributes to devising the questionnaires and checklist to gather justice and GESI-related information for evaluation mission and gathers information accordingly.
- Supports in organizing the evaluation mission as agreed among team members. This includes organizing the consultation meetings and field missions as appropriate.
- Facilitates GESI discussions during the consultations process.
- Contributes to writing the relevant sections of the report for team leader and provides GESI perspectives in the draft/final report.
- Contributes to any other area of work as advised by the team leader.

#### **Qualifications and competencies:**

- Master's Degree in Gender studies, Social Inclusion, Human rights and Rule of Law, Governance, Management, Public Administration, Social Studies, or other relevant areas
- At least 5 years of experience of evaluating programmes/project in justice or GESI sector, or for technical assistance programmes/projects.
- Excellent analytical and report writing skills, thorough knowledge of different evaluation methodologies/instruments, both qualitative and quantitative.
- Excellent command in different data collection methods including FGDs, KII and literature reviews.
- Strong knowledge of GESI-responsive evaluations and/or use of intersectionality approach in evaluation.
- Adequate knowledge and/or experience of disability inclusion in development projects/evaluations.

## **8. Ethical consideration during the evaluation**

This MTR will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with

legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The informed consent must be acquired from the respondents. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. Consultants will be held to the highest ethical standards and must sign a Code of Conduct upon acceptance of the assignment.

## **9. Implementation arrangements**

The principal responsibility for managing this MTR resides with the commissioning unit -UNDP Nepal Country Office. As the commissioning unit, the UNDP Nepal CO will contract the consultants and ensure the timely provision and the logistic arrangements within the country for the evaluation team. The Evaluation Manager will ensure overall management, quality, and independent implementation of the MTR with needful guidance from UNDP Nepal's Senior Management. The team leader will maintain all communication through the Evaluation Manager. The Evaluation Manager should clear each step of the MTR. The MTR team members should directly report to and maintain all the communication through the Team Leader.

The project team will be responsible for providing the required information, furnishing documents for review to the MTR team under the leadership of the Portfolio Manager. The CO, jointly with the project team will be responsible for the MTR's logistic arrangements, setting up stakeholder interviews, arranging consultations, arranging field mission to implementing provinces and local governments, coordinating with the stakeholders, among others.

Representatives from the UNDP Nepal Country Office, the A2J II project, MoLJPA will serve as the reference groups for the review. Stakeholders and the reference group will provide their feedback to the inception report, data collection process and draft MTR report.

After signing the contract, UNDP will brief the MTR team upon commencing the assignment on the MTR's objectives, purpose, and expected outputs. Key project documents will be shared with the MTR team. The team should review the relevant documents and share the draft inception report before the commencement of the field mission for data collection. The team should revise the methodology, data collection tools and review questions. The final methodology and instruments should be proposed in the inception report, including the MTR schedule and review matrix that guides overall implementation of the MTR. The final methods and tools should be GESI responsive. The inception report submitted by the review team should be approved by the Evaluation Manager (RBM Analyst) prior to the commencement of the data collection process.

The MTR will remain fully independent. Individual consultants involved in designing, executing, or advising any aspect of the intervention that is the subject of the review will not be qualified. The final MTR report will be signed off by the UNDP Deputy Resident Representative. A mission wrap-up meeting should be conducted, during which comments from participants/stakeholders will be noted for incorporation in the final report. The draft report will be reviewed by the concerned stakeholders, including the reference group who will provide their comments.

The consultants should address the comments received in the inception report as well as draft MTR report. All comments and feedback should be documented through an Evaluation Audit Trail which needs to be submitted by the Team Leader at the time of final submission of the MTR report.

### **10. Timeframe for the review process**

The total duration of the MTR will be 90 persons days (30 working days for each three consultants) between April - June 2024. This includes desk reviews, primary data collection, field work, draft report, review and feedback on the draft report, and addressing the comments and submission of the final report. The draft time schedule is provided in the Annex 5. The MTR team should provide the final schedule and division of works among the team members in the inception report.

The below table provides a tentative timeframe for the assignment with key milestones and associated payments.

<i>S.N</i>	<i>Key milestones/deliverables</i>	<i>Estimated number of days</i>	<i>Timeframe</i>	<i>Payment</i>
1.	Document review and submission of an <b>Inception Report</b> with a detailed methodology and a time bound work plan with key deliverables in consultation with UNDP	12 persons days (4 days each for three persons)	Within 10 days of signing the contract (Tentatively by 15 April 2024).	<b>20 percent</b> of the contract amount upon approval of inception report
2.	<b>Interviews, meetings, discussions, field visits for data collection</b>	42 persons days (14 days each for three persons)	Right after approval of the inception report (Tentatively by 30 April 2024)	<b>None</b>
3.	<b>De-briefing meeting to UNDP after completion of the field mission</b>	1.5 persons days ( 1/2 day each for three persons)	Within 35 days of signing the contract (right after the field missions)	<b>None</b>
4.	Submission of <b>Draft MTR Report to UNDP</b> for its review	18 persons days (6 days each for three persons)	Within 45 days of signing the contract (Tentatively by 15 May 2024)	<b>40 percent</b> of the contract amount upon approval of the draft report
5.	Presentation of <b>MTR Findings</b> to UNDP incorporating initial UNDP comments	1.5 persons days (1/2 day each for three persons)	Within 45 days of signing the contract (Tentatively by 15 May 2024)	<b>None</b>
6.	Review the draft report and provide comments and feedback	NA	Within 60 days of signing the	

	by UNDP, stakeholders including reference groups, project and program team		contract (Tentatively by 30 May 2024)	
7.	Submission of <b>Final MTR Report</b> incorporating comments/feedbacks from the presentation and approval of the report by UNDP	15 persons days (5 days each for three persons)	Within 70 days of signing the contract (Tentatively by 10 June 2024)	<b>40 percent</b> of the contract amount upon approval of the final report

## **11. Use of MTR report**

The findings of the MTR will be used to analyze the lessons learned and the way forward for the remaining time frame of the current project and for future design of similar projects. Therefore, the MTR report is expected to provide critical and constructive findings and recommendations for future interventions. The findings and other information from the report might also be used by other stakeholders such as the provincial government and development partners as a reference to design their interventions.

## **12. Application / submission process and criteria for selection**

The application submission process will be outlined in the procurement notice for Individual Consultant. The criterion for technical evaluation for each consultant is provided in Annex-8.

## **13. Annexes**

### **1. Relevant Documents:**

- Project Document of A2J – II
- UNDP Country Programme Document (2018 – 2022) (2023- 2027)
- A2J – II multi-year work plan and Annual Work Plans 2021 to 2024
- Project Progress Reports of 2021 to 2023 (Annual and Quarterly reports)
- Project’s strategy documents; Sustainability strategy, GESI Strategy
- Strategic Plan of Government and Knowledge products including study reports
- Financial Reports and Audit reports
- Human Resource and Procurement Plan and Organogram
- Assessment report on access to justice situation
- Field monitoring visit reports
- Event reports
- Visuals and documentary on project activities
- CSOs reports

- ### **2. Tentative list of key stakeholders and partners to be engaged during evaluation process:**
- UNDP Nepal Country Office (Senior Management, Portfolio colleagues, Project support team), MoLJPA, OCMCM at provincial level and local government, Law Universities, Justice Institutions, Legal Aid beneficiaries, local government associations, Development Partners, UN agencies.

**3. Evaluation/review Matrix**

<b>Relevant evaluation/review criteria</b>	<b>Key questions</b>	<b>Specific sub-questions</b>	<b>Data sources</b>	<b>Data collection methods/tools</b>	<b>Indicators/success standards</b>	<b>Methods for data analysis</b>

- 4. Corporate templates<sup>56</sup>**
  - a. Inception report content/outline template
  - b. Evaluation/MTR report template
  - c. Evaluation/review audit trail form
  - d. UNEG Code of Conduct for Evaluators
- 5. Sample working days allocation and schedule for the MTR**
- 6. Updated Results Resource Framework**
- 7. Project Theory of Change**
- 8. Technical evaluation criterion for Individual Consultants**

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<sup>56</sup> These templates will be shared to the selected consultants.

**Annex 5: Sample working days allocation and schedule for the MTR**

ACTIVITY	ESTIMATED # OF PERSONS DAYS	DATE OF COMPLETION	PLACE	RESPONSIBLE PARTY
<b>Phase One: Desk review and inception report</b>				
Meeting briefing with UNDP (Portfolio Manager, project staff as needed)	-	At the time of contract signing	UNDP/virtual	Evaluation Team
Sharing of the relevant documentation with the MTR team	-	At the time of contract signing	Via email	Evaluation Manager
Desk review, MTR design, methodology and updated workplan including the list of stakeholders to be interviewed	12 persons days (4 days/each consultant)	Within 10 days of contract signing	Home-based	Evaluation Team
Submission of the inception report (15 pages maximum)	-	Within 10 days of contract signing <b>(Tentatively by 10 April 2024).</b>		Evaluation Team
Comments and approval of inception report	-	Within two weeks of contract signing <b>(Tentatively by 15 April 2024)</b>	UNDP	Evaluation Manager
<b>Phase Two: Data-collection mission</b>				
Consultations and field visits, in-depth interviews and focus groups	42 persons days (14 days/each consultant)	Within 35 days of contract signing	Field  With field visits	UNDP to organize with local project partners, project staff, local authorities, NGOs, etc.
Debriefing to UNDP and key stakeholders	3 persons days (1 day/each consultant)	<b>(Tentatively by 5 May 2024)</b>	UNDP	Evaluation team
<b>Phase Three: MTR report writing</b>				
Preparation of draft MTR report (50 pages maximum excluding annexes), executive summary (4-5 pages)	18 persons days (6)	Within 45 days of contract signing <b>(Tentatively by 15 May 2024)</b>	Home-based	Evaluation team



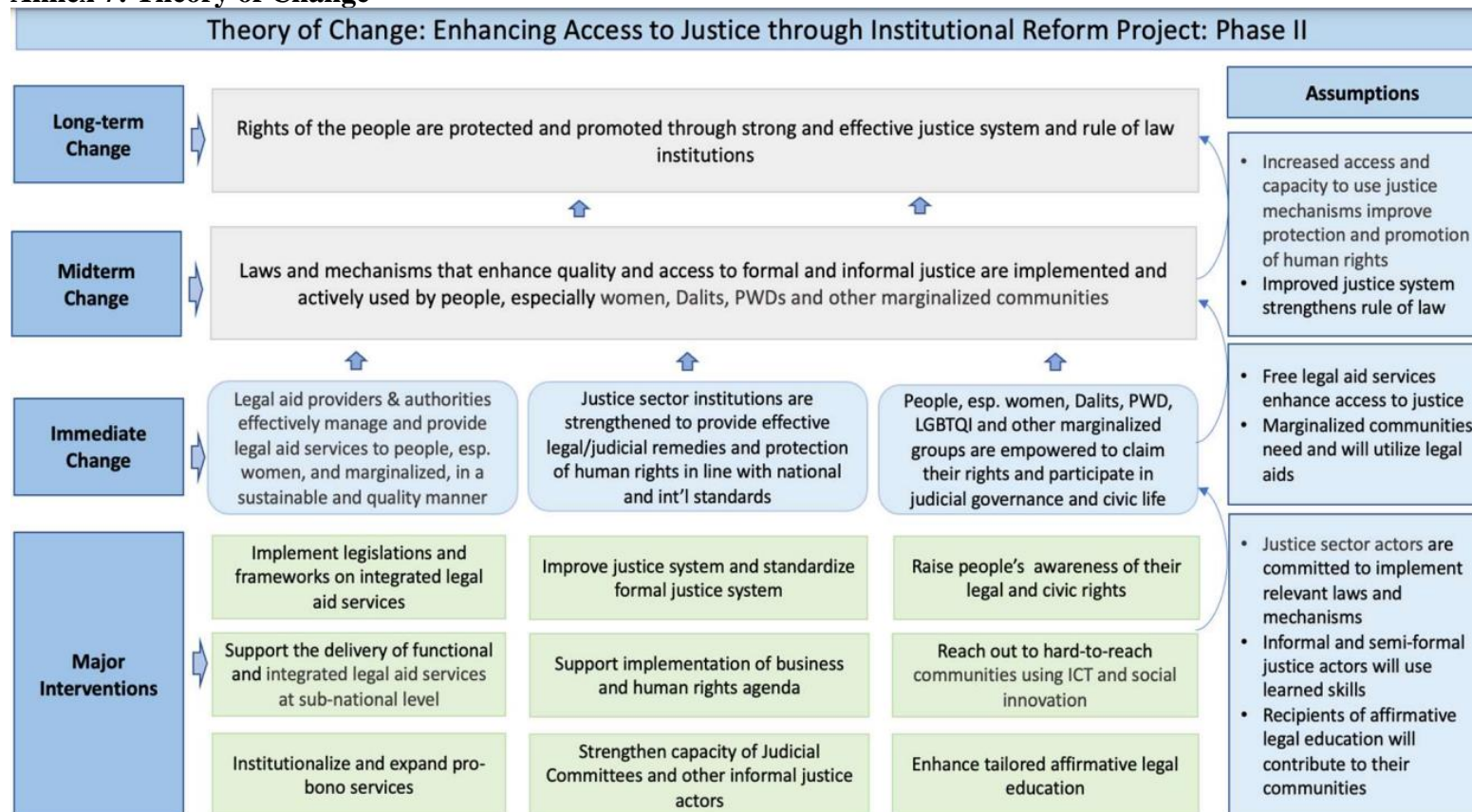
	days/each consultant)			
Draft report submission	-			Evaluation team
Consolidated UNDP and stakeholder comments to the draft report		Within two weeks of submission of the draft evaluation report (Tentatively by 30 May)	UNDP	Evaluation Manager
Finalization of the MTR report incorporating additions and comments provided by project staff and UNDP country office, reference groups, presentation of final findings	15 persons days (5 days/each consultant)	Within 70 days of contract signing (Tentatively by 10 June)	Home-based	Evaluation team
Submission of the MTR report to UNDP country office (50 pages maximum excluding executive summary and annexes)	-	Within 70 days of contract signing (Tentatively by 10 June)	Home-based	Evaluation team
<b>Estimated total persons days for the MTR</b>	<b>90 persons days</b>			

## Annex 6: Results Framework

Hierarchy of Objectives	Statement	Indicators	Baseline	Target (5 years)	Progress (2022-2023)
Output 1: Legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice	Legal aid authorities and providers effectively manage and provide legal aid services to people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice.	1.1 Legal aid act and regulation in line with integrated legal aid policy are adopted.	Integrated legal aid policy adopted at federal level; Legal Aid Act drafted;	2	1
		1.2 National Legal Aid Secretariat at federal and Provincial Legal Aid Committee at Province Level establish and are in operational.	National Legal Aid Secretariat at federal level established	(8) 1 in federal level and 7 in province	1
		1.3 Roster of free legal aid service providers and pro-bono service developed and its SOP for the mobilization adopted.	0	2	1
		1.4 # people benefited from integrated legal aid service, in accordance with integrated legal aid policy (SDG 16.3).	9964 people received legal aid service (SDG 16.3); (Remedial measure)	82000 (55% women)	32277 (18720 Women - 57.99%) Remedial Services
		1.5 % people from project districts are satisfied with the quality legal aid service (including pro-bono legal aid).	56.8% (Perception Survey: Baseline, 2022)	86%	N/A
Output 2: Justice sector strengthened to provide effective legal/ judicial remedies in line with national and international standards	Justice sector strengthened to provide effectively legal/judicial remedies in line with national and international standards.	2.1 A comprehensive need assessment on the e-judicial system in Nepal conducted and rolls out.	0	1	1
		2.2 # justice sector actors trained on judicial administration, criminal justice system and service delivery. (SDG 16.6)	5728 law officers, lawyers, mediators and JC members (1713 women)	10000 (40% women)	4352 (991 Women - 22.77%)
		2.3 # SOP/Guidelines/protocols developed including GESI and adopted.	7	18	79
		2.4 % increase in disposal rate of backlog case in courts (SC, high court and District court) Disposal rate of district, high and supreme courts.	61.57%	7% increase	N/A

		2.5 % of women and marginalized citizen who believe that integrity has been improved in the justice sector.	45.70%	55.70%	72.90%
Output 3: People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/civic life	People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participated in judicial governance/civic life.	3.1 # of law graduates from marginalized communities to empower women, Dalit, person/s with disabilities, LGBTIQ+ and other marginalized communities with targeted interventions.	119 Women, 10 Dalit, 2 person/s with disabilities, and 0 LGBTIQ+ mobilized to reach out community through Clinical Legal Education and legal internship program	383 proportional rep. from each sector	520 (267 women - 51.34%)
		3.2 Ratio of students from marginalized community's law graduates in project's affirmative legal education increase.	626, 11 % Dalit, Janajati and Madhesi, ethnic group 65 and 2 % from women and person/s with disabilities, in affirmative legal education	0.35	0.407
		3.3 # of women and marginalized population reached out for legal empowerment.	10258 directly reached from A2J project outreach events	90000	82601 (51095 women)

## Annex 7: Theory of Change



## Annex 8: Technical evaluation criterion for individual consultant

### 8.1 Technical criterion for Team Leader

Minimum academic qualification (At least master's degree in management, public administration, social studies or other relevant areas ( <b>(Max 5 points)</b> )	Extensive knowledge and experience of working on inclusive governance, rule of law, federalism and M&E <b>(Max 10 points)</b>	Required experience of evaluating development projects/programmes (At least 7 years of leading similar kinds of evaluation in development sector) <b>(Max 25 points)</b>	Strong knowledge of qualitative and quantitative data collection and analysis methods <b>(Max 10 points)</b>	Experience and knowledge of gender sensitive research or monitoring, evaluation and analysis <b>(Max 5 points)</b>	Excellent report writing, presentation and editing skills in English <b>(Max 10 points)</b>	Adequate knowledge and/or experience of disability inclusion in development projects/evaluations. <b>(Max 5 points)</b>
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### 8.2 Technical criterion for National Consultant (Governance expert)

Minimum academic qualification (At least master's degree in their field, or bachelor's degree with two additional years of experience) <b>(Max 5 points)</b>	Experience of working with thematic areas/development Programmes (At least 7 years of experience in their field) <b>(Max 10 points)</b>	Required experience of evaluating development projects/programmes (At least 5 years of evaluation experience, including experience as evaluation) <b>(Max 25 points)</b>	Strong knowledge of qualitative and quantitative data collection and analysis methods <b>(Max 10 points)</b>	Experience and knowledge of gender sensitive research or monitoring, evaluation and analysis <b>(Max 5 points)</b>	Excellent report writing, presentation and editing skills in English <b>(Max 10 points)</b>	Women/PG-2 category personnel <b>(Max 5 points)</b>
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### 8.3 Technical criterion for National Consultant (GESI)

Minimum academic qualification (At least master's degree in Gender studies or other relevant areas, or bachelor's degree with two additional years of experience) <b>(Max 5 points)</b>	Extensive knowledge and experience of working with thematic areas/development Programmes <b>(Max 10 points)</b>	Experience of evaluating development projects/programmes (At least 5 years of evaluation experience) <b>(Max 25 points)</b>	Strong knowledge of qualitative and quantitative data collection and analysis methods <b>(Max 10 points)</b>	Experience and knowledge of gender sensitive research or monitoring, evaluation and analysis <b>(Max 5 points)</b>	Adequate knowledge and/or experience of disability inclusion in development projects/evaluation <b>(Max 10 points)</b>	Women/PG-2 category personnel <b>(Max 5 points)</b>
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## Annex V Signed Pledge of Ethical Conduct



ETHICAL GUIDELINES FOR EVALUATION

### PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



#### INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible.**



#### ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.



#### RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access to** the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).



#### BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration of risks and benefits** from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

*Joanna Brooks*

6<sup>th</sup> May 2024

(Signature and Date)



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*Pratik Chhapagai* 6 May 2024 (Signature and Date)



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*Pratik Chhapagai* 7th May 2024 (Signature and Date)

## Annex VI List of Stakeholders and Beneficiaries Met and key documents reviewed

### List of Stakeholders Consulted in Kathmandu

S. No	Name	Position/Organization	Date of Consultation
1	Mr. Basant Prasad Adhikari	National Project Manager, A2J/ UNDP	20 May 2024
2	Mr. Arjun Bishokarma	Project Management Specialist, A2J/ UNDP	20 May 2024
3	Ms. Nirmala Sunuwar	MER Specialist, A2J/ UNDP	20 May 2024
4	Mr. Prem Bahadur Thapa	GESI Officer, A2J/ UNDP	20 May 2024
5	Mr. Prem Bahadur Bishwakarma	Admin & Finance Officer (AFO), A2J/ UNDP	20 May 2024
6	Ms. Pushpa Mukhiya Sunuwar	M & E Officer, A2J/ UNDP	20 May 2024
7	Ms. Archana Subedi	Project Associate, A2J/ UNDP	20 May 2024
8	Ms. Kendra Fambo	Central Law Library	20 May 2024
9	Mr. Phanindra Gautam	Secretary, Ministry of Law Justice and Parliament Affairs	20 May 2024
10	Ms. Nirmala Adhikari Bhattarai	Joint-Secretary, Ministry of Law Justice and Parliament Affairs	20 May 2024
11	Ms. Shraddha Rijal	Under Secretary, Ministry of Law Justice and Parliament Affairs	20 May 2024
12	Ms. Kristine Storholt	Head of Cooperation, Royal Norwegian Embassy	20 May 2024
13	Ms. Aneela Khan	Counsellor (Good Governance), Royal Norwegian Embassy	20 May 2024
14	Ms. Subha Ghale	Head of Program, UN Women	20 May 2024
15	Mr. Khemraj Gyawali	Deputy Attorney General, Office of Attorney General	21 May 2024
16	Mr. Surya Raj Dahal	Joint Attorney, Office of Attorney General	21 May 2024
17	Mr. Umang Niraula	Assistant Government Attorney, Office of Attorney General	21 May 2024
18	Ms. Anjita Khanal	General Secretary, Nepal Bar Association	21 May 2024
19	Mr. Gopal Krishna Ghimire	Senior Advocate and President, Nepal Bar Association	21 May 2024
20	Ms. Sarita Sapkota	Project Coordinator, Nepal Bar Association	21 May 2024
21	Mr. Bimal Poudel	Registrar, Supreme Court	21 May 2024
22	Mr. Ghanashyam Subedi	Deputy Registrar, Supreme Court	21 May 2024
23	Mr. Satya Maharjan	IT Manager, Supreme Court	21 May 2024
24	Mr. Julien Chevillard	Deputy Resident Representative, UNDP	21 May 2024
25	Mr. Tek Tamata	Portfolio Manager, UNDP	21 May 2024
26	Ms. Kamala Khatri Bisht	Gender and Human Rights Specialist, UNFPA	21 May 2024
27	Mr. Dinesh Bista	Monitoring and Evaluation Specialist, UNDP	21 May 2024



28.	Ms. Binda Magar	Policy Advisor Governance & Asst. Resident Representative (Programme), UNDP	04 July 2024
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### List of the stakeholders consulted in the provinces

S. No	Name	Position/Organization	Date of Consultation
1	Ms. Sunita Chanda	Chairperson, WEAFF, Surkhet	22 May 2024
2	Ms. Laxmi GC	Executive Director, WEAFF, Surkhet	22 May 2024
3	Ms. Sabina Singh Thakuri	Account Officer, WEAFF, Surkhet	22 May 2024
4	Mr. Dandiraj Upadhya	Provincial Coordinator, WEAFF, Surkhet	22 May 2024
5	Mr. Ram Bahadur BK	M&E Officer, WEAFF, Surkhet	22 May 2024
6	Mr. Gopal Chand	Field Mobilizer, WEAFF, Surkhet	22 May 2024
7	Mr. Bishnu BK	Legal Volunteer, WEAFF, Surkhet	22 May 2024
8	Ms. Chandra Pande	Legal Volunteer, WEAFF, Surkhet	22 May 2024
9	Mr. Shankar Bahadur KC	Secretary, Law of OCMCM, Karnali	22 May 2024
10	Mr. Birendra Bahadur KC	Undersecretary, OCMCM	22 May 2024
11	Mr. Nidhiraj Neupane	Ministry of Internal Affairs and Law, Karnali Province	22 May 2024
12	Mr. Devilal Sapkota	Section Officer, OCMCM	22 May 2024
13	Mr. Arjun Paude	Administrative Officer, OCMCM	22 May 2024
14	Ms. Mina Gyawali	Information Management Associate, OCMCM/A2J	22 May 2024
15	Mr. Santa Panta Bhatta	Associate Professor/CLE Focal Person, Midwest University	22 May 2024
16	Ms. Sanju Paudel	Law Student, Midwest University	22 May 2024
17	Ms. Sarita Khanal	Law Student, Midwest University	22 May 2024
18	Ms. Kalpana Tamang	Law Student, Midwest University	22 May 2024
19	Ms. Sarita Thapa	Law Student, Midwest University	22 May 2024
20	Ms. Bhawana Shahi	Law Student, Midwest University	22 May 2024
21	Ms. Aashika Budha	Law Student, Midwest University	22 May 2024

22	Mr. Sabin Rokaya	Law Student, Midwest University	22 May 2024
23	Ms. Simon Pulami Magar	Law Student, Midwest University	22 May 2024
24	Mr. Deep Bahadur Sunar	Law Student, Midwest University	22 May 2024
25	Mr. Bishnu Bahadur BK	Law Student, Midwest University	22 May 2024
26	Ms. Chandra Pande	Law Student, Midwest University	22 May 2024
27	Ms. Suraksha Dangi	Law Student, Midwest University	22 May 2024
28	Ms. Yamu Ramdam	Law Student, Midwest University	22 May 2024
29	Mr. Top Bahadur BC	Chairperson, Gurans Municipality	22 May 2024
30	Ms. Shiva Kumari Khadka	Vice-Chairperson/JC Coordinator, Gurans Municipality	22 May 2024
31	Mr. Deependra Oli	Ward Chair, Gurans Municipality	22 May 2024
32	Mr. Nanda Bahadur BC	Ward Chair, Gurans Municipality	22 May 2024
33	Mr. Chandra Bahadur Rana	Ward Chair/JC Member, Gurans Municipality	22 May 2024
34	Mr. Bhupendra Bahadur Chanda	Ward Chair, Gurans Municipality	22 May 2024
35	Mr. Khadak Bahadur Shahi	Ward Chair, Gurans Municipality	22 May 2024
36	Mr. Kashiram Sharma	Ward Chair, Gurans Municipality	22 May 2024
37	Mr. Dharma Bahadur Rawal	Ward Chair, Gurans Municipality	22 May 2024
38	Mr. Sher Bahadur Rawal	Ward Chair, Gurans Municipality	22 May 2024
39	Ms. Sita Oli	JC Focal Person/Women and Child Section, Gurans Municipality	22 May 2024
40	Ms. Yamu Ramdam	Legal Consultant/Intern (Helpdesk), Gurans Municipality	22 May 2024
41	Ms. Yamuna Dhakal	Mediator, Gurans Municipality	22 May 2024
42	Mr. Rafeeqe A. Siddiqui	UNDP Field Office Head	22 May 2024
43	Ms. Sajani Chaudhary	UNDP Field Office	22 May 2024
44	Mr. Shyam Chanda	EUSIF Project	22 May 2024
45	Ms. Karina Shresth	Parliamentary Support Project	22 May 2024

46	Mr. Bhuwan Raj Chataut	Legal Aid Outreach Officer, A2J/UNDP	22 May 2024
47	Mr. Basundhara Prasad Bhatt	Board Member, CSO PEACEWIN, Kailali	24 May 2024
48	Mr. Prakash Chandra Bhatt	Province Programme Coordinator, CSO PEACEWIN, Kailali	24 May 2024
49	Mr. Harka Bahadur Oli	Project Officer, CSO PEACEWIN, Kailali	24 May 2024
50	Ms. Jayanti Kumari Ayar	Monitoring and Reporting Officer, CSO PEACEWIN, Kailali	24 May 2024
51	Ms. Sabitri Shahi	Admin and Finance Officer, CSO PEACEWIN, Kailali	24 May 2024
52	Mr. Dharam Prakash Giri	Monitoring and Evaluation Officer, CSO PEACEWIN, Kailali	24 May 2024
53	Mr. Padam Pal	Focal Teacher, CLE Students, Kailali Multiple Campus	24 May 2024
54	Ms. Kushum Dhami	CLE Student, Kailali Multiple Campus	24 May 2024
55	Ms. Uma Ojha	CLE Student, Kailali Multiple Campus	24 May 2024
56	Ms. Sampada Joshi	CLE Student, Kailali Multiple Campus	24 May 2024
57	Ms. Bipana Ayer	CLE Student, Kailali Multiple Campus	24 May 2024
58	Mr. Shiv Charan Chaudhary	CLE Student, Kailali Multiple Campus	24 May 2024
59	Ms. Smiriti KC	CLE Student, Kailali Multiple Campus	24 May 2024
60	Mr. Khadak Singh Kunjeda	Legal Officer, Dhangadhi Sub-Metropolis, Kailali	24 May 2024
61	Ms. Swarswoti Joshi	Finance Officer, Dhangadhi Sub-Metropolis, Kailali	24 May 2024
62	Mr. Ganga Bahadur Kharel	Law Secretary, OCMCM, Sudurpaschim	24 May 2024
63	Ms. Baijanti Giri Singh	Head of Field Office, UNDP, Dhangadhi, Kailali	24 May 2024
64	Ms. Laxmi BK	UNDP, Dhangadhi, Kailali	24 May 2024
65	Mr. Ram Bahadur Rana	Punarbans Municipality, Kanchanpur	24 May 2024
66	Mr. Gobi Lal Tamang	Punarbans Municipality, Kanchanpur	24 May 2024
67	Mr. Ramesh Rana	Punarbans Municipality, Kanchanpur	24 May 2024
68	Ms. Menuka Upreti	Punarbans Municipality, Kanchanpur	24 May 2024

69	Ms. Bishnu Maya Tamang	Punarbans Municipality, Kanchanpur	24 May 2024
70	Ms. Bimala Sunar	Punarbans Municipality, Kanchanpur	24 May 2024
71	Ms. Prempati Rana	Punarbans Municipality, Kanchanpur	24 May 2024
72	Ms. Manmati Chand	Punarbans Municipality, Kanchanpur	24 May 2024
73	Ms. Gita Kumari Chaudhary	Punarbans Municipality, Kanchanpur	24 May 2024
74	Mr. Puskal Chand	Volunteer, Punarbans Municipality, Kanchanpur	24 May 2024
75	Mr. Dhan Bahadur Bhandari	MPDS, Punarbans Municipality, Kanchanpur	24 May 2024
76	Ms. Dropati Rana	Deputy Mayor, Krishanpur Municipality, Kanchanpur	24 May 2024
77	Ms. Parwati Bhandari	Judicial Committee Staff, Krishanpur Municipality, Kanchanpur	24 May 2024
78	Ms. Ayusha Shrestha	Help Desk Facilitator/Intern, Krishanpur Municipality, Kanchanpur	24 May 2024
79	Mr. Rahul Jha	Court Paid Lawyer, Janakpur	10 June 2024
80	Mr. Sandeep Kumar Shiha	Legal Officer/MOL, Janakpur	10 June 2024
81	Mr. Dharmananda Joshi	Chief Administrative Officer, Bardibash Municipality, Mahotari	10 June 2024
82	Ms. Tara Devi Mahato	Deputy Mayor, Bardibash Municipality, Mahotari	10 June 2024
83	Mr. Ambar Kumar Nanda	Legal Consultant, Bardibash Municipality, Mahotari	10 June 2024
84	Ms. Sarawoti Kumari Mahato	Staff-JC, Bardibash Municipality	10 June 2024
85	Mr. Ambar Shakhilal	Member-JC, Dhangadhimai Municipality, Siraha	10 June 2024
86	Ms. Krishna Maya Tamang	Member-JC, Dhangadhimai Municipality, Siraha	10 June 2024
87	Ms. Sangeeta Kumari Chaudhari	Deputy Mayor, Dhangadhimai Municipality, Siraha	10 June 2024
88	Mr. Kaushal Chandra	High Court Judge, Saptari	10 June 2024
89	Ms. Sarawoti Sharma	Beneficiary, Dhangadhimai Municipality, Siraha	10 June 2024
90	Ms. Punam Yadab	Beneficiary, Dhangadhimai Municipality, Siraha	10 June 2024

91	Ms. Babita Majhi	Beneficiary, Dhangadhimai Municipality, Siraha	10 June 2024
92	Mr. Gulab Chaudhari	Beneficiary, Dhangadhimai Municipality, Siraha	10 June 2024
93	Ms. Sanumaya Magar	Beneficiary, Dhangadhimai Municipality, Siraha	10 June 2024
94	Ms. Swikriti Shreshta	CLE Student, Purbanchal University	11 June 2024
95	Ms. Deepa Upreti	CLE Student, Purbanchal University	11 June 2024
96	Ms. Sadhikchya Guragai	CLE Student, Purbanchal University	11 June 2024
97	Ms. Anju Pradhan	CLE Student, Purbanchal University	11 June 2024
98	Ms. Abhipsa Karki	CLE Student, Purbanchal University	11 June 2024
99	Ms. Anu Gupta	CLE Student, Purbanchal University	11 June 2024
100	Ms. Sandhya Dahal	CLE Student, Purbanchal University	11 June 2024
101	Mr. Ram Prem Yadav	CLE Student, Purbanchal University	11 June 2024
102	Mr. Anil Kumar Pokhrel	Dean, Purbanchal University	11 June 2024
103	Mr. Dipak Kumar Khatiwada	Assistant Professor, Purbanchal University	11 June 2024
104	Ms. Tara Thapa	Deputy Mayor, Ramdhuni Municipality, Sunsari	11 June 2024
105	Mr. Teknath Sapkota	Coordinator, A2J Koshi	11 June 2024
106	Mr. Manoj Rai	Chairperson, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
107	Ms. Ratneshwori Rai	Vice-Chairperson, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
108	Mr. Shom Bd Magar	Member-JC, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
109	Ms. Prakriti Rai	Staff, Women Dept, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
110	Mr. Chandra Bista	Member-JC, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
111	Mr. Dan Bahadur Rai	Mediator, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
112	Mr. Dipak Rai	Staff-JC, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
113	Mr. Nabin Karki	Chief Admin Dept, Dhankuta Sahidbhumi Rural Municipality	12 June 2024
114	Mr. Rajkiran Paudel	Legal Aid Officer, DLAC, Morang	11 June 2024

115	Mr. Khindra Bahadur Adhikari	Project Coordinator, PARPEP Nepal, Dhankuta	12 June 2024
116	Ms. Alina Shrestha	Complaint Officer, Ram Dhuni Municipality, Sunsari	11 June 2024
117	Ms. Shaskriti Tiwari	Legal Consultant, Judicial Committee, Ram Dhuni Municipality, Sunsari	11 June 2024
118	Mr. Nain Bishwakarma	Acting Chairperson, PARPED Nepal, Dhankuta	12 June 2024
119	Mr. Min Prasad Subedi	Executive Director, PARPED Nepal, Dhankuta	12 June 2024
120	Mr. Dibash Adhikari	Finance Officer, PARPED Nepal, Dhankuta	12 June 2024
121	Ms. Urmila Rokka	Legal Aid and Outreach Officer, A2J/UNDP, Madhesh	10 June 2024

List of key documents reviewed:

1. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "Annual Progress Report, 2021."
2. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "Annual Progress Report, 2022."
3. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "Annual Progress Report, 2023."
4. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "HALF YEARLY PROGRESS REPORT: January - June 2022."
5. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "Monitoring and Evaluation Framework, A2J II, 2024."
6. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "Project Document, 2018-2026."
7. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "PROGRESS REPORT: July-August 2022."
8. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "QUARTERLY PROGRESS REPORT: April – June 2023."
9. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "QUARTERLY PROGRESS REPORT: January – March 2023."
10. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "QUARTERLY PROGRESS REPORT: July – September 2023."
11. Enhancing Access to Justice through Institutional Reform Project-II (A2J Project). "SUSTAINABILITY STRATEGY."
12. Government of Nepal. "Constitution of Nepal, 2015."
13. Government of Nepal. "Delivery of Free Legal Aid Service in Nepal: A Report on Baseline Survey of Selected Locations." Kathmandu, November 2022.
14. Government of Nepal. "Integrated Legal Aid Policy, 2019."
15. Government of Nepal. "Legal Aid Act, 1997."
16. Government of Nepal. "Local Government Operation Act, 2017."
17. Government of Nepal. "National Action Plan on Business and Human Rights, 2024."
18. Government of Nepal. "National Human Rights Action Plan, 2020-2025."
19. Nepal Bar Association. "Pro-Bono Legal Service Guideline, 2075."

20. United Nations Development Programme (UNDP). "Country Programme Document 2023 - 2027."
21. United Nations Development Programme (UNDP). "Global Rule of Law Strategy 2021 – 2024."
22. United Nations Development Programme (UNDP). "Strategic Plan 2022 – 2025."
23. United Nations Development Programme (UNDP). "Updated Evaluation Guidelines, 2021."
24. United Nations Evaluation Group (UNEG). "UNEG Ethical Guidelines for Evaluation." UNEGFN/CoC, 2008.

## Annex VII Progress against Project indicators with GRES analysis

### Progress towards Outcome Indicators

UNDAF Outputs/ UNDP Country Programme Document Outputs:	Outcome indicator	Baselin e	Cumulati ve Target for 2021- 2024	Progress towards target in 2023	Year for the latest data	Source of data
Outcome 2: By 2027, more people, especially women, youth and the most marginalized and poor increasingly participate in and benefit from coordinated, inclusive, accessible, participatory, transparent, and gender-responsive governance, access to justice and human rights at federal, provincial, and local levels	2.1.3. Number of gender-sensitive and inclusive policies and laws drafted, reviewed and implemented in line with the Constitution (IRRF-2.4.1)	10 (2022 – APR report)	10	97 laws/ procedures	2023	Field report, CSOS report (list provided in annex 1)
	2.2.1. Number of people benefiting from integrated legal aid services (IRFF-2.2.3)	9964 people (Remedial) (2021)	37000 (55% female)	17,224 People (Women – 56.99%)	2023	Remedial support provided to 17015 (9673 women) in 2023 by DLAC officers, Pro bono lawyers, legal intern of CLE, CSO partners and NBA lawyers. (additional data of 2022 incorporated)

### Progress towards Output Indicators

**Output 1:** Legal aid authorities and providers effectively manage and provide legal aid services to



people, in particular women and other marginalized groups, in a sustainable and quality manner to increase access to justice.

**Output 2:** Justice sector strengthened to provide effective legal/ judicial remedies in line with national and international standards.

**Output 3:** People, in particular women, Dalit, person/s with disabilities, LGBTIQ+, poor and other marginalized groups, are empowered to claim their rights and participate in judicial governance/civic life.

Indicator(s)	Baseline	Project's Overall target (2021-2024)	Achievement as of 31/12/2023	Progress %	Remarks (2023)
1.1 Legal Aid Act and Regulation in line with integrated legal aid policy are adopted.	Integrated legal aid policy adopted at federal level; Legal Aid Act drafted;	2	1	50%	Integrated Legal Aid Bill discussed in two high level federal and provincial meetings. The ministry is planning to table it in 9th session of parliament. GRES ranking: the draft integrated Legal Aid Bill is gender responsive and potentially, if adopted and implemented, gender transformational in terms of strengthening inclusive A2J.
1.2 National Legal Aid Secretariat at federal and Provincial Legal Aid Committee at Province Level establish and are in operational.	National Legal Aid Secretariat at Federal level established	(8) 1 in federal level and 7 in province	1	12.5%	The secretariat will be established when the bill is approved by the cabinet. The Project has finalized integrated legal aid reporting software which will serve as the secretariat's primary source of information on legal aid data once launched. Seven provincial trainings were completed for legal aid providers GRES ranking: Gender blind (result does not give any particular attention to gender)
1.3 Roster of free legal aid service providers and pro-bono service developed and its SOP for the mobilization adopted.	-	2	55 Bar Units	61.11% of total 90 Bar units	NBA has initiated for renewal of Pro-bono legal aid lawyer's Roster in the Nepali Fiscal year. A total of 883 Lawyers have been enlisted in the roster. GRES ranking: Gender responsive as pro-bono work is particularly focused on strengthening A2J for women (and other rights holders at heightened risk of vulnerability)

1.4 # people benefited from integrated legal aid service, in accordance with integrated legal aid policy (SDG 16.3).	9964 people received legal aid service (SDG 16.3); (Remedial measure)	37000 (55% women)	16463 (9034 women)	44.4%	Legal Aid Data from DLAC Officers, Court paid lawyers, CSO partners collected during province level integrated legal aid workshops. This also includes the data of 2022 that was not reported in 2022's APR due to delay reporting by DLACs in 2022. GRES ranking: Gender targeted
1.5 % people from Project districts are satisfied with the quality legal aid service (including pro-bono legal aid).	56.8% (Perception Survey: Baseline)	71%	NA	N/A	End line survey will be conducted in 2024. GRES ranking: Gender blind (target does not include any gender targeting – result has not yet been achieved so cannot be GRES assessed)
2.1 A comprehensive need assessment on the e-judicial system in Nepal conducted and rolls out.	0	2021	1	N/A	The Supreme Court has made internal assessment and developed checklist of ICT needs and the Information and Communication Technology Master Plan of Nepali Judiciary whereby the Project has developed the concept note on e-judiciary and technical validation of needs assessment. GRES ranking: Gender blind although the system will potentially strengthen A2J for women (and other marginalised groups)
2.2 # justice sector actors trained on judicial administration, criminal justice system and service delivery. (SDG 16.6)	5728 law officers, lawyers, mediators, and JC members (1713 women)	5000 (40% women)	2674 (569 Women)	53.4%	2023: 737 lawyers (193 women), 669 prosecutors (52 women) and 648 government officers (124 women), 620 Mediators and JC officials (200 women) GRES ranking: Gender targeted
2.3 # SOP/Guidelines/protocols developed including GESI and adopted.	7	10	97	970%	A total of 97 Laws/ Policies/ Guidelines have been reviewed during 2023 including local level. List is attached in Annex. GRES ranking: Gender responsive
2.4 % increase in disposal rate of backlog case in courts (SC, high court and District court) Disposal rate of district, high and supreme courts.	61.57%	5% increase	65%	0	The supreme court data of 2078/2079 showed that the total percentage of backlog case is 58.84% of 400286 cases. Thus, there is an increment by 8.04% disposal rate. GRES ranking: Gender blind (results does not pay any particular attention to gender)
2.5 % of women and marginalized citizen who believe that integrity has been improved in the justice sector.	45.7%	55.7%	72.9%	0	The study on access to justice among the marginalized community's initial data indicated 72.9% people perceived there is integrity in the

					Justice sector. A rapid end line assessment will be conducted to validate this data. GRES ranking: Gender responsive
3.1 # of law graduates from marginalized communities to empower women, Dalit, person/s with disabilities , LGBTIQ+ and other marginalized communities with targeted interventions	119 Women, 10 Dalit, 2 person/s with disabilities and 0 LGBTIQ+ mobilized to reach out community through Clinical Legal Education and legal internship program	223 proportional rep.	199 (112 women)	199%	150 Law Students (84 Women), 49 Lawyers (27 women), Total - 199 (112 women) GRES ranking: Gender responsive
3.2 Ratio of students from marginalized community's law graduates in Project's affirmative legal education increase.	626, 11 % Dalit, Indigenous and Madhesi, ethnic group 65 and 2 % from women and PERSON/S WITH DISABILITIES	25% (A total of Dalit, Indigenous and Madhesi)	40.7%	53.3%	2023: Out of 199, 40.7% representation from Madhesi (17.1%), Dalit (11.1%), Muslim (2.0%) and Indigenous (10.6%) GRES ranking: Gender responsive
3.3 # of women and marginalized population reached out for legal empowerment		45000 (Community empowerment and Media awareness)	54125 (31791 women)	120%	2023: CSOs, CLE participants, NBA Interns reached directly to 54125 people and media interventions reached over 2097394 people GRES ranking: Gender targeted

## Law Drafting training

As a result of law drafting training provided by the A2J project, a total of 146 legislative documents have been supported for drafting and review at Federal, Local and Provincial level. The highest number of legislative supports was done at local level which was not anticipated by the project during the inception period, resulting in overachievement of the target.

Out of total 146 laws, 42 laws have been approved.

S. No	Name of Law/ Law/ Procedural/ Guideline	Province/ Federal/ Local	Name of Province	Type	Support date	Supported on	Current Status	Remarks
1	Karnali State Disaster Risk Reduction and Management (Third Amendment) Rules, 2078.	Province	Karnali	Guideline	2021	Drafted -2021	Approved in 2021.	This is third amendment).
2	Draft bill on Information Technology and Establishment of Communication Academy	Province	Karnali	Law	2021	Drafted -2021	Approved in 2021.	

7	Mediation Guidelines for Judicial Committee	Local	Karnali	Guideline	2021	Drafted -2021	Approved in 2022.	Dungeshwor Rural Municipality
8	Disaster Fund Operation Guidelines	Local	Karnali	Guideline	2021	Drafted -2021	Approved in 2022.	Dungeshwor Rural Municipality
9	Integrated Legal Aid Policy	Federal	Federal	Law	2022	2022	Approved	
50	Operation Guideline for Judicial Committee	Local	Karnali	Guideline	2023	Drafted - 2023	Approved- Source:A2J karnali	Humla District - Simkot RM
51	Operation Guideline for Judicial Committee	Local	Karnali	Guideline	2023	Drafted - 2023	Approved- Source:A2J karnali	Humla District - Adanchuli RM
52	Operation Guideline for Judicial Committee	Local	Karnali	Guideline	2023	Drafted - 2023	Approved- Source:A2J karnali	Humla District - Tajakot RM
53	Operation Guideline for Judicial Committee	Local	Karnali	Guideline	2023	Drafted - 2023	Approved- Source:A2J karnali	Humla District - Sarkegadhi RM
54	Operation Guideline for Judicial Committee	Local	Karnali	Guideline	2023	Drafted - 2023	Approved- Source:A2J karnali	Humla district - Chankheli RM
56	Judicial Committee Procedural Guideline 2076	Local	Karnali	Guideline	2023	Drafted - 2023	approved.Source: A2J- karnali	Chedagaud Municipality- Jajarkot
57	Judicial Committee Procedural Guideline 2077	Local	Karnali	Guideline	2023	Drafted - 2023	approved.Source: A2J- karnali	Mudkechula Rural Municipality- Dolpa
58	Judicial Committee Procedural Guideline 2078	Local	Karnali	Guideline	2023	Drafted - 2023	approved.Source: A2J- karnali	Soru Rural Municipality – Mugu
59	Judicial Committee Procedural Guideline 2079	Local	Karnali	Procedure	2023	Drafted - 2023	approved.Source: A2J- karnali	Khadachakra Municipality- Kalikot
82	Training, education, and learning visit and workshop expenditure guideline 2080	Local	Sudurpaschim	Guideline	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Badimalika Municipality, Bajura
87	Entrepreneurship registration and Renewal procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Budhiganga Municipality, Bajura
88	Market monitoring guideline 2080	Local	Sudurpaschim	Guideline	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Budhiganga Municipality, Bajura
89	Partnership program operating procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Budhiganga Municipality, Bajura
90	Ambulance Service operating procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Budhiganga Municipality, Bajura
94	School subsidies related procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Gagganath Rural Municipality, Bajura
95	Government Property Auction Ing Procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Gagganath Rural Municipality, Bajura
97	Loder Operating and Management Procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Himali Rural Municipality, Bajura
99	Municipal level Consumer committee formation, mobilization, and management procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Bungal Municipality, Bajhang
100	Procedure on Child Rights protection and promotion 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Khaptadchhanna Rural Municipality , Bajhang
104	Public account committee formation and operating procedure 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Chhabispathivera Rural Municipality , Bajhang
113	Strategic Against Child Marriage 2080	Local	Sudurpaschim	Guideline	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Bitthadchir Rural Municipality, Bajhang
114	Procedure on prevention the sexual harassment at Workshop 2080	Local	Sudurpaschim	Procedure	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Bitthadchir Rural Municipality, Bajhang

115	Relief distribution Standard 2080	Local	Sudurpaschim	Guideline	2023	Drafted - 2023	Approved - Source, Sudurpaschim Field report	Surma Rural Municipality, Bajhang
125	नगर प्रहरी ऐस	Local	Sudurpaschim	Law	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
126	न्यायिक समिति कार्यविधि २०७५	Local	Sudurpaschim	Procedure	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
127	छाडाचौपायाको नियन्त्रण तथा व्यवस्थापन निर्देशिका २०७४	Local	Sudurpaschim	Directive	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
128	आन्तरिक आय (डेक्का) बन्दोबस्त सम्बन्धी नियमावली २०७६	Local	Sudurpaschim	Regulation	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
129	कृष्णपुर नगरपालिका करारमा प्राविधिक कर्मचारी व्यवस्थापन गर्ने सम्बन्धी कार्यविधि, २०७५ (पहिलो संशोधन, २०८०)	Local	Sudurpaschim	Procedure	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
130	शिक्षा सेवा संशोधन नियमावली २०७५	Local	Sudurpaschim	Regulation	2024	Reviewed-2024	Approved	Krishnapur municipality, Kanchanpur
131	न्यायिक समिति कार्यविधि २०७५	Local	Sudurpaschim	Procedure	2024	Reviewed-2024	Approved	Badimalika Municipality, Bajura
132	मेलमिलापकर्ता कार्यसंचालन-२०७८	Local	Sudurpaschim	Procedure	2024	Reviewed-2024	Approved	Badimalika Municipality, Bajura
137	Karnali Agrobusiness Promotion Regulation 2080	Province	Karnali	Regulation	2024	Contributed to draft	approved/endorsed	<a href="https://moial.karnali.gov.np/np/page-view/378">https://moial.karnali.gov.np/np/page-view/378</a>
138	The Province Trade and Business (Registration and Operation) (Second Amendment) Rules, 2081	Province	Karnali	Regulation	2024	Contributed to review	approved/endorsed	<a href="https://moial.karnali.gov.np/np/page-view/394">https://moial.karnali.gov.np/np/page-view/394</a>
139	Chief Minister Women Income Generation Programme Regulation, 2080	Province	Karnali	Regulation	2024	Review	approved/endorsed	<a href="#">418_मुख्यमन्त्री महिला आय आर्जन कार्यक्रम सञ्चालन नियमावली अरि-१०.pdf</a>
140	Chief Minister Dalit Income Generation Programme Regulation, 2080	Province	Karnali	Regulation	2024	Review	approved/endorsed	<a href="#">417_मुख्यमन्त्री दलित आय आर्जन कार्यक्रम सञ्चालन नियमावली अरि-९.pdf</a>
141	Karnali Province Civil Service Rules 2080	Province	Karnali	Regulation	2024	Review	approved/endorsed	<a href="https://moial.karnali.gov.np/np/page-view/350">https://moial.karnali.gov.np/np/page-view/350</a>
142	Conflict Victims Injured Disabled Treatment Expenses Procedure, 2080	Province	Karnali	Procedure	2024	Review	approved/endorsed	आन्तरिक मामिला तथा कानून मन्त्रालय ( <a href="http://karnali.gov.np">karnali.gov.np</a> )

The details of the legislative drafting support is provided below:

Province/ Federal/ Local	# Legislatives
Federal	5
Local	105
Province	36
<b>Grand Total</b>	<b>146</b>

Name of Province	Procedure	Law	Guideline	Regulation	Policy	Directive	Act	Grand Total
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Sudurpaschim	33	15	7	3		2		<b>60</b>
Karnali	6	16	18	7			4	<b>51</b>
Madhesh	12	6	1		3			<b>22</b>
Koshi		1	2	2		2	1	<b>8</b>
Federal	2	1	1		1			<b>5</b>
<b>Grand Total</b>	<b>53</b>	<b>39</b>	<b>29</b>	<b>12</b>	<b>4</b>	<b>4</b>	<b>5</b>	<b>146</b>

Type	Sudurpaschim	Karnali	Madhesh	Koshi	Federal	Grand Total
Procedure	33	6	12		2	<b>53</b>
Law	15	16	6	1	1	<b>39</b>
Guideline	7	18	1	2	1	<b>25</b>
Regulation	3	7		2		<b>12</b>
Policy			3		1	<b>4</b>
Directive	2			2		<b>4</b>
Act		4		1		<b>4</b>
<b>Grand Total</b>	<b>60</b>	<b>51</b>	<b>22</b>	<b>8</b>	<b>5</b>	<b>146</b>