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**Local Partner(s): LWF/Nepal**

## **ABOUT THE EVALUATION**

**Evaluation year: 2006**

**Conducted by: Deepak Tamang, Search-Nepal (Team Leader), with support from team-members from related agencies of LWF/Nepal)**

**Country: Nepal**

**Region: South Asia**

**Theme/DAC sector: 151-50**

## **SUMMARY OF THE EVALUATION (maximum 2 pages)**

### **Title of Evaluation Report:**

Mid-Term Evaluation Report 2006 – LWF/Nepal (MTE-report)

### **Background:**

LWF/Nepal has worked in Nepal since 1984, both on development with main focus in the West, and since 1992 on relief and rehabilitation among Bhutanese refugees and host communities in the East. The LWF/Nepal-programme last was externally evaluated in 2001.

### **Purpose/Objective:**

To review progress achieved and constraints encountered during the current strategic planning phase of LWF/N, and to provide advice and practical recommendations for LWF/N to consider in developing the next phase of the strategic plan.

### **Methodology:**

The Mid-Term Evaluation was an external evaluation. Prior to the MTE, a national consultant undertook a month long pre-assessment study of the projects being implemented by LWF/Nepal. In addition, the MTE assessed relevant reports, financial statements and guidelines.

### **Key Findings:**

The overall assessment of the performance of LWF/Nepal vis-à-vis its Strategic Plan (2003-2007) is positive. Notable progresses have been made in areas of social mobilization and strengthening of the primary groups and CBOs. Positive achievements have also been made for improving the lives of poor farmers, Female Sex Workers, Dalits and ethnic minorities.

*Advocacy and Networking* has been prominent in LWF/Nepal's work, including on ethnic minorities, Dalits and Bhutanese refugees. Viewed in the context of the very difficult political and conflict situation, the achievements of these major activities are commendable.

However, juxtaposed against these achievements are the some over ambitious goals set out in the 4 priorities of the Strategic Plan. The Empowerment Processes has still

fair distance to cover before it becomes a sustained development. The advocacy and networking has to be further internalized and systematized.

The conflict in previous years left limited space for constructive engagement in working on the conflict. Beyond staff training in Do No Harm methodologies, support was given to local peace-building initiatives in Kailali, and transparency of partners and LWF/N was increased. LWF/N further supported local NGOs to distribute local summarised translations of the various peace agreements and constitutional changes.

### **Recommendations:**

The mid-term evaluation came up with a number of recommendations, including the following:

- Capacity building and refresher training is required at different levels in the Project in order to build capacity of CBOs and Primary Focus Groups.
- Ensure that production groups of farmers are linked to local market systems, seeds and other support mechanisms including MF or S&C as a well planned package so it functions as a sustained process as well as marketable product.
- Mainstream Gender further, and actively pursue and strengthen its gender policy and ensure that the Gender Coordinator assumes pro-active role in all gender related issues as important component of the Empowerment Process. Comment from LWF/Nepal: Accepted. However LWF/Nepal has a robust Gender Policy which is actively promulgated, we make periodic use of GEA (Gender assessment tool) in project design, our overall project coverage is gender-sensitive.
- LWF/Nepal advised to develop guidelines/criteria as part of phasing out strategy from local partnerships. Comment from LWF/Nepal: LWF/Nepal will review its future partnering strategy as well as detailed arrangements which may lead to further significant change in how this relation is handled.

# **MID TERM EVALUATION REPORT 2006**

## **LWF Nepal Program**

### **FINAL REPORT**

**Submitted by**

**DEEPAK TAMANG, Search-Nepal  
Team Leader**

**With Support from Team Members**

**Nina Ellinger– DCA Regional Office, New Delhi**

**Peter Schirmer - ALWS**

**Maryssa Camaddo - LWF/ Geveva**

**Shiva Narayan Choudhary - SWC**

**June – August 2006**

**Kathmandu**

## Acronyms

AIN	Association of International Non Government Organization
AusAID	Australian Aid
AMDA	Association of Medical Doctors
AZEECON	Asian Zone Emergency and Environment Cooperation Network
ALWS	Australian Lutheran World Service
BHA	Bhutan Human Rights Association
BRRRC	Bhutanese Refugee Representative Repatriation Committee
BRAVVE	Bhutanese Refugee Aid for Victims of Violence
BRP	Bhutanese Refugee Project
CMF	Center for Micro Finance
CEDAW	Conference on Elimination of All forms of Discrimination against Women
CARITAS	Catholic Relief Agency
CTEVT	Council for Technical Education and Vocational Training
CSSD	Conscious Society For Social Development
CMO	Camp Management Officer
CDO	Chief District Officer
CBO	Community Based Organization
CSO	Civic Society Organization
CMC	Camp Management Committee
CEAPRED	Centre for Environmental and Agricultural Policy Research, Extension and Development
DK	Denmark
DMC	Disaster Management Team
DWO	<i>Dalit</i> Welfare Organization
DCA	DanChurch Aid
DWS	Department for World Service
DEPROSC	Development Project Service Center
DFID	Department for International Development (UK)
DWS	Department of World Service (LWF/HQs)
DWO	<i>Dalit</i> Welfare Organization
DSC	Distribution Sub Committee
DDC	District Development Office
EU	European Community
ETM	Evaluation Team Members
ERT/C	Eastern Regional Team/Center
FW	Far West
FEDO	Feminist <i>Dalit</i> Organization
FSWs	Female Sex Workers
FEDO	Feminist <i>Dalit</i> Organization
GDH	Gross Domestic Happiness
GDM	Gross Domestic Misery
GDP	Gross Domestic Product
GTZ	German Development Organization
HDI	Human Development Index
HIV	Human Immune Deficiency Virus
AIDS	Acquired Immune Deficiency syndrome
HUROB	Human Rights Organization of Bhutan
HQs	Headquarters
HAGA	HIV and AIDs Gender Approach
HRC	Human Rights Committee
HRD	Human Resource Development
IDP	Internally Displaced People
IP	Implementing Partners
INGOs	International Non Governmental Organizations
ICT	Information & Communication Technology
ISC	Infrastructure Sub Committee
IGA	Income Generation Activities
IP	Implementing partners
IDU	Intravenous Drug Users
KPUS	Kamaiya Pratha Unmulan Samaj
LFA	Logical Framework Approach
LDO	Local Development Officer
LWF/N	Lutheran World Federation Nepal
LWS	Lutheran World Service

MDGs	Millennium Development Goals
MTE	Mid Term Evaluation
MF	Micro Finance
MIS	Management Information System
MDG	Millennium Development Goal
MW	Mid West
MEET	MEET NGO
MS	MS Danish NGO
NNDSWO	Nepal National <i>Dalit</i> Social Welfare Organization
NDP	Nepal Development Program
NFE	Non Formal Education
NCA	Norwegian Church Aid
NGO	Non Governmental Organization
NGO-CC	NGO Coordination Committee
NGO/F	Non- Governmental Organization Federation
Panchayat	Council of Elders (Panch meaning five), including village mediation Partyless Political System introduced by King Mahendra in 1960s System
PMIS	Program Management Information System
PCM	Project Cycle Management
PDM	Project Development Matrix
PME	Participatory Planning, Monitoring and Evaluation
PACT	PACT NGO
PFG	Primary Focus Groups (Constituency members)
PRSP	Poverty Reduction Strategy Paper
RCU	Refugee Coordination Unit
RBA	Rights Based Approach
SHG	Self Help Group
SEBAC	Social Empowerment and Building Accessibility Center
SADG	Social Awareness Development Group
SSC	Social Service Committee
SACO	Savings and Credit Cooperatives
STEP	Self Employment Education Program
S&C	Saving and Credit
SAARC	South Asian Association for Regional Cooperation
STI/STD	Sexually Transmitted Infection/Sexually Transmitted Disease
SWC	Social Welfare Council
SON	Statement of Needs
TFD	Theatre for Development
TOR	Terms of Reference
TL	Team Leader
UNDP	United Nation Development Program
UNHCR	United Nations Office for the Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
VDC	Village Development Committee
VMVG	Vision, Mission, Values and Goals
WDA	Women Development Association
WRCU	Western Region Coordination Unit
WTO	World Trade Organization

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We appreciate all of your support, kindness and hospitality which you have shown to the team. We run the risk of not acknowledging everyone's contribution and support in a generalized one page. We ask for your forbearance with us. However, by acknowledging the few key names of individuals and the organizations you represent we acknowledge all your contributions. A fuller list of persons met is to be found in the appendix to the report.

We thank Marceline Rozario, Director, and his hardworking team in LWF/N, such as Krishna Rawal, Sashi Rizal, and Ramesh Rayamjhi in Kathmandu. You all have assisted us with everything from logistics, contacts, transport, reports, finances, hotels and much more through your human kindness. In the Eastern Regional Center (ERC) Damak, we are thankful to Mr. D.B. Sunuwar and his entire team for their assistance and support. Similarly, in the Western Regional Center, thanks go out to Yadu Shrestha and his entire team.

We would like to thank the entire partner NGOs, representative of AIN and other stakeholders, including the government officials and donor partner officials; we met in Kathmandu, district headquarters and the project sites.

The richness of the discussions and interactions between us would have taken tomes of written document to do justice literally; nevertheless, we trust that some of your needs, aspirations and visions have found collective voices in our Evaluation Report. We also own the weaknesses of the report, where you find you are not satisfied or your hopes have not found resonance in our final output. There are times we have to differ with one another agreeably - it is a sign of a mature and healthy civic society culture! And a value addition from outside!

We wish you all the very best in all that you all are doing currently as well as in the future. We are confident that together we can make a difference to the life of rural people including those languishing in the Bhutanese Refugee Camps.

The Evaluation Team  
August 2006

## **Section I: Executive Summary**

### *Achievement*

The overall assessment of the performance of LWF/N vis-à-vis its Strategic Plan (2003-2007) is that it is a reasonable success. It has managed to accomplish many of the major activities and management level objectives set out in the Strategic Plan. Viewed in the context of the very difficult political and conflict situation the achievements of these major activities are commendable.

However, juxtaposed against these achievements are the some over ambitious goals set out in the 4 priorities of the Strategic Plan. LWF/Ns achievement at the performance and outcome level to fulfill these major goals are not remarkably discernible. These are highlighted by the fact that the Bhutanese Refugee issue still remains unresolved. The Empowerment Processes has still fair distance cover before it becomes a sustained development. The advocacy and networking has to be internalized, integrated, systematized and streamlined. And the localization issues are still not grappled with yet effectively? Given these outcomes, there is a need for LWF/N to examine its performance against its goals critically in the future as an effective INGO.

### *Overall Assessment and Conclusion*

LWF/N has an adequate set up, structure and configurations to carry out its mandate in Nepal. It has also articulated a fairly sophisticated approach, strategy, systems, organizing and mechanisms to implement its interventions in rural Nepal and the Bhutanese Refugee Camps. It has a dedicated cadre of human resources to facilitate it works.

LWF/N has the experience, intuition, competence and capacity to periodically undertake situation analysis and environmental scanning in order to frame its strategy development and remain relevant, coherent and current in its work. Currently, its overall strategy has four sets of priorities. Two priorities, i.e. on Bhutanese refugee relief and rehabilitation plus Empowerment Processes - these are directly development focused. One deals with welfare and relief, the other an Empowerment process. The Advocacy and Networking combined with effective Organization management and Development, which forms the latter two priorities; complements the former two in order to accomplish its VMVG.

The durable solution to Bhutanese refugee question hangs on the balance. The relief and rehabilitation work suffers from lack of resources from UNHCR as well as other donor partners. Many good works are being carried out by LWF/N to provide relief and such efforts needs to be continued until a lasting solution is found for the Bhutanese Refugee issue. Plenty of good works have been accomplished for the local host communities who live in the immediate vicinity of the 7 Camps as well. The RHCSF has been successful to avoid much anticipated conflict and tension between the Refugees and local communities. The RHCSF, which is currently pursuing a need based welfare approach, can be approached with a rights based empowerment and gender lens as well, just as with regular programmes of LWF/N.

The Empowerment Processes and many projects initiated under this theme have brought both tangible and intangible benefits to the primary focus groups and constituency members. The benefits range from development of institutions of the poor; awareness of rights; livelihood and food security; income, savings and self-employment; primary health and education; risk management from natural and human causes; inclusion and greater participation; promotion and maintenance grassroots democratic practices in a difficult political circumstances and violent conflict. These are laudable achievements including learning the ropes to work with IPs and CBOs in a partnership approach.

Despite these achievements, the Empowerment Processes cannot yet be termed “*a-run-away-success*”. It has room for improvements in conceptual clarity; systematic participatory practices; PME; improvement of KSA of staff and partners; partnership approaches; resource mobilization; inbuilt advocacy and networking etc. Programme learning, knowledge management and processes to feed these learning for improved performances are also desired in future.

Similarly, a host of micro and macro efforts are made in advocacy and networking areas. Much has been achieved for the Bhutanese refugees, *Kamilays*, *Haliyas*, *Dalits*, those with HIV and AIDs including FSWs. Local, national and international networks have been accessed, supported or promoted. These are steps in the right direction and LWF/N must continue putting emphasis on these fronts. It must continue to consolidate its efforts even more systematically in future such that these efforts bear optimum fruits and effectiveness.

Laudable efforts and achievements have been accomplished to ensure organizational effectiveness and development. They range from effective management to good leadership at all levels. Human resources have been capacitated by providing them training opportunities at local, national and regional level. Effective steps, policies and procedures are in place to strengthen its partners and grassroots communities' organizations.

LWF/N is working in an Empowerment Processes with an indirect rights based approach. This approach and the principles call for new sets of skills, tools and mindset changes in its staff. Facilitation replaces direct implementation and encumbers the organization to develop a host of new KSA and practices. Besides, responsive structures and themes can be re-configured to respond adequately to these challenges. The MTE makes relevant suggestions to ensure these changes are attempted in order for LWF/N to become an effective development organization. The global strategy of LWF seeks localization of each of its country operations. Currently, LWF/N is localized in many ways as nationals determine the content, course and direction of its programmes. Only the Country Representative is an expatriate. LWF/N will benefit further in terms of legal identity and long term sustainability by taking steps to



confirm with localization processes which will ensure its autonomy, structure, governance, systems and strategy in the next strategic plan period.

Considering the wide geographical coverage from East to West Nepal, as well as the diverse and complex issues ranging from Bhutanese Refugees and IDPs, to bonded labourers and HIV and AIDs, LWF/N has achieved reasonable success during this Strategic Plan. LWF/N may benefit from consolidating both in geographic and thematic areas in future rather than pouncing on to every new opportunity that presents itself as a relevant issue in its strategic approaches and priorities. It must weigh its strategic options carefully in future so as not dilute its efforts too thinly.

#### *Relief and Rehabilitation: Bhutanese Refugee Issues*

The Bhutanese Refugees, currently numbering some 1,06,000 living in 7 camps (6 Camps in Jhapa and 1 camp in Morang comprising 17,730 shelters for 15,050 families or to provide adequate facilities for more than 35,000 students attending grades 1-10 in the camps with furniture, books, adequate classrooms and other amenities) have suffered injustice for long. LWF/N has responded to the call of the international community and Nepal to provide relief and rehabilitation. It has been working closely with a number of donor partners such as UNHCR, WFP, DCA, NCA and co-implementing agencies such as AMDA, CARITAS and others to provide relief such as Camp settlements, sanitation, street lightning, food, health, education, awareness, primary health and education. Lately, it has also taken over the distribution of non food items such as clothing, cooking stoves, briquette fuel etc from the Red Cross. This has also burgeoned staff numbers from around 60 to over 100.

The relief and rehabilitation efforts in the 7 Camps have progressed reasonably well and LWF/N has been able to earn fair degree of success. It has helped set up well laid out Camps, Camp Management Committees, Offices and Sub-Committees. It has also been fairly successful with organizing, children, women and adult groups to ensure their rights. In order to supplement nutrition and income it has introduce kitchen gardening and also income is generating activities in the Camps etc. Thus, it has been able to contribute substantially towards fulfilling the basic needs and rights of the refugees. It has also been able to help organize them and thus maximize their participation in managing the Camp affairs including mediation and conflict resolution. Reportedly, tension, stress and strains are high in the refugee camps due to the lack of durable solution in sight. This fact is compounded by a lack of resources from UNHCR and thus curtailing of many facilities available earlier.

LWF/N has also taken upon itself together with other partner stakeholders such as UNHCR to find a just durable solution to the refugee problem. This is in limbo and more robust and creative approaches are call for to ensure that this glimmer of hope for the refugees remains alive. It also means improved advocacy, networking and resource mobilization at local, district, national, regional and international level. Likewise, competence and staff capacity, improved planning, coordination, monitoring and improved KSA in many vital areas and social skills including people's skills and mediation are required.

#### *Relief and Rehabilitation: Refugee Host Community Support Program (RHCSPP)*

Initiated some 10 years ago as Refugee Affected Project, the new project (RHCSPP) has reached some 19 communities in the radius of 5 kilometers vicinity of the 7 Camps in Jhapa, Morang and Ilam. Where the communities have been active, the program has shown good result in agriculture, livelihood and health initiatives. Yet, because it was earlier designed as a means to pacify the local communities against the refugee population infringing on their natural resources and coping strategies, these communities are more LWF/N dependant. A time has come when LWF/N must take a more self-reliant empowerment approach and ensue that RHCSPP confirms to performance standards of other empowerment processes in LWF/N. Better, plan, monitoring, follow up and deployment of adequate human resources are desired.

#### *Relief and Rehabilitation: Community Based Disaster Preparedness*

Fair bit of work have been accomplished in this area. Although the earlier plan of having such response capacity in almost (80%) of the project areas was a bit ambitious. Reportedly, 22 DMCs are active in 19 VDCs of RHCSPP in Jhapa, Morang and Ilam. Much work has been accomplished in these areas from civic society strengthening, to flood control and development works. Encouraging signs of river training and reclamation works are reported by the DMCs. This aspect needs greater replication to be effective with more communities in other risk prone areas where LWF/N is currently working.

#### *Nepal Development Program (NDP) Empowerment Processes*

Over 30 projects have been implemented to consolidate the right based approach and Empowerment processes. Notable progresses have been made in areas of social mobilization and strengthening of the primary groups and CBOs. A dozen of Implementing Partner NGOs have been partnered to ensure that the VMVG of LWF/N and the current strategic plan reach its goals and outcomes. Major policies and procedures have been articulated in gender, advocacy, program management and Dalit advocacy. Challenging agendas for liberation, rights and justice for the bonded laborers called *Kamiyas* and *Haliyas* are implemented. Likewise, rights issues related to refugees, IDPs, women, children, ethnic and tribal minorities plus indigenous groups are promoted and supported such as for the Tarai based *Tharus*, *Santhals*, *Meche*, *Jhangar*, *Rajbanshi* etc.

Laudable efforts and achievements have also been made for improving the lives of poor farmers; those with HIV and AIDs, FSWs, Dalits and ethnic minorities. This was facilitated through livelihood initiatives; MF; S&C; vegetable and livestock promotion; health and education etc.

There are areas which still needs building capacity and these are in pursuing a rights based empowerment approach; better facilitation in partnership and indirect mode of operation; functional project and institutional management; modality, mutuality, accompaniment

and stewardship of the primary groups and CBOs etc. Knowledge management, learning and PME were noted as areas for further strengthening. Inbuilt advocacy and networking for each theme were also in need of improvement.

#### *Advocacy and Networking*

This aspect was prominent in LWF/N's work as it was required for many of the sensitive issues and themes that the organization was tackling in the Empowerment Processes and the Refugee Issues including Internally Displaced Persons and the Dalit Advocacy. An advocacy policy has been formulated to implement this theme. Local, national, regional and international networkings have also been achieved. This theme needs specific person or a unit to ensure that all of the laudable advocacy and networking efforts are streamlined systematically and thus made even more effective in the future. There appears to be substantial potential for advocacy to become effective through the networks established and the social capital developed in the rural areas.

#### *Organizational Effectiveness and Development*

There is relevance and coherence in the overall structure of the Strategic Plan and programs in the corresponding CSO period. Some of the elements of the Strategic priorities appear to be over ambitious. LWF/N may wish to consider what is doable given the resources in future. It has rolled out over 35 projects to meet the goals set out in the strategic plan. These are 15 projects in the East and 20 in the West. The Kathmandu HQs, the Eastern Regional Center (ERC) and the Western Regional Center (WRC) have been able to provide reasonably able functional and program management with monitoring and evaluation.

LWF/N has systems, structure and organizing to ensure that it is able to roll out and reach to the primary focus groups the goals and objectives articulated in the Strategic Plan. The work environment policies and procedures appear to be adequately sufficient for workability and smooth functioning of the organization. Managing a larger number of staff due to increased work load and activities is a genuine concern. Job analysis and benchmarking is also an issue including a competitive mid band INGO salary scale for LWF/N staff. At times mid management and front line staff suggested that better communications in plans, programs, and policy changes could be improved. There were adequate training sessions being provided for staff and partners; facilitation skills and KSA in newer development themes relevant to LWF/N's such as in RBA, Empowerment Processes; participatory Community Action Plans; livelihoods issues, gender; stress management; mediation; peace and reconciliation and counseling and care for vulnerable such as refugees, IDPs and persons with HIV and AIDs were desired both within and with partners of LWF/N.

Ability to mobilize resources and carry out its Strategic Objectives, such as in SON, was signaled out as noteworthy. The needed improvement in program performance monitoring and evaluation (impacts) is signaled out as a critical area for future improvements. Knowledge management and Learning across various themes and issues for the entire organization in order to fulfill its VMVG, is also noted as a crucial area for future improvement.

## **Section II: Lutheran World Federation**

### **The LWF, Department of World Service - Geneva**

Lutheran World Federation is a global communion of Christian churches in the Lutheran tradition established in 1947, as humanitarian organization working to render assistance to those in needs irrespective of race, sex, religion, nationality or political conviction. It encompasses a membership of 140 churches in 78 countries worldwide and has its secretariat in Geneva, Switzerland. LWF has its field offices in more than thirty countries and the focus is to foster awareness, advocacy, solidarity and action at local, national and international levels on a wide range of human rights, humanitarian and development issues. The Department for World Services (DWS) is the internationally recognized humanitarian and development agency of LWF. The overall work of DWS is supported and facilitated by specialized activities that provide focus and flexibility, to enable response to ongoing and changing demands and circumstances.

The DWS focus areas are:

- Emergencies, Refugees and Internally Displaced Persons (IDPs),
- Sustainable Development and the Environment,
- Advocacy and Communications,
- Human Resources Development and
- Planning, Monitoring and Evaluation

In the beginning, the Lutheran World Federation started to serve those in need, primarily Lutheran refugees who had been displaced as a result of World War-II. Through more than half centuries of experiences on assistance to refugees, internally displaced people and those affected by disasters has continued as a major emphasis. The equally significant emphasis that has grown in recent decades is a holistic approach to sustainable development that is people centered; rights based gender aware and environmentally responsible.

### **The LWF Nepal Program**

The LWF Nepal is one among the 24 country programs of LWF Lutheran World Federation-Nepal Program (hereafter referred to as LWF/N) is one of the leading INGO working effectively as field Program of LWF Geneva since 1984. The Vision of LWF/N is the “People of Nepal living in a democratic and just society in peace, dignity and harmony, united in diversity and empowered to achieve their universal rights to basic needs and quality of life.” It has direct Program implementation with Bhutanese Refugees and partnership implementation with NGOs via its field based offices in eastern and western region. Most of the empowerment projects are based on partnership basis. It operates its Program with seventy over 100 dedicated staff members, with a liaison and coordination office in Kathmandu the capital city of Nepal.

The strategic priority of LWF Nepal is on empowerment Projects, Relief and Rehabilitation, Advocacy and Networking, and Organizational Development in seven districts across the country. Most of the working areas lie in the rural remote areas of Nepal. LWF Nepal strives to work through local partners organizations (CBOs and other intermediary NGOs) as empowerment and advocacy partners simultaneously seeking to strengthen these organizations. The LWF-Nepal has incorporated many genuine thematic issues including HIV and AIDS, human trafficking, human rights in its activities with particular emphasis on the vulnerable section of the societies.

The LWF has been providing their services to those who are the neediest people of the society. Far and mid western regions of Nepal are the main focus of LWF where HDI is score is lower (0.404 and 0.402 respectively) comparative to rest of the regions. Even during the insurgency, LWF worked with vulnerable sections of the society who were affected by the war/insurgency. The focus of LWF Nepal is towards uplifting the living standards of the poor, disadvantaged and the marginalized groups such as:

- Women and Children
- Freed Kamaiyas (bonded labourers)
- Artisan caste (“*Dalit*” – the untouchables)
- Refugees and vulnerable groups in refugee-improved areas)
- Indigenous communities, and lately
- Haliyas, IDPs and Female Sex Workers.

Currently, LWF Nepal is working with 15 Implementing Partners, 4 *Dalit* Organizations and 4 Refugee Advocacy partners including 58 Community Based Organizations with effective alliances, networks and coalitions at national and regional level and also coordinates with central as well as village level and district level government organizations which are important actors of development. The LWF/NDP national level Steering Committee comprising members from the Social Welfare Council and other related Ministries play an advisory role in implementing the overall development program.

### **Experience of LWF/N implementing the CSO during Conflict in Nepal**

Conflict monitoring was an integral part of LWF/N during the conflict period. Earlier it had to contend with conflict in Rolpa and Accham. It also gave training in conflict sensitive planning and management of projects. So the staff became sensitive in conflict planning. It included the NGOs/CBOs executive members as well. Transparency and accountability is the foremost issue in maintaining confidence with the Maoist. Often the Maoist told the partners and LWF/N staff that they would prefer hardware inputs and real change in the villages. They were not convinced about software and advocacy etc. During the height of the conflict around 2003-4-5 LWF/N had empowerment activities in 15 VDCs of Accham district. It had to withdraw as the partner NGO *Mallika* there

could not implement the Program. The safety of the staff and partner NGOs was also paramount. The situation was hopeless and finally the activities were abandoned. LWF/N may resume should the conditions prove favorable again.

Accham is still a needy district and LWF/N has interests to go back there again subject to ability of funds. Instead such conflict situation made LWF/N go towards partnership approach in line with what the government, NGO/Federation and Maoist were advocating. It had earlier in 1997 closed down its Rolpa operation due to security considerations.

The Issues Identified was when the Program is owned by the community, CBOs or SHGs, then it sustains because the people negotiates with the Maoist. There was also a need to share information between Kathmandu, Field and other interested parties. Gathering and sharing of information was critical. LWF/N attended regular weekly or fortnightly security meetings organized by the British Embassy, American Embassy, AIN, security bodies etc. The staff also maintained close cooperation and touch through telephone on frequent basis.

LWF/N also let the local implementing partners, CBOs and NGOs deal with certain matters to be negotiated with the Maoist. At times the local CBOs asked for LWF/N guidelines, and LWF/N's advise was for the local parties to take the best course of action they felt necessary in order to solve the problems with the Maoist. Flexibility in time, approach and area was also important. If LWF/N could not work in one district then it asked the donor partners to give it permission to work in another area or district based on relevant themes.

At times it depended on the competence, standing, creditability and rapport of the local implementing partners with the Maoist as well. In Morang the 34 groups in the north in Yangsila VDC continued to work well. But in the south, 64 groups in Keroun VDC faced difficulties. Though it was the same NGO, i.e. WDA - at times it could also be the creditability of the staff, their image, reputation and their integrity and honesty.

There were times when the Maoist took money away from the groups from their savings and credit Programs. Yet at other times they made the defaulters pay back their dues. Being a European NGO supported by European church based groups it faced less difficulties than the American and British NGOs or their partners.

Despite the conflict, LWF/N claims that the works of partners in the field continued to operate reasonably well. Most of the groups, CBOs and NGOs continued to function. The CSO targets were largely met % and financial spending by LWF/N and partner NGOs continue to show normal implementation. Indeed some implementing NGOs such as FEDO could implement more due to opportunities for advocacy for the Dalits. In comparison, Doti was not able to perform as well. The implementing partner SEBAC was not as effective as others.

Due to extreme violence and psychological insecurity for staff and partner NGOs, peace and reconciliation could not make progress. The partners and their networks also had conflict at times within them. NFE showed marked decline as software and informal education was difficult to implement. LWF/n also balanced out the risk factor by having more activities in the center and east. The normal LWF/N budget stabilized around 2.5 million USD. And when the UNHCR made LWF/N its implementing partner for food and non-food distribution from 2005 onwards the budget soared to over 5 million USD with consequent increase in staff from over 60 to over 100 persons.

In the ultimate analysis, considering all the constraints - LWF/N claims it could implement about 3/4ths of its planned activities. There were certainly constraints and trade-offs in monitoring, quality and effectiveness due to the on going conflict. Quality of services, inputs and activities naturally suffered in comparison to normal times and circumstances.

### **Section III: Objectives and Scope of the Evaluation**

#### **Gist of the Terms of Reference (TOR)**

The purpose of the Mid-Term Evaluation is both retrospective - looking backwards - as well as prospective - looking forwards. Its intention, therefore, is firstly to review progress achieved and constraints encountered during the current strategic planning phase to date; and secondly to provide advice and practical recommendations for LWF Nepal to consider in developing the next phase of the strategic plan from 2007 onwards.

There are two major specific objectives of the Mid-Term evaluation.

- A. Assess the extent to which the strategic goals and objectives carried in the Nepal CSO 2003-2007 have been implemented. This may include, but will not be restricted to answering the following questions:
- B. Assess the continuing relevance of the current CSO in the context of changing conditions and progress made and offer recommendations for LWF to consider in its next strategic planning phase.
- C. In the unique context of Nepal, the MTE will also need to assess how prevailing conditions in terms of conflicts, insecurity, restrictions of movements and other external factors have affected the primary focus groups, the partners and LWF. The MTE will document the coping mechanisms of partner organisations and LWF/N, and has it adapted and responded to date? The MTE may offer opinions on how it may adapt in the future where feasible?

### **Scope of the Evaluation**

*Due to constraints imposed by the prevailing security situation as well as the limited time availability indicated by Partner Agency participants, the time allocated for this Evaluation has been reduced to 10 days from the original plan of 3 weeks. Although the Team can call upon the detailed Pre-Assessment study to be conducted ahead of the Mid-Term Evaluation, these enforced changes inevitably restrict both scope and depth of the evaluation. In these circumstances, the Evaluation Team is asked to focus as far as possible on the key strategic issues (Please see Appendix 1 for detail TOR).*

### **The Evaluation Process**

The Mid Term Evaluation (MTE) was an external evaluation. It was originally slated for at least 3 weeks of field and desk work between 5 evaluators. However, due to time constraints and prevailing political situation it was abridged to 10 days. It consists of a Nepali Team Leader, a representative of the DCA; a representative of LWS (DWS) Geneva; a representative of ALWS Australia; a representative of the SWC (Nepal Government). The evaluation took place from 12 – 23 June 2006. Field works were conducted between 15- 21 June in eastern, central and mid and far western parts of Nepal.

Prior to the MTE, a national professional undertook a month long pre-assessment study of the projects being implemented by LWF/N. The desk study and the evaluation were assisted by this reassessment. Besides, over 30 electronic and print reports, policies, financial statements, and guidelines pertaining to the 35 projects under various themes and priorities assisted the MTE to fulfill its TOR.

Based on the TOR, a checklist of key questions based on performance level indicators of the Strategic Plan 2003-2007 guided the MTE. Focus group discussions; group meetings; one to one interviews; meeting with primary focus groups; CBOs; implementing partner NGOs; and staff of LWF/N constituted bulk of the evaluation. Ocular observations during field visits; active listening and physical validations were also part of the MTE. Besides, couple of briefings at LWF/N HQs; eastern regional center; western regional center and 3-4 partner meetings in Damak, Dhangadi and Kathmandu were also accomplished.

Meetings with donor partners such as UNHCR; Danish Embassy and meeting with (AIN) representative were undertaken in Kathmandu. In the end, the team members presented their preliminary findings to LWF/N staff in Kathmandu and obtain their feedback and reactions. The individual ETMs then provided their input in order to write the Draft Report for feedback, correction and refinement for Final Report from relevant stakeholders. The pre-assessment report together with NGO assessment written by an independent consultant Prakash Dahal was referred to extensively. In the interest of brevity of the MTE report, readers are requested to refer to these reports for descriptive details.

### **Limitation of the MTE**

Limitations of the MTE were that the time frame of 10 days was very tight to accomplish the TOR and do a thorough job. The communications before and during the MTE between the TL and various team members were also minimal leading to less than satisfactory synergy. Time pressure and observing all the activities in the field was a factor. In the end, the visits had to be curtailed and Ramechaap which had begun an empowerment process was dropped from the itinerary. The last minute illness of one member (from ALWS) curtailing his participation and cancellation of visit by another, (the DCA representative from Colombo) also impacted the planned MTE. The flight cancellation of one member (LWS Geneva) by a day also had an impact on the MTE. Besides, one MTE member fell ill after the field visit to the ERC, thereby affecting some planned meetings with Government agencies and NGOs. Traveling time between far flung project areas and very short time with the primary and secondary stakeholders was noted as another limitation. At times, meeting similar or same CBOs and NGO staff number repeatedly also led to less than optimal time management and output.

In order to go beyond the ritual of conducting MTE, and make it into an empowering learning opportunity; the following important facts are noted. LWF/N must provision adequate time for such an MTE to complete the evaluation as a team. Select team members with relevant qualification, field experience, competence, analytical and report writing skills with time, commitment and good health to fulfill the tasks. Besides, LWF/N must provision adequate team meetings, interactions and communication - prior to, during and after the MTE. It can also improve the schedule and selection of representative sample of partners and adequate number of sample project visits. It must also budget adequate financial resources in order to accomplish an MTE well. This will help future evaluation to accomplish the TOR satisfactorily, in completeness and to the satisfaction of all stakeholders. The current MTE lacked such analytical rigor, depth, scope and resources.

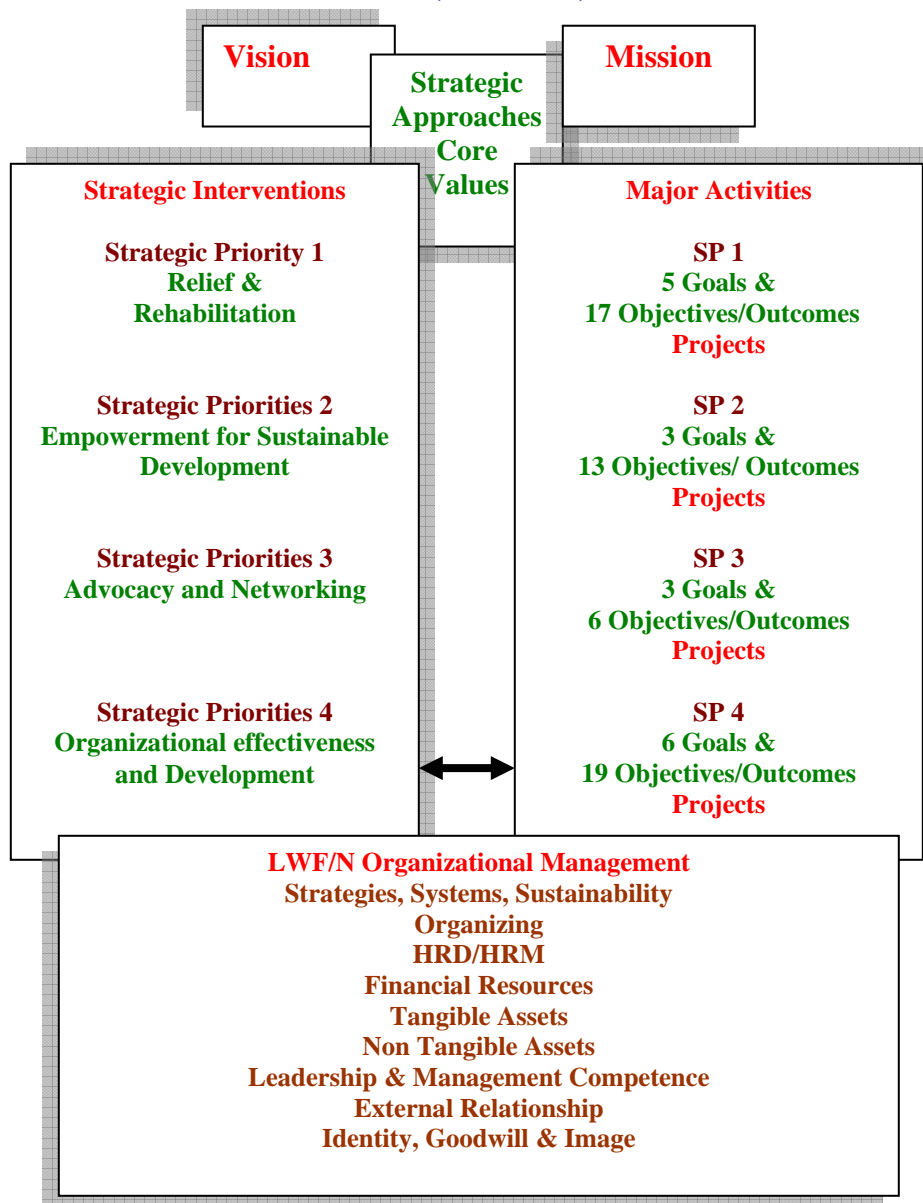
The MTE was also hampered by the fact that the pre-assessment report did not deal with the management level performance of the Project (PDM), such as what results and major activities were planned and what was actually achieved or not achieved and why? The pre-assessment had received the same TOR as the MTE. Therefore, the design of the pre-assessment was not optimal to complement the MTE to the extent desired. Future MTE can benefit substantially, if LWF/N prepares a detailed report at Project Development Matrix (PDM) level to analyze what major activities and outputs have been accomplished or not and the reason for variance and deviation. Pre-assessment consultants can examine this level of impact monitoring specifically; rather than examine in general the same set of issues (TOR) as the MTE or Final evaluation. This will also signal the fact that LWF/N takes organizational learning seriously to improve its Program performance and Organizational effectiveness!!!

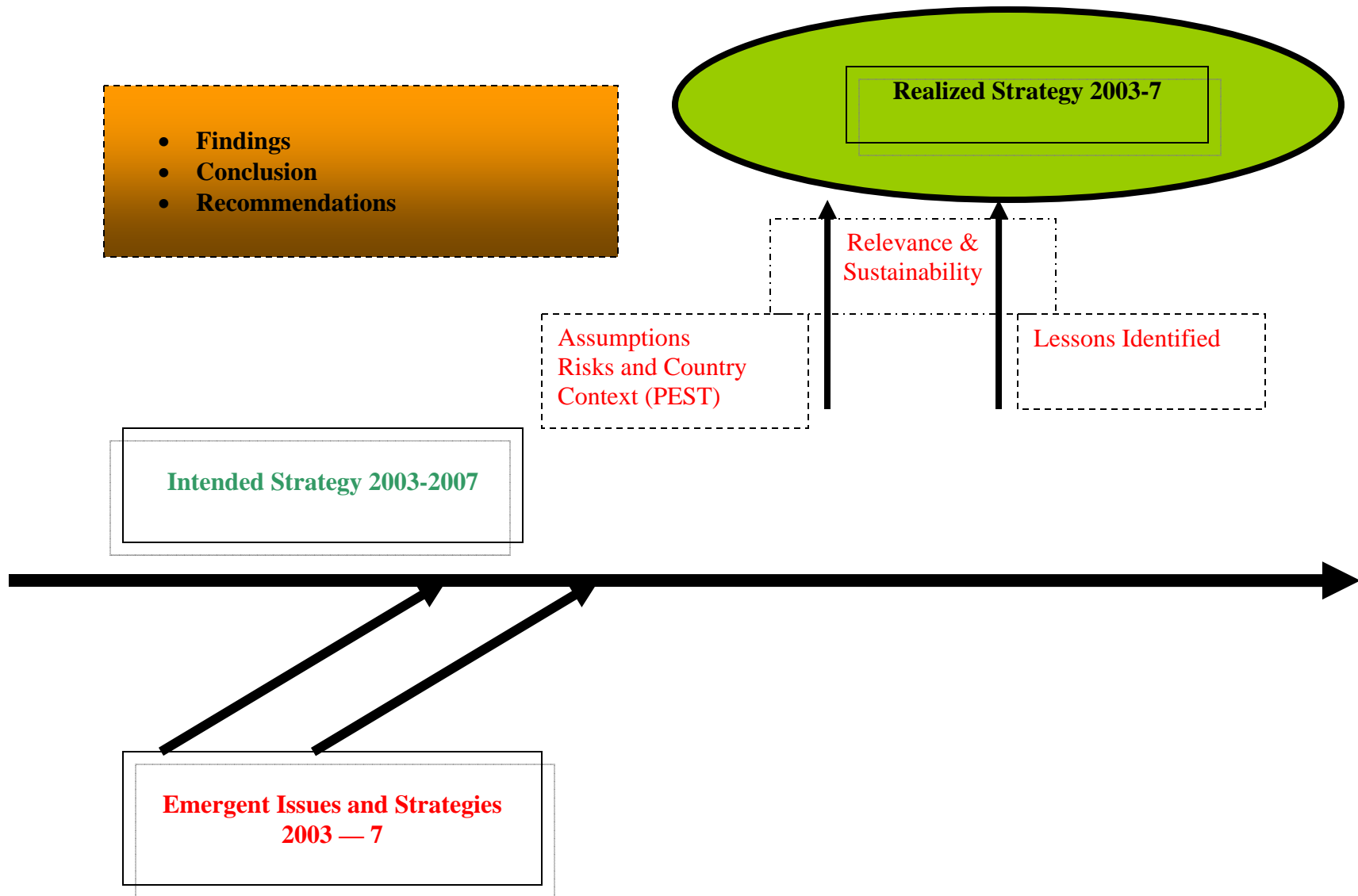
**Study Framework**

The MTE evaluation framework considered the Vision, Mission, Values, and Strategic Approaches of LWF. It also designed the framework to examine the four strategic priorities under the Strategic Plan (2003-2007). The Goals under the Strategic Priorities and Program developed to address these goals were important consideration. The MTE considered the various publications to illustrate the achievement including the work of the national consultant hired to accomplish the longer more comprehensive pre-assessment study and partner NGOs governance, *inter alia*. Besides, the study frame examined LWF/N dominant strategic direction and how it amalgamated and amended its course in order to respond to changing needs and priorities such as partnership approach; IDPs or opportunities in the Bhutanese Project.

The framework was further used to look into the achievements and constraints of the Programs pertaining to the 4 Strategic Priorities. Issues were identified and recommendations made. Recommendations have been distinguished between operational and strategic ones. This facilitates recognizing routine operational follow up issues; with strategic ones that may require policy interventions. Relevance of the Programs to the needs, aspirations, opportunities and problems of the primary focus groups are presented. Besides sustainability of processes, partnership, finance and institutions are considered. Ultimately, where valuable lessons have been identified then they have been integrated into the context and chapters themselves.

**LWF/N MTR Evaluation Study Framework  
(June 2006)**





#### **Section IV: Background and Context of Nepal**

Nepal for a fairly long time maintained a romantic image of a peaceful Hindu Kingdom nestled in the laps of the Himalayan Mountains. To the native and foreign historians - as well as those who knew the true picture of Nepal - the reality has always been quite the opposite than what has been romanticized in coffee table publications and tourist brochures. Since, the dawn of oral and written history, Nepal has had violent revolutions and political upheavals all along from *the Licchavis, the Kirats, the Mallas, the Shahs, the Ranas* to the present days. We continue to see this trend even today following - on from the past two millenniums - in the so called post modern Nepalese history. The history books are replete with clan wars; palace murders; intrigues; treachery, *coup detat* and cunning which role the political world and shaped the psyche and lives of the Nepalese.

Its predominantly Hindu rulers, who presided over a multi-ethnic and multi-lingual nationalities and peoples, also shaped and devised a combination of unique caste, class and feudal system that paints the socio-cultural landscape of this nation. Rich in cultural and biological diversity, Nepal is a complex and in many ways a vast dominion to rule and administer - even with modern day transport, communication and amenity. It is a commendable feat that the country managed to integrate into a single nation state from a disparate group of principalities and maintain its sovereignty and independence. Credited largely to the present days Shah Dynasty under the *House of Gorkha*, this dynasty ruled for over 225 years as absolute monarchs. It had a chain of 14 rulers till the present King Gyanendra. The Ranas ruled for 104 years, as an interruption until 1950s, as hereditary Shoguns or Prime Ministers. During the Rana rule feudalism was at its zenith and the rulers were absolute autocrats. The Shahs (imbecile, minor, pre-maturely murdered or differently abled) played second fiddle during this period - with a conniving retinue of ambitious and jealous Queens allying with the Rana Prime Ministers to rule Nepal.

The post 1950 era is marked by several aborted experimentations in liberal multiparty democracy to the current day. Stable democracy has eluded Nepal all along this 56 years and political struggle of one or the other ilk and ideology continues to plague this country. The modern Nepalese history from 1950 onwards is marked by failed experiences of multiparty democracy of 1950-60; failed monarchical *Panchayat System* from 1960 -1990 and failed new multiparty system from 1990 onwards. At least four dominant ideologies appear too influenced and imprinted the political landscape of the country. These are liberal democrats under the Nepali Congress influenced greatly by *Gandhian* and Indian socialism. The Social Democrats under various guises of Marxism-Leninism and now dominated by the United Marxist Leninist (UML). The royalist party called the National Democratic Party (RPP). The recent most notable party in the fray is the revolutionary Communist Party of Nepal (Maoist), which shot into prominence after 1996. It took up arms to overthrow the Monarchy, the State and the security apparatus in order to establish a communist republic.

It began in four poorest district of the mid west, i.e. Rolpa, Rukum, Pyuthan and Dang. Since then it has engulfed the entire nation. Over 15, 000 men, women and children mostly civilians have died in a bloody civil war. Four to five times that number have been maimed or injured. Probably over half a million have been dislocated and displaced as internally displaced people (IDPs). The CPN (Maoist) have used a jungle warfare guerilla tactics which lays emphasis in capturing the rural outposts and encircling the urban towns and cities. The last decade has seen major Diasporas from the rural to urban areas as a result of the *Peoples War* unleashed by the Maoist cadres. Fear, intimidation, extortion, disruptions and violation of basic human rights have been the order of the day.

Both the Maoist and the security apparatus of the State have carried out violent acts of arson, looting, killing, rape, extortion, forced labor, disappearances, summary executions, retributions, and human rights abuses. Violence against women has notably arisen and child soldiers have been recruited, conscripted or coerced into the Maoist Peoples Liberation Army (PLA). Mass enforced indoctrination goes on in the rural areas by the Maoist with school children, teachers, women, ethnic and *Dalit* groups, tribal and ordinary populace. Movements of people, goods, development workers and human rights defenders have been severely curtailed and restricted by both the warring parties. A sizeable number of journalists and a few development workers have been killed.

Major trade, commerce, manufacturing, tourist and service industries have ground to a halt. The country survives largely due to remittances sent by its workers abroad. This has been complemented by some grant in aid by foreign countries and agencies, i.e. UN, multilateral and bilateral donors. Disbursement from the donors in the past couple of years have been below normal and hovered around a modest (15%). On the other hand, the donation and grant from INGOs have continued fairly moderately and uninterrupted through partnership with NGOs, CBOs and SHGs. Growth in terms GDP has come down from (5.5%) to around (2.5%) on average during the conflict period. During 2001- 2005 period there was some negative growth as well. Life in the Nepal especially the rural areas, have been turned upside down and everyone has been affected by the conflict. The effect ranges from psychological, psychosomatic, physical, economic, and moral to livelihood issues. Social distresses including crimes, robbery and thugs have increased sharply as well. Due to displacement, rise of sex related crimes, human trafficking and sex trade is noticeable in urban areas and across the border to India.

The country is yet to efficiently capitalize all the resources present in Nepal for its development. Poverty is rampant and alarming. Macro economics point to great disparity in distribution of income, wealth and landholdings. Nepal's dubious official poverty figure still hover around 40 percent of the total population which now stands around 25 million people. The human development index (HDI) score is 0.504 which is lower than all the South Asian countries except Pakistan (UNDP, 2004). A vast majority of individual households are characterized by low income, poor health, low productivity of subsistence agriculture and low morale due to which economically active population are migrating to urban areas or national or international labor market in search of better livelihood.

Overpopulation, lack of employment, income and marketable skills together with dismal educational system, lack of minimum social amenities in health, basic needs or pluralistic civic participation has led to major crisis and conflict in Nepal. The multiparty democracy ushered in 1990, has largely failed to address people needs, aspirations, issues of human rights, or provide basic needs.



The concomitant unstable democracy has not been able to tackle the challenging national issues such as exclusion and disempowerment of many of its 70 or more language speaking ethnic and tribal groups. The issues of disadvantaged castes or profession group such as the *Dalits*, the *Haliyas*, the *Badis* etc., including the aboriginals such as the *Chepangs* have remained largely unaddressed. In the plain areas of the *Tarai* scores of aboriginal, ethnic or tribal groups continue to remain outside the mainstream socio, economic and political life off the nation. Women, who constitute half the population (UNDP once attempted to calculate, women's gross domestic service worldwide and placed it at 9 trillion US dollars per annum, cf: Human Development Report 1994), continue to be silenced and disenfranchised by the patriarchal culture and a patriarchal State in all important matters even to-day.

Socio-culturally and structurally inequitable institutions including the civil service - dominated by 3 dominant caste groups - has shaped and has been shaping an unjust and unequal structure of governance, economic opportunities and power relations. The political agitation, fermentation and permutations have been momentous. The nation has convulsed from absolute monarchy to pluralism and back to absolute monarchy again. The political pendulum continues to sway. Nepal, it appears is toying with all sorts of political mutations in the past 60 years with much stability or success!

Currently, the country stands at an uncertain crossroads not knowing which way it is going to turn in the future. In the absence of preconditions for stable democracy such as education, health, basic needs, human rights, voter power and civic engagement lagging far behind political freedom and peoples high expectations - the forecast is - Nepal is going to convulse from one kind of crisis to another for some time to come. Political radicalism and rhetoric is in the ascendancy and sound bites are shrill with revolutionary fervor. The reality, however, is still not so stark and old wines continue to be served in new bottles.

There has been substantial investment in rural development in the past five decades of development history. However, the impact has been largely disappointing and many *national* as well as *international Observers* signal out Nepal as a near *failed state* and a case of failed *development*. The Maoist led insurgency of last ten years has proven to be a big obstacle for development. It has diverted attention from real development issues to crisis management in peace building, reconciliation, justice, conflict management, abuse of human rights and social distresses.

Important bench marks of developments such as health, education, rural awareness creation, rural infrastructure development; rural industrialization, growth, income and employment, institution strengthening and market linkages have been pushed to the back burners. The consequences we see today are degrading human conditions for the vulnerable section of the society in the rural areas. Besides, the state apparatus; market sector and civic society sector (including social capitals and networks of NGOs and CBOs), have been badly affected by mal-development and consequent ideological conflict in Nepal. It is a miracle that other consequent ethnic and religious conflict has not followed suit. Despite this good fortune, Nepal remains a fragile state in political, social and economic front.

Despite this depressing situation, the development actors mainly the SHGs, CBOs, NGOs, and INGOs have continued to discharge their responsibilities doggedly. As a result, the situation did not turn into a humanitarian crisis. Moreover, due to the popular participation of the people led by civic society, (NGOs and CBOs who were engaged in massive awareness creation over the past decades) the conflict did not reach a state of anarchy. A ray of hope is seen, currently, where the political parties are discussing a new interim constitution and a new era of political participation and governance. Let us hope that this is not a mirage in the desert but that Nepal can learn from its past sufferings and experimentations and move ahead towards peace, prosperity and brighter future.

### **Development Context**

Nepal has more than half a century of planned development experiences and ten five year development plans. However, the development effort of the last fifty years could have been much more productive and effective – which it was not. The recent tenth five year plan has made the UN Millennium Development Goals (MDGs) and World Bank led Poverty Reduction through (PRSP) an urgent and important agenda for the country.

Having said this, one must also acknowledge the fact that basic infrastructure, institutions and human resources are present in Nepal. The conflict has managed to destroy a good chunk of development infrastructure which has to be rebuilt. The opportunity costs for development have been three fold. These are missed opportunities for development; destroyed infrastructure and the compulsion to rebuild and redevelop all over again.

The CPN (Maoist) led Peoples War which began as a limited “law and order problem” in February 1996 from Rukum, Rolpa, Pyuthan and Dang - began to take serious violent turn by the year 2000. The next five and a half years until May 2006 signified a period of high intensity conflict and a civil war in Nepal. The previous peace talks have failed. As alluded to earlier in paragraphs above - it let do direct violence, disruptions in normal schedules, destruction of development infrastructures, frequent embargoes, staggered distract, regional or national strikes to emasculate the State by the CPN (Maoist), threats of physical action on development workers, suspicion and restriction of movements by the security forces, a strong anti-foreigner and anti-international development agencies stance by the Maoist etc. Deaths, destructions, disappearance from both the warring sides were severe and human rights abuses reached crisis proportion. Political parties, national government, district government and local government became defunct due to complicity of the royal regime, multiparty political stakeholders and CPN (Maoist).

Under such difficult political environment most of the development agencies curtailed their operations and adopt a limited wait and watch policy based in Kathmandu or the regional headquarters such as Nepalgunj or Biratnagar. Multi-lateral agencies such as the UN began to implement their more of their works through intermediary partners such as NGOs and CBOs. Many large scale

development projects came to a grinding halt or could not make satisfactory progress such as roads, irrigations, Melamchi water project or hydroelectricity projects etc. Telecommunications infrastructure took severe battering from the Maoist all over Nepal. Banks were looted routinely. The government civil servants such as the CDOs, LDOs or DDC officials lived under the fear of their lives from Maoist attack. District Administration Office; Forest Office; Land Revenue Office; Banks, DDC office; Sajha Cooperatives; line agency offices, DDC and VDC buildings, army barracks and police barracks came under constant Maoist attack all over Nepal.

Development workers stayed away from rural villages and only a minimal monitoring was carried out by proxy through the NGOs, CBOs or SHGs. It was not the best solution but the most viable alternative given the threat to life, security and property of INGOs and international agencies. Corruption became even more rampant as Maoist (cadres either genuine or pseudo) together with already very corrupt majority of the government servants began to extort money from all people in the district, villages and even Kathmandu. Business houses had to pay the so called revolutionary taxes and people in the district had to pay taxes to the Maoist in order to escape their wrath. In fact each of the warring parties began to compete to see who could emasculate the masses more in this no win war situation. A culture of violence based on - the power growing out of the barrel of the gun - gained ascendancy. Simple, rural people went about surviving based on a culture of silence and fear.

At its worst, the effect of this civil war began to reminisce what was familiar in Peru with the *Shinning Path*; the *NPA* and *MILF/MNLF* challenges in Southern Mindanao; or the *Khmer Rouge* in Cambodia. It was also similar to the situation in northern Sri Lanka or many bush wars in Africa such as Dafur in Sudan. Militia and thugs with guns ruled the countryside.

Development through INGOs and NGOs were also difficult! It is believed that major aid agencies attempted to funnel their support to the grassroots people through INGOs and themselves in turn through NGOs. Official development disbursement registered less than (15%) during some of these years. The INGOs and NGOs fared slightly better than the government and the bilateral or multilateral development agencies. The ideal project implementation adhering to project cycle management, M&E, learning and Program improvement was difficult. The concept of participation and process oriented empowerment took a battering as the Maoist insisted on hardware inputs and ban on community empowerment in many parts of Nepal.

Despite these difficult circumstances and pressures, the Government's machinery functioned, albeit, in a creaky manner. The National Planning Commission (NPC) - even claimed that in the period 2000-2005 period - national poverty came down from (44%) to (39%). This tall claim by the government through econometric figures was based largely on income from foreign workers remittances and not on actual improvements in quality of life.

As we write this report there is "Peace in Nepal". But there is intimidation, extortion and consolidation of all political life by the Maoist. The ratification of most of the international commitments to development, including WTO membership, has opened up opportunities in national as well as in international arena. One must be optimistic to the recent changing political scenario which can create an enabling environment to effectively implement development Programs, good governance and forward looking national policies. If not, Nepal has not learnt anything from the bitter pills it has been swallowing over so many decades. The international support and goodwill will be just another case of love's labor lost! For Nepal.

Currently, the country is trying to wake itself from the *groggy effect* of past mal-development and conflict. The development efforts in the coming days will have to be geared to certain obvious imperatives such as social participation; cultural participation; economic participation and civic participation by all in Nepal. Development will have to address these issues. Development will also have to address the issue of post conflict management; effective relief and rehabilitation for the conflict victims and (IDPs) in terms of social security, livelihood protection, human rights, and so forth. Voter power and observance of human rights must be ensured to guarantee a pluralistic democracy in Nepal - especially for the rural areas.

Sustained development also challenges Nepal to look to the private/market sector as a succor for its vast deprived milieu in the countryside. The unprecedented economic growth of China and India presents opportunities for Nepal to prosper in many areas including supply of labor. Hopefully, the state, the market and the civic society will be able to play its due role in the future. Genuine INGOs, NGOs and CBOs will continue to find its relevant role in the re-imagination of a new Nepal.

At the moment the development environment cries out for a stable democracy in Nepal. The political parties and political actors are attempting to forge an uneasy alliance and understanding to usher peace. They are struggling to have a workable parliament; interim government and understanding in re-imagination of the political landscape in Nepal. The difficult road ahead is to hold a free and fair Constituent Assembly election satisfactory all parties in a year's time. If this is accomplished well then the actual process of writing, negotiation and legalizing a New Constitution for Nepal will be the important national political agenda. Only then can Nepal re-embark on the path of development!

No one yet is able to hold up a *crystal ball* and predict or even attempt to forecast the future on Nepal. All depends so much on the activism of the people, the political parties and the civic society sector. The international communities, INGOs and donor partners including Nepal's immediate and major neighbors to the North and South of the Himalayas have a big stake in Nepal's future. The European Union also has an important role to play in Nepal. The USA and the UK also appear to have a strong influence in the political outcome in Nepal.

## **Section V: Vision, Mission & Values**

**LWF Nepal Vision Statement:** People of Nepal living in a democratic and just society in peace, dignity and harmony, united in diversity and empowered to achieve their universal rights to basic needs and quality of life.

**LWF Nepal Mission Statement:** LWF Nepal commits itself to challenge and respond to the causes and consequences of human suffering and to the alleviation of poverty through addressing basic needs and promoting the empowerment of the displaced, disadvantaged and vulnerable within Nepali society.

**Core Values:** Justice; Participation; Accountability; Gender equity.

The rationale for all LWF/N activities emanates from the Vision, Mission, Values and Goals enunciated by it. Consistency in *walking the talk* enshrined in the LWF/N Strategic Plan gives the organization the image and identity to carry out its important development mandate. Ensuring that all staff from the lowest to the highest internalize and integrate the above principles is very important for maintaining the credibility of the organization. The MTE examined the consistency of LWF/N and its performance - in the backdrop and context of its Vision, Mission, Values and Goals (VMVG) including its strategic approaches. Summarizing its performance, the MTE found that LWF/N is generally consistent and is able to link and perform its major activities in line with the organization's (VMVG).

In the latter part of the Program performance, the MTE assesses whether the organization has been able to discharge its role as an effective INGO or not? Based on the findings; it offers important strategic and operational recommendations. The Mission statement is generally scrutinized more in depth to highlight the effectiveness of LWF/N. Summarizing the current (VMVG), the organization may find it beneficial if it could revisit these important principles and fine tune it from time to time. The Vision statement may need to integrate a human rights approach to development in line with its strategic approaches. The Mission statement may need to be revised likewise. LWF/N has taken adequate steps to fulfil its humanitarian and service provision mandate emanating from the VMVG. It may wish to do more in areas related to peace building which it seeks to see in Nepal more adequately in the future. Working on conflict and conflict transformation can be an important agenda for the future which it currently lacks.

### **Primary Focus Groups**

Based on the Vision and Mission, the MTE found enough evidence in the east where the organization is reaching out to the displaced, disadvantaged and vulnerable within Nepalese society. The Bhutanese refugees are a good example of focused targeting to fulfill the mandate. It was also working with partner NGOs such as SADG to respond to those in danger of HIV, AIDs and STI; persons living with HIV and AIDs including counseling, care and support. Likewise it is attempting to work with youths who are drug addicts and Intravenous Drug Users although at the moment it is not very successful. Likewise it is working with Female Sex Workers and attempting to improve their life situations.

There was also ample evidence that LWF/N was working with indigenous ethnic groups such as Magars, Rais, Gurungs, Limbus and Tamangs. This was further evidence of focusing on the right groups when observing the primary focus groups with whom DEPROSC; SAHARA – Nepal and WDA are working with in eastern Nepal. These were *Rajbanshis, Dhanggar, Koche, Meche, Santhals and Tharus* etc that inhabit the eastern tarai. Besides, the poor, women, youths and indigent families are also being reached in the eastern region.

Likewise, in the central region there was enough evidence to demonstrate that *Dalits*, women, youths, children and ethnic minorities are being properly reached by the empowerment processes.

In the Mid and Far West *Dalits, Kamaiyas*, and *Haliyas* are being reached by the Empowerment Processes. These groups have been traditionally suppressed by the landed class and higher caste groups. Stopped deep in feudal system these groups have been exploited for long time as either bonded laborers or as untouchable outcasts. There is no doubt a strong rationale and justification in working with these groups. The activities have been centered on advocacy of the conditions of *Haliyas* and *Kamaiyas* and getting them their minimum land deed documents (*alpurja*). The whole empowerment issue is comprehensive and animators would need to equally give them time in discussing issues confronting the community like livelihood and sanitation, etc. Slowly savings and credit have been introduced and activities very much revolved around this component. For these particular groups, especially the *Dalits*, the issue of group strengthening would benefit from greater emphasis. More groups are possible to be organized in the VDC. Generally, assessed LWF/N is reaching the poor and needy nationwide.

### **Geographical Spread**

In the East, the targeting has been generally focused and accessibility in the Tarai region is not much of a constraint for monitoring or supervision. The project sites are easily accessible from the ERC by road access. Likewise, in Ramechaap and Lalitpur the primary focus groups are reached by CBOs and NGOs with relative ease.

In the Mid and Far West the *Haliyas* and *Kamaiyas* are generally focused and the poverty indexes are basic criteria for the selection of the village, the places they live in are too spread out from each other. The country is vast, travel takes time and access to the VDC is limited given the distance from the center of the town. The current geographical area although in one district, is still widespread. How could this be maximized? The office was located in a more central area, Dhangadhi, although the security situation forced the moving of the office to Nepalgunj. This may require a reassessment of office location again when the security has stabilized.

There is a strong justification and rationale to remain in the East, Center and the West. The areas in the East and Center are recent but LWF may wish to move out of the villages it has been working since 1998 at some point soon. Based on this reality more critical discussion should be done by LWF/N staff and consideration should be made in the Country Review on the geographical focus especially in the Mid and Far West.

## Section VI: Strategic Priorities for 2003-2007

### A. Strategic Priority 1: Relief and Rehabilitation

Reduce the disaster and poverty-related vulnerability of displaced and marginalized people through effective and responsive emergency relief, rehabilitation and disaster preparedness integrated in sustainable development.

The goals and parameters for measurements are:

- Enable refugees to fulfill their basic rights, maximizing their participation
- Actively promote a just durable solution to the refugee problem and assist in implementing it.
- Reduce the impact of refugees on their host communities through engaging in appropriate development and rehabilitation measures.
- Maintain capacity for effective, timely and appropriate response to disasters. Enhance the capacity of communities enabling them to reduce risk and vulnerability.

**The Context:** The overarching objective of Relief and Rehabilitation to reduce the disaster and poverty-related vulnerability of displaced and marginalized people through effective and responsive emergency relief, rehabilitation and disaster preparedness integrated in sustainable development. Based on this, LWF/N is actively involved in relief and advocacy for rehabilitation of 1, 06,000 Bhutanese refugees and their children in 7 Camps in Morang and Jhapa since the past 16 years. The Bhutanese refugee imbroglio has occupied the imagination of LWF/N, together with UNHCR, WFP and many other support agencies, donors and back donors for over a decade now. In some ways, it has also pushed other equally important internal issues to the back stage, i.e. Internally Displaced Persons (IDPS).

To prevent potential conflict between Bhutanese refugees and local communities, it has also supported a Refugee Host Community Support Project (RHCSPP). It has been working within 5 kilometers radius of the 7 Camps in 19 VDCs to provide development relief to the local communities and reduce conflict due to the presence of such a large refugee community. Moreover, LWF/N has formed 22 Disaster Management Committees (DMCs) in three districts (Jhapa, Morang, Ilam,) in conjunction with the (RHCSPP) to mitigate the effects of frequent floods along major river systems.

Besides these measures, one also finds evidence of early steps taken by LWF/N with NGOs on HIV and AIDs, STI and work with Female Sex Workers (FSWs) or some faltering attempts to work with Intravenous Drug Users (IUDs) as attempts towards relief and rehabilitation. One can use the same yardstick to look at the piloting works with Internally Displaced Persons (IDPs) from the Maoist insurgency. The work with the Bhutanese refugee dominates the above Strategic Priority 1. Attempts to mitigate and develop response capacity for natural disaster also are noticeable especially in RHCSPP. However, human related emerging potential disasters with its concomitant relief, rehabilitation and response is lukewarm be it internal conflict related or social issues. The above theme thus spills over to the subsequent Strategic Priority 2 as well, which examines some of these issues and offers pertinent suggestions.

#### Findings and Analysis:

##### A.1 Enabling Refugees to fulfil their basic rights, maximizing their participation

LWF/N has been able to accomplish a great extent of major activities and service provision as laid down in the objective and major activities in order to fulfil the basic rights and encourage refugee participation. Having stated this, the MTE also observed that there are many challenging issues in the refugee Camps. On the positive side, amenities such as Camp shelters, water, sanitation, toilets, classrooms, health facilities and kitchen gardens are in place. It has also been able to provide well laid out shelters, sanitary toilets and street lightning and with access roads. Initially, it has been able to provide for health and education needs together with other supporting agencies such as AMDA or CARITAS. The issue of early protection, registration and identification of refugees have been accomplished together with UNHCR. Food items are also provided in time together with the assistance and cooperation of WFP. An auto mechanic service for all agencies is also in place and handed over to UNHCR. It has also been able to supply clean and reliable drinking water to the refugees according to SHPERE standards.

The participation of the refugees is fairly impressive in the 7 Camps. These can be seen in the functional aspect of the groups in Camp management, distribution of relief goods, food, clothing and shelter, development of infrastructure, service provision, health, education, and nutrition and income generation. Together with the Camp Management Officers (CMOs), the Camp Management Committees (CMCs) are also active. The committee comprises functionaries such as secretary, deputy secretary, gender persons, and community watch persons. Furthermore, 6 functional subcommittees in infrastructure, social service, health, security, administration, mediation and distribution are also active (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

Despite these good efforts, the MTE also observed that many such service provision and infrastructure needs continuous repair, maintenance and replenishment. The continual demand for food, fuel and adequate shelter over 16 years period is a daunting challenge. LWF/N as both the implementing agency of UNHCR, as well as a relief and rehabilitation agency in its own right, is facing severe difficulties because of funding shortages, donor fatigue, low morale of the refugee population and high level tension in the refugee Camps including internal polemics and bickering compounded by the Maoist politicisation problems. The refugee youth population are stridently radicalised and impatient for obtaining their rights and long term durable solution. They are thus restive and the atmospheres in the camps are certainly uneasy.

One can observe that the infrastructures are wearing and tearing down after 16 long years. The duty holders such as LWF/N, AMDA, CARITAS are no longer able to adequately fulfil health, educational, infrastructural and other basic needs to all the 1,06,000 refugee population. Estimated 26,000 children have been born in the 7 Camps themselves, putting more pressure on the supporting agencies such as UNHCR and WFP together with other INGOs and NGOs to provide satisfactory services such as food, fuel and shelter. Roofs are leaking; there is not enough money to go around repairing all 17,730 shelters for 15,050 families or to provide adequate facilities for more than 35,000 students attending grades 1-10 in the camps with furniture, books, adequate classrooms and other amenities. In the absence of adequate funding and financial resources, only the 9 and 10 grade students have furniture. The rest sit on jute mat causing considerable unease, discomfort, health problems from damp floors and soiling of books and stationeries. Similarly, health issues including free medicines and referrals had to be scaled down by agencies such as AMDA resulting in dissatisfaction among the refugee population.

Currently, a major issue in all Camps is the lack of maintenance of shelter and the impending monsoon threatens to further destroy the shelters because of leakage. Earlier in the year, the issue was shift from kerosene to briquette, which nearly caused a riot in the Camps. The refugees do not feel that their basic needs are being met adequately, yet acknowledge that this is not due to LWF who is an implementer of UNHCR funds and with whom they have cordial relationship. Funding crunch from UNHCR appears to be causing major concerns and agitations as services and facilities provided in the past literally diminish in quality and quantity. Currently, a good number of food and non food items are being scaled down to the neediest. In turn, the general refugee populations are demanding that their basic needs and amenities be provided as usual in the past.

Annual request letters are prepared by CMCs for repair of the neediest shelters but even that is not met adequately. Little over half of needed repairs can be undertaken due to budget cuts. Cooperation with LWF/N is good and regular meetings are held to share and cooperate, but situation is frustrating because there are not enough funds. They say - "Please at least provide us with plastic sheets for roof repair before monsoon sets in"! LWF/N has set its self the unenviable and onerous task of adequate, secure and waterproof shelter for all refugee households according to SPHERE standards. This is an ambitious objective and in the absence of funding from UNHCR and supplementary funding from other donor sources this is largely unfulfilled. Thus, LWF/N may ask itself in the next CSO period the question, whether it is the sole responsible agency to attempt to fulfill this challenging objective. Failing to answer this critical question may lead the agency to face the failure and take the risk of entire blame on itself!

Reportedly, tensions are very high in the 7 refugee Camps as the impatient and angry refugees are frustrated at continuing suffering. Amenities such as kerosene had to be scaled back and briquette had to be used as substitute. The Camp staffs face personal threat and security problems. Besides, government police posts were withdrawn due to fear of Maoist attack leaving the refugees in a state of vulnerability. The police posts are being restored gradually. The frustrated youths have been radicalized due to Maoist influence and the concomitant local conflict scenario. This has resulted in severe stresses and social distresses to the refugees, staff in the Camps and the supporting stakeholders. Ensuring harmony and security in the Camps under such volatile environment is a challenge to all direct front line stakeholders and Camp staffs. Staff safety, security and a congenial atmosphere for work is also jeopardized due to such conditions prevailing in the 7 Camps. Some have severe problems others less so - but it is a matter of degree - which can escalate into a severe crisis one day!

The MTE notes that adequate initiatives and facilitation have been taken to promote social awareness and self help through refugee women, youth and children forums. These are in important issues such as health, HIV and AIDs, STI, which enhances youths, children and women's to know their rights and protect themselves in order to lead a dignified human life. Through LWF/N facilitation, the refugees are also active in educational processes, on the issues of their historical realities, their back home situation in Bhutan and their rights and responsibilities as refugees. Gender awareness and mechanism to protect women and children from sexual harassment, violence or exploitation are also noted as commendable achievements in the Camps. These activities have been accomplished with the Camp staff, Camp Management Officers (CMOs), Refugee Coordination Unit (RCUs), Camp Management Committees (CMCs) and others agencies such as AMDA or CARITAS.

LWF/N has also attempted to provide additional income and nutritional opportunities and facilities to the refugee population by training, promoting and supporting kitchen gardens, skills training, mechanics training, tailoring, embroidery, carpentry, bamboo craft, soap making, sanitary napkins, snack food etc. These are mainly through two refugee self help groups (SHGs) BRAVVE and BRWF. The pre-assessment under taken by an independent consultant, prior to the MTE, notes that such capacity building initiative may be a direct conflict of interest vis-à-vis the local community. The pre-assessment argues that it is in contravention to the host government's goodwill, law and hospitality. The refugees - while receiving support from LWF/N, UNHCR, WFP and host of other stakeholders - may be undercutting the locals in the job market, employment and income. It also argues that such activities brews further discontent between the refugees and the local communities surrounding the camps as refugees supply farm and non-formal labourers at half the prevailing price. Despite this compelling argument, the MTE notes that such capacity building and nutrition enhancing initiatives should be carried out for the refugee population. One day when they are repatriated, reintegrated or resettled

elsewhere, it will help them to be self-reliant and lead a dignified life (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

LWF/N has cooperated and coordinated with CARITAS for provision of basic education. LWF/N has provided maintenance and repairs to school structures while CARITAS provides software for providing education to refugee children. Normally, the head teachers refer need for repair to LWF/N staff that verify and proceed with necessary repair. Lack of funding for repairs is reaching very critical stage with leaking and dilapidated buildings are not being maintained due to severe UNHCR funding crunch and general donor fatigue.

Education is divided into three phases of which UNHCR provides for classes (1-8) while CARITAS caters for classes (9-10). Teaching is done by 995 Bhutanese teachers with NRs. 900 as incentive. CARITAS has 50 Staff of which 6 are Indians and the rest are Bhutanese refugees. School furniture was provided to 20,000 students from the beginning. Today this only allows tables and chairs to grade (8-10) students. All other students below class 8 sit on jute mats, which are wet during monsoon seasons, thereby shortening the lifespan of recycled teaching materials provided by UNICEF.

There are a total of 750 class rooms which were built years ago and which are in dire need for repair. However due to budget constraints in 2006, funds are only available for 50 rooms whereas (300-400) need repair during pre and post monsoon. Due to emergency (fire and tree falling and crushing school buildings), all the money allocated are already spent as a results teachers and students are in faced with very difficult conditions under which to work, teach and learn. The quality of construction materials available on local market is also falling making repairs more urgent. CARITAS has even redirected budget for teachers' trainings to repair works, but still 160 class rooms need repairs immediately without any money to spare. The bane and example of the education sector is symptomatic of nearly all other major activities inside the 7 Camps.

Because of the UNHCR budget deficiencies in 2006, none of the INGOs have the basic amenities or adequate resources to fulfill the basic needs for refugees. Basic rights for refugees include adequate shelters, health, education and school buildings according to SPHERE standards. Challenge for all service delivering INGOs is the inadequacy of funds, making it nearly impossible to deliver service to refugees. Lacks of financial resources have also drastically reduced the medicine, quality of care and referral for health care generally carried out by AMDA. The refugee population resents this very much and tension runs high. The spill over effect of the frustrations, stress and strain of the refugees have to be borne by the front line staff of all agencies and it is not a pleasant working environment for the staff.

Despite this somber assessment and serious difficulties prevailing among the refugee population, LWF/N and other stakeholders have ensured that they participate to the fullest in operational Camp management, service provision tasks as well as advocacy forums and activism. Divided into manageable sectors and sub-sectors; evidence exists to show that Camp Management Committees (CMCs) and specific task committees are functioning well. They do have adequate mechanism for regular meetings, periodical elections, consultations and taking appropriate corrective or follow up actions in shelter maintenance, ware house and stores through infrastructure sub committee (ISC). Social services such as education, health, water and sanitation through the social service sub committee (SSC) etc. The distribution sub committee (DSC) ensures that food is distributed properly. Although, the MTE notes that it is difficult to continuously ensure that the food distribution and supplementary diet meant for children, elderly, sick, pregnant etc., go the needy persons (*refer for details to Pre-Assessment for MTE, for details - Prakash Dahal, June 2006*).

As noted earlier, the Camp Staff of LWF/N, plus other stakeholders such as AMDA or CARITAS, have to work closely and in tandem with both the government led Refugee Coordination Unit (RCU) and Police posts. In addition, a number of Bhutanese Human Rights Organizations such as HUROB and BRRRC are also functioning in the Camps including the functional CMCs and sub-committees alluded to above by the refugees themselves. At times, coordination, cooperation, conflict, stress and misunderstandings are high. Inter and intra-agency coordination and cooperation are also challenging. At the same time intra-agency planning, communications, monitoring, advocacy and cooperation are also challenging. Fear of physical attacks and psychological stress among the LWF/N staff, and other stakeholders; inside the Camps and in the ERC is high. Recognition of these stresses and strains is essential for the organizations to cope with their daily efficient work. Efficient communication, active mutual support, constant vigilance and monitoring of volatile camp situation are essential, between staff and implementing agencies, in order to discharge their duties effectively.

Thus far the constructive collaboration and effective implementation of relief and rehabilitation works in the Bhutanese Refugee Camps appear to be adequate. Periodic meeting, consultation, and strategic sessions are held between LWF/N and UNHCR both in the Eastern Regional Center (ERC) and Kathmandu. Besides, regular meetings, coordination and monitoring meetings are held between collaborating stakeholders such as AMDA, CARITAS and other primary stakeholders such as the refugee organizations and functional committees devised for management purpose.

***Strategic Recommendation 1:*** *It is important that LWF Nepal internalizes the justification of having Bhutanese refugees as its own primary focus groups and not regard itself as a mere service sub-contractor to UNHCR.*

***Strategic Recommendation 2:*** *Ensure adequate funds to run Camps and basic needs of refugees to adequate SPHERE standards. Diversify funding base for refugees as they are vital for running of the refugee Camps and do not depend on a single donor as withdrawal or curtailing of funds may jeopardize the program quality seriously. Consider this as the added responsibilities of LWF*

as UNHCRs funding abilities seem to be decreasing. Link its funding needs for service to refugees with overall advocacy for durable solutions. Ensure sufficient funding for basic needs of refugees in coordination with related agencies.

**Strategic Recommendation 3:** It is important that next CSO has SMART goals and objectives on refugee issue recognizing what is possible for LWF on its own and what must be mere contributions to joint efforts with many other stakeholders. This will ensure that LWF/Ns role and responsibility is clear and so as not to build in failure from very beginning by not recognizing one's own primary roles, responsibilities and limitations.

**Operational Recommendation 4:** Ensure additional and adequate funding to repair the remaining shelters and structures.

**Operational Recommendation 5:** Establish a recreation centre for old and young with a structure around old people telling young people about Bhutan and their unknown past.

**Operational Recommendation 6:** Ensure regular on site consultations with senior staff from (ERC/T) base and LWF/N Kathmandu. Improve induction and capacity including orientation of Camp teams especially when they are new. Plan well the HRD for each individual including incentives, rewards and career paths. Improve the staff competence in daily challenges such as stress management, mediation, conflict resolution and PR skills.

**Operational Recommendation 7:** Ensure that Camp staff working as frontline staff in increasingly challenging situation due to refugee reactions to shortage of funding to have access to fast communication (Mobiles).

**Operational Recommendations 8:** There are a number of operational issues which can be tackled immediately in order to improve the daily management of refugee camps. These are better coordination, cooperation and information exchange between and among staff and agencies. Improved orientation of new staff to strengthen their motivation, morale and clarity. Social audits can be accomplished better and more transparently at all levels. Improved Coordination and Cooperation with NGOs and cooperating agencies including the government unit such as RCUs and police posts.

#### **A2. Actively promote a just durable solution to the refugee problem and assist in implementing it.**

The ideal just and durable solution to the refugee problem is to repatriate all 1, 06,000 refugees with human dignity back to Bhutan. Once back in Bhutan, such a solution has to move towards a continuum of resettlement and start a development process which guarantees them a means of livelihood and dignified living. It also includes guaranteeing them basic fundamental and human rights as equal citizens in Bhutan. At the moment, this elusive solution for a just and durable solution does not appear in the immediate horizon. Sixteen long years have gone in the 7 Camps in Jhapa and Morang without viable solution. One can only imagine the plight, frustration and hopelessness of the refugees living in these Camps under harsh climate, crowded conditions, deteriorating and diminishing basic needs plus worsening quality of life. Compassionate consideration towards these refugees becomes a real issue and a challenge not only for LWF/N but all those stakeholders directly or indirectly involved in solving the Bhutanese refugee problem. In fact, it becomes a moral and a humanitarian concern for UN and all those who are concerned either directly or indirectly in this imbroglio.

Positions, at times, are diametrically opposed between Nepal, Bhutan and the refugee population. Positions are also not unanimous within the refugees themselves and their dozen or so fissiparous human rights organizations within the 7 Camps. Currently, 16 intergovernmental meetings between Nepal and Bhutan have taken place without much progress. India, which can influence the refugee status positively, has remained staunchly neutral saying these are bilateral affairs between the two concerned countries. The US and the EU has taken position in favor of just settlement of the problem. Nepal has floundered badly due to its own weakness in situation analysis, negotiation skills and cavalier approach. The internal unstable political situation in Nepal has pushed this issue further down the priority list. It has not helped the search for durable solution to the refugee problem, when one of the key stakeholders, i.e. Nepal, is lurching from one political crisis to another with a new government each year.

During the early days of refugee influx in Nepal, many donors were falling over each other to work on the Bhutanese refugee issues. Many were lured by a potential prospect of a quick success and an opportunity to wave their organizational flag and take credit for a quick solution. Gradually, seeing no easy or immediate solution in sight, most of them have withdrawn or distanced themselves from this agenda. The UNHCR and the WFP are the major UN funding partners who continue to remain even today. They appear to face dire resource crunch, fatigue, dwindling morale and lack of support from other international community members. LWF/N is a major implementing partner with the UN that has weathered the storm thus far. It also obtains funding for specific issues from DCA and NCA, *inter alia*, to implement some of its own projects such as Advocacy, Health, and Social Awareness including a potential conflict mitigating Refugee Host Community Support Project (RHCSPP). Beset with donor fatigue, lack of funds, lack of enthusiasm and stalling tactics of Bhutan, the refugee solution is floundering in nearly all fronts.

Three or four positions have emerged on the Refugee issues. These are:(a) Integration of the refugee population in Nepal; (b) Repatriation and Resettlement back home in Bhutan; (c) Settlement in a (many) third country.

These options are influenced by UN, donor partners, Nepal and Bhutan and the refugee themselves. No unanimity or broad consensus has been reached on any one of these solutions yet. These options are on the table for negotiation. There are also other micro-management issues on whom the genuine refugees are and who are not? Given a free and fair plebiscite the refugees may split on all the above options. The advocacy by the dominant donors and the refugee human rights organizations has been to maintain the

option which allows all the refugees to be repatriated with full human dignity. Such hardened position has further obscured and complicated the refugee solution.

Bhutan has maintained that not all refugees are genuine Bhutanese. A majority according to it belongs to opportunists from within Nepal, who have exploited the refugee registration and status. Others are supposedly criminals and political renegades. It has set a cut off of date as well for qualifying as naturalized Bhutanese citizens of Nepali origin with the cut of date of domiciled status before 1960. Later than this date, Bhutan claims these are illegal immigrants from Nepal. The identification process has run into difficulties and currently the impasse of refugee settlement continues. Many primary and secondary stakeholders believe that India can play a key role and New Delhi must be approached and lobbied effectively. Thus far India has maintained a hand off approach to the refugee imbroglio.

Two major influential Human Rights Organizations, i.e. Bhutanese Refugee Representatives Repatriation Committee (BRRRC), led by dissident leader Tek Nath Rijal; and Human Rights Organization of Bhutan (HOROB), led by another dissident leader S. Bhim Subba for position among the refugee population. The former advocates internalization of the Bhutanese issue and the latter advocates militancy within the refugee themselves and inside Bhutan. Both are unanimous on the goal of resettlement in Bhutan (*refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006 and to the ETM field notes May 2006 by individual evaluation members in separate appendix II*).

In the absence of any durable solution in sight and the protracted 16 years of struggle; the second best things that the primary and secondary stakeholders including LWF/N can accomplish are:

- (a) Management and operational aspect of camp management and refugee problem solving on routine basis together with the Human Rights Organizations of the refugees themselves, and
- (b) Advocacy, lobbying and networking towards and just and durable solution to the refugee issue. It must be carried out effectively at the Camp; District; National; Tripartite and International level.

The findings and analysis here sums up the status towards these options and the space and alternatives available for future course of action to LWF/N. As alluded to earlier, the situation in the 7 camps are volatile due mainly to long protracted struggle for final solution to return home or settle for other viable options. It is, therefore, important for LWF/N to improve the capacity of its own staff in the ERC and the 7 camps to have the capacity in conflict mediation, stress management, peace and conflict transformation. It needs to transfer these capacity and skills to its partners such as the human rights organizations in the Camps and the various social structures it has developed. It also needs to work closely with its key allies and partners such as the UNHCR, WFP, CARITAS and AMDA, among others to solve the day to day problems encountered in the refugee Camps and the local communities.

Important consideration must be give to building capacity of the Human Rights Organizations; CMOs, front line staff, specialists, CMCs and Sub-Committees. These capacities range from people skills, public relations, mediation and conflict transformation, partnership building, facilitation, leadership to monitoring and planning. It also includes specific skills in income generation, working with organizations of the refugees such as youth, women and children's forums, primary healthcare, HIV and AIDs, STI, drug abuse, child abuse and trafficking as well as awareness and education including a human rights based approach to refugee problems (RBA). LWF/N can also develop the capacity of its staff to approach these issues with a psychological competence, which encumbers the right holders (refugees) to share responsibilities and duties rather than agitate for dole out only.

These important tasks must be accomplished so that both the primary and the secondary stakeholders are able to work together rather than against one another for solving the refugee problems. These problems are both long and short term, strategic as well as operational. Team work and active mutual support among and between the primary stakeholders is essential. The same is true for the support agencies and LWF/N staff including better planning, coordination, cooperation, monitoring and efficient communication between ERC and field teams in the 7 Camps. A need for personal security and safety is also important. The request for mobile phones to bridge the communication gap appears to be justified among front line field staff of LWF/N.

Advocacy for a durable and comprehensive solution to the Bhutanese refugee problem can be done together with government, international agencies, INGO and NGOs at all levels. As the issue is nebulous and complex, its effects cannot be easily gauged and monitored. Generally speaking advocacy is neither Programmed nor regularly monitored, either by the Bhutanese human rights organizations, AMDA, CARITAS or even LWF/N. However, since LWF/N has a specific strategic priority goal for advocacy and networking, it should be able to carry this out much more professionally leading the way for others to follow suit.

Currently, the refugee based Human Rights Organizations such as Bhutanese Refugee Representative Repatriation Committee (BRRRC), Bhutan Human Rights Organization (HUROB), and Bhutanese Refugee Aid for Victims of Violence (BRAVVE), and Bhutan Human Rights Association (BHA) et al; have been lobbying, agitating, and advocating for repatriation of refugees in a dignified and honorable manner. Some such as (BRRRC) receives support from LWF/DCA on annual basis for advocacy. Some have been involved in Bhutanese refugee work for long. Many different organizations were established and certain disunity grew up but now unity has been re-established. Electoral process has been established. Pressure from INGOs involved in Camps for refugees to speak with one voice has seen better coordinated results. Part of challenges in negotiations between Nepal and Bhutan can be attributed to the political situation in Nepal resulting in ever changing negotiation teams with always different members and never



well prepared to articulate or provide continuity to the refugee cause. While at the same time, the Bhutanese government always had the same and very well prepared team. The debates were always unevenly matched and in favor of the Bhutan government.

Major advocacy activities undertaken in the past were information and lobby about refugee situation, conduct visitations and undertake national activities and events towards their cause. The main goal now is to involve the Indian government in finding solution to repatriation and establish an office in Delhi and to send people to work on issue with allies and political parties. Local activities include a formal permanent committee and formation of a national Task Force in Nepal working with speakers of the house to find permanent solution. Some such as (BRRRC) or HUROB also attends Human Rights Committee (HRC) meetings in UN Geneva and EU Brussels to lobby for EU funding to Camps and lasting solution. The refugee organizations also lobby to keep the vigil for those kins and kiths in Bhutan who suffer from discrimination and human rights violations even today. They also lobby for UN agencies to come to Camps and consult with refugee leaders to find solutions in a participatory manner. They also pressure UNHCR to allocate more funds to refugee Camps until a just solution had been agreed upon.

BRRRC has network contacts with international Human Rights organizations such as South Asia Documentation Centre, Amnesty International, HR watch, Diplomatic Missions, etc. At national level Nepal contact with Alliance with Human Rights and Peace Society established and involvement of Krishna Pahadi of Amnesty International (Nepal) in developing new plan and strategy for Bhutanese refugees. HUROB is less focused on work in Nepal but prioritize peaceful activities in India and Bhutan. It has introduced lobbying in India since 2004. All the Bhutanese refugees Organizations made unanimous suggestions to obtain some training from Denmark on advocacy and networking issues.

The bottom line is as long as the Bhutanese refugee imbroglio remains once cannot give credit to all stakeholders for being effective in their advocacy. At the moment though, one cannot say that this is due to lack of trying. Good advocacy work still needs to be continued.

The MTE observes that LWF/N diversify its funding base for refugees as they are vital for running of the refugee Camps and should not be vulnerable to single donor withdrawal. It should consider this added responsibilities as UNHCRs funding abilities is decreasing. It should link its funding needs for service to refugees with overall advocacy for durable solutions. LWF/N can facilitate refugee participation in international events to speak with own voice. Strengthen its own international advocacy, networking and resources including funding for international advocacy. It may wish to consider the challenge to undertake advocacy work and maintenance of office/rooms in Delhi to lobby the Indian government. In doing its advocacy work, LWF/N should keep in mind the need for awareness building and women's leadership training and capacity building (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006 and to the ETM field notes May 2006 by individual evaluation members in separate appendix II*).

**Strategic Recommendation 9:** *In view of the protracted struggle for the refugees to return to Bhutan, it is important for LWF to go into critical and constructive dialogue with Bhutanese refugees on how to find viable and lasting solutions. LWF should have opinions and take stands as a partner to these organisations without posing conditionality.*

**Strategic Recommendation 10:** *In view of the shortage of funds with UNHCR, the LWF/N funding partners can consider and examine more possibilities for additional support. For Dan Church Aid the following is suggested:*

- (a) *DCA makes advocacy strategy for Bhutanese refugees at Denmark level in close cooperation with LWF. DCA India will make contacts to emerging DCA Advocacy unit which is being established to strengthen this aspect of DCAs Denmark's work. (August 2006).*
- (b) *DCA Denmark approaches Danish Refugee Council for: i) funding support to specific groups/projects, and ii) for cooperation on advocacy towards Ministry of Foreign Affairs DK. iii) to lobby for DK acceptance of refugees resettlement in DK as third country if needed,*
- (c) *DCA proactively supports coordination between Danish Embassy Kathmandu and LWF for information sharing and advocacy coordination as well as explore possibilities for local embassy funding for specific issues (NOT running costs), and*
- (d) *DCA approach International Centre against Torture (ICT), Denmark for possible support to torture victims.*

**Strategic Recommendation 11:** *In cooperation with LWF network and partner INGOs, explore the feasibility to establish an office for influencing and lobbying Indian Government in New Delhi.*

**Strategic Recommendation 12:** *LWF/N establishes a specific Advocacy unit or Advocacy officer in LWF/N Kathmandu office in order to mainstream advocacy works at all levels and across themes.*

**Strategic Recommendation 13:** *It is Important to develop overall coordinated advocacy plan and effort towards UN and EU as well as at national level with those for supportive funding partner countries (Norway, Denmark etc) by LW/N with the aim to link efforts for finding funds for advocacy leading to durable solutions. It is equally important for LWF Geneva to make strategy and plan for advocacy at international level. This recommendation is important as the last review in 2000 also laid emphasis to this important role of both LWF/N and LWF Geneva.*

**Operational Recommendation 14:** *Staff members of LWF/N as well as partners such as CARITAS and AMDA; may benefit from building capacity in advocacy, fundraising, psychosocial counseling and care, conflict transformation, stress reduction and peace & reconciliation.*

**Operational Recommendation 15:** *Staff members of refugee human rights organizations such as BRRRC, HUROB, BHA, BRAAVE needs specific staff focused on advocacy issues for refugees. They may benefit from capacity building on advocacy, conflict transformation, stress reduction and peace & reconciliation.*

**Operational Recommendation 16:** *It is Important to continue supporting unity formation among Bhutanese refugee organizations. This can lead to synergy and capacity towards conducting their advocacy at different levels. Advocacy at international level must be strengthened in both approach and resource front. LWF/N can built concrete output indicators and if feasible outcome indicators to facilitate achievement of durable solutions.*

### **A3. Reduce the impact of refugees on their host communities through engaging in appropriate development and rehabilitation measures.**

The MTE and the ETM member did not have the time to pursue this goal in any depth and detail during its 4 days field visit to Jhapa and Morang but relied on the Pre-assessment report. The Refugee Host Community Support Program (RHCSPP) was not a program carefully designed reflecting any long-term vision. It was kind of a patch work done on one-off basis with sole purpose to prevent possible eruption of conflict between the refugees and the host community. It covered 19 VDCs spread within 5 kilometers radius of these 7 Camps in Morang, Jhapa and Ilam. Initially, when it began a decade ago, it was an ad hoc initiative designed to mitigate potential conflict between local communities and a large refugee population impinging upon scarce natural resources. It was also undertaken to circumvent criticism that the local communities were not receiving due attention to their development needs and rights. They felt they were under the double burden of existing poverty as well as vulnerability created by the influx of refugees.

The development and rehabilitation measures focused on activities ranging from education, health, irrigation, drinking water and sanitation, disaster mitigation, entrepreneurship development, semi-commercial vegetable production, vocational trainings and so on. There are successes as well as failures. Successes are in disaster mitigation, irrigation, vocational skills transfer, agriculture support services, drinking water and sanitation. They continue to operate at the initiatives of the community without external support. On the other hand, the school and health support services have not been able to make real impact. It is very donor dependant.

The LWF/N's strategy in implementing the RHCSPP program has evolved over time. The initial approach was charity-based welfare model. The activities were not planned in advance, no strategic tools or devices were put in place, no monitoring or supervision system were built, and no professional long-term partner for implementing the programs was sought and developed. The support was one time process less input based on demand put forth by the community. LWF Nepal didn't seem to have followed any partnership policy or selection criteria. In one single VDC there were number of partners, i.e. local clubs, CBOs, women groups, small NGOs etc. Their works were barely monitored and capacity building was negligible.

In the second phase, however, after RAAP was renamed RHCSPP, changes in approach, strategy and implementation modes were introduced. Partnership policy, program selection and implementation criteria were introduced. An assessment was conducted before launching activities; senior staff committee screened and finalized the programs. Meanwhile, the village level Disaster Mitigation Committees (DMCs) emerged and grew as a robust VDC level organization with strong local backing and wide representation. In the latter phase, two major changes were noteworthy. One, LWF Nepal helped the emergence and strengthening of DMC and built its capacity. It then started partnering with DMC in launching development initiatives across the VDCs. At the VDC level, DMC emerged as the only partner through which the programs are implemented. Though there are a few local level partners, LWF Nepal made a strategic choice to launch development programs in partnership with DMCs. This would allow it to keep track of its development works, monitor them regularly, and maintain constant and deeper engagement with the grassroots community.

The other change is in its approach. It has made a shift from one-off pacifist approach towards rights-based approach, thereby, building long-term engagement with the community in its empowerment pursuits. LWF Nepal of late has realized that there has been huge gulf between the rights-holders and duty-bearers and it should be narrowed down. State as duty-bearer and excluded people as right holders must have interaction and engagement for which LWF Nepal can play the catalyst role. LWF Nepal has a role of an enabler while the State has the role of duty-bearer. LWF needs to empower the excluded, build their network, link them to resourceful agencies, enable them to fight for rights, and thus trigger the process of change. LWF Nepal must engage both the right holder and duty-bearer and facilitate linkages and interactions. Thus a change in approach has come about in LWF Nepal. The MTE notes that a concomitant organizational and staff competence needs capacity building in order to fulfill this aspiration.

In places where the community has owned, controlled and managed the program, the impact has been positive, as in the case of Khudunabari irrigation where farmers are harvesting good benefits through commercial scale vegetable production. Assessing the overall performance of RHCSPP, it has been able to prove its relevance and importance to the local community and reduce their poverty and vulnerability. However, there are plenty of rooms for improvement before it can be called an outright success.

The MTE notes that the community members and leaders are still very much LWF/N dependant for development and there was scant efforts towards self-help development. The demands for service provision type assistance in infrastructure such as school buildings, irrigation, water supply, community health centers are still dominant in the community lexicon and conversation. Awareness, rights

and responsibilities are much more subdued when putting forth their demands to improve their life situations further. The Empowerment Process has not percolated yet into the RHCSP.

Judging by the configuration of the program, RHCSP suffers from lack of adequate human resources. Two fully time persons and three with cross-program responsibilities look after the RHCSP. It is spread over a vast swathe of land in 19 VDCs in Morang, Jhapa and Ilam. An operation in rights-based empowerment approach requires consistent and deeper engagement with the community members. LWF is seriously hampered by lack of human resources to undertake such challenging tasks. It is radically different from service delivery. A gulf exists in order to fulfill these tasks competently; where dynamic, innovative and creative staffs have to be deployed to make it a success (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June*).

**Strategic Recommendation 17:** *Ensure that the RHCSP becomes income a empowerment based self-help Development initiatives in conformity with other Empowerment Process of LWF/N.*

**Operations Recommendation 18:** *Have better plans and programs in place so that resources, HRD and development including monitoring takes place more effectively.*

**A4. Maintain capacity for effective, timely and appropriate response to disasters.**

There are attempts to fulfill this goal by LWF/N, but the indicators set in the Strategic Plan are highly ambitious and unrealistic as will be evidenced by the subsequent findings and analysis given below. In the CSO period under evaluation, the Plan attempts to capacitate (80%) of all communities in LWF/N intervention area with risk management, capacity building, resource availability and community response capacity. This has not been achieved. Nor should LWF/N attempt such a general and ambitious target in future. Instead it can attempt to priorities and select most vulnerable communities, themes and areas for such response capacity.

Awareness and preventive response on HIV and AIDs plus STI (with NGOs such as SADG & STEP etc), is commendable and noteworthy in many intervention areas. This response can benefit from care and counseling to those living with HIV and AIDs in future. Likewise, LWF/N can think of conflict related disasters as it is unfolding all across Nepal. It may wish to develop its own as well as communities' capacity to respond to such disaster including the issues of victims of conflict as Internally Displaced People (IDPs). Working on Conflict and replicating in a larger scale, its pilot projects for IDPs with Manushi and MEET may be one answer.

In the 19 VDCs in RHCSP, all VDCs do have Disaster Mitigation Committees (DMCs). There are successful examples of river training and flood control through tree plantation in Madumallah, Lakhanpur and Arjundhara VDCs. Such successful efforts have reclaimed land, saved crops, and avoided damages to households, cattle and farmlands.

The flood is a common problem in most low lying Tarai VDCs. Facilitated by LWF/N; the communities organized themselves into Disaster Management Committees (DMCs) in every VDC. The DMCs have emerged as democratic, robust, representative, people's organization which chooses its leadership by electoral process through a general assembly. These institutions which respond to natural and human made disasters are strong, capable, confident and well-entrenched organizations in the VDCs. It has its own independent offices, and earns some income by running bamboo and thatch nursery.

The goal of enhancing the capacity of communities in reducing risk and vulnerability has been achieved to commendable extent in the RHCSP. However, it is not seen across LWF/N intervention universally. The DMCs are composed of people who have ideas, resource mobilization skills and capacity in mobilizing local people. More gender balance and women's involvement is desired. The DMCs do seek technical support from district based Government agencies, and have technical knowledge on bio-engineering methods of flood control. The risk management capacity with all the DMCs is present and they have taken adequate preventive modes to thwart the disaster. The empirical ideas developed here have the potential for replication over other LWF/N intervention areas success (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June*).

**Strategic Recommendations 19 :** *Based on good works in three districts, attempt to replicate these efforts to reach more coverage and areas as envisaged in strategic plan*

## B. Strategic Priority 2: Empowerment Projects

Empowerment for Sustainable Development: Empower the disadvantaged, promote greater control over their lives and livelihoods and reduce their poverty- and disaster-related vulnerability through facilitating effective and responsive facilitating effective and responsive sustainable development.

The parameters for evaluation are the Goals which are:

- Strengthen the people-centered process-oriented empowerment approach to sustainable development; through Empowerment of the most disadvantaged communities increasing their awareness and status.
- Promoting livelihood status of the disadvantaged through interventions conceived and controlled by them.
- Strengthen the institutions of the disadvantaged

**The Context:** The socio-economic and political profile of Nepal presents a dismal picture of inclusion, participation and representation of the caste, occupation, tribal and indigenous group as a nation-state. Farmer tillers, artisans, productive occupational groups, tribal, ethnic minorities and aboriginals figure poorly in all important development indicators such as health, education, employment, income, civic participation and representation in mainstream development. The Nepal Empowerment Project (ND) or the Empowerment Process (ES) used interchangeably by LWF/N seeks to target these vulnerable, at risk, poor, and displaced groups within the society and ensure their Empowerment. The operational definition of empowerment as advocated by LWF/N (although unwritten) is to help create awareness, education, basic health, income and employment, awareness on rights and risks together with capacity building for practical life skills to lead a better quality of life.

The primary focus groups are supported to obtain their basic rights, *inter alia*, in order to lead a life of self-esteem and dignity based on livelihoods which ensures their skills and enhances their ability and capacity to access and control assets and resources, (human, material and natural) in order to improve their life situations for the better. They are also organized into cohesive groups, federations or CBOs (formal or informal) in order to sustain their movements or their cause and have a better handle on their own long term empowerment processes.

The NDP normally works with the poor, disadvantaged, displaced and vulnerable as mentioned above. The Empowerment Processes (ES), excluding the relief operation in BRP, has more than 30 projects working in partnership with NGOs, CBOs and primary focus groups in East, Center, Mid and Far West Nepal. The findings and analyses below present a picture of achievements as well and room for improvement. The Strategic Plan has targets related to literacy; school attendance; participation in SHGs; KSA on HIV and AIDs; livelihood issues; savings and credits; market outlet; self-employment etc. These are laudable targets set by LWF/N, however, the scope, time, design, resources and data base available to the MTE; did not allow the scrutiny of each of these aspect in great depth or detail. The finding and analysis given below spotlights some of these important ES aspect and provides recommendations.

### Findings and Analysis:

**B1. Strengthen the people-centred process-orientated empowerment approach to sustainable development; through Empowerment of the most disadvantaged communities increasing their awareness and status.**

#### HIV and AIDs – Awareness, Education and Prevention

##### HIV, AIDs and STI (awareness and prevention with general population) - SADG

Two implement partner NGOs are specializing in awareness, education and prevention of HIV (human immune virus) and AIDs (Acquired Immune Deficiency Syndrome) with STI/STD) are working specifically on this issue. They are SADG in Jhapa and Morang and STEP in Lalitpur. Besides, a number of NGOs and CBOs, especially in the East and Centre appear to have integrated this aspect in their work with community members and primary focus groups. The partners in the Mid and Far West are less proactive in this issue. Just as the partners in the Centre and East are less proactive on rights related Empowerment Process such as the activism for the *Kamiyas* and *Haliyas*.

Social Awareness Development Group, an NGO organized by the drivers and mechanics from BRP is working to improve awareness and safe sex behaviors. The HIV, AIDs and Sexually Transmitted Infections (STI) awareness initiatives are started for those in the risk group such as youths and persons of reproductive cohort age groups. The approach of awareness and education for behavior change has been through the peer educators called *Shova* numbering reportedly 1,600 volunteers for the (12-14) age groups and 843 volunteers for the (12-45) age groups called the *Sarathi*.

Notable progresses have been made to increase awareness on HIV, AIDs and STI. The risk group that the NGO, together with its volunteers, have identified are overseas workers; female sex workers; intravenous drug users; adolescents and youths from both the sexes; sexually active adults with multiple partners; general population moving back and forth within the open border in India; youths and sex workers from the tea gardens; vulnerable sex workers from the Refugee Camps; and children who are in danger of child sex abuse risks. The danger of HIV and AIDs; STI/STDs appears to be from poverty; lack of awareness; urbanization and general growth in youth population including migrant workers and floating population within these two districts facilitated by the national east-west highway.

The peer educators, both *Shova* and *Sarathi*, have reportedly reached nearly 45,000 persons with awareness Campaigns to individuals in both Jhapa and Morang. They attempt to get attention of on not only the vulnerable groups but also decision makers; religious leaders and like minded advocates in CBOs, NGOs; schools and other institutions. Currently, they are active with the vulnerable population of the 7 Bhutanese Refugee Camps; urban centers and 15VDCs mostly bordering India. Reportedly there are 7 cases of persons living with AIDs identified in Morang and 12 in Jhapa among the *Sarathi* peer groups. Likewise, there are 3 in Morang and 7 in Jhapa with the *Shova* groups. In future, SADG needs capacity strengthening in order to take up the issue of care and support for affected groups.

The peer educators employ participatory tools such as wall papers for information; street theatre; multi-media such as video shows, rally; songs; cultural programs; and poetry symposiums. The peer educators are also carrying out awareness Campaigns through popular street theaters called Theatre for Development (TFD). The SADG and peer educators have received training from LWF/N in various advocacy and educational Campaigns. Initially, they had received support for similar Program activities from SCF (UK) before it phased out of the BRP health Program. The peer educators, i.e. *Shova and Sarathis* receive a 2 days training initially. They then receive 2 days refresher training after one month of practice and another 1 day after 2 months of field experience. The volunteers expressed the need that they needed much more skills in there are of work; more exposure visits and much more support to make them cohesive as CBOs in the future.

The *Shova* and *Sarathi* peer groups still needs to sustain themselves and further capacity building is required. The initial efforts have been noteworthy and these groups together with SADG exhibit potential to sustain and continue to undertake HIV and AIDs awareness and educative works. The area which needs support are capacity building, improved information and processing it back to the peer groups as well as the challenge to respond towards care and support.

#### **HIV, AIDs and STI (awareness and prevention with Female Sex Workers - FSWs)**

Supported by LWF/N, SADG is also carrying out an innovative and pilot initiative with sex workers (FSWs) in Birtamod of Jhapa. This initiative is suppose to eventually empower, inform and organize the female sex workers (FSWs) in urban centers of Jhapa to protect them and ensure their rights. In Birtamod alone peer (FSWs) working as *Sarathis*, estimate 100-150 FSWs active in sex work. These are the visible higher profile FSWs whose clients are the middle class males there are many lower level FSWs who work for a pittance. They are at high risk and are also potential carriers or recipients of HIV and STI, thereby further transmitting the disease to many other clients. They often suffer exploitation from clients; hotel owners and establishment such as the police as sex work is considered illegal in Nepal. The stigma of being *social pariahs* is also high and they suffer psychological scar due to their profession. Most are in sex work in order to bring up their family and children when their men, husbands or partners abandon them.

Currently, SADG has set up a Counseling Center for (FSWs) on pilot basis in Birtamod (Jhapa), where reportedly 20 FSWs have come together and organized a group. The center is facilitated by SADG's female Field Facilitator and a peer (FSWs) who work as a semi-paid volunteer. Her role is crucial in bringing the peer groups of (FSWs) and instilling in them a sense of security, trust and confidence. The group is assisting one another to stand up for their rights and become stronger and be able to negotiate a better deal for themselves as sex workers. Besides, awareness and education on HIV and AIDs, STI and other communicable diseases through physical contacts are being made aware. The use of condoms by clients and their own advocacy for safe sex behavior is also being taught and disseminated.

There are some important issues which need to be addressed in the future such as how to organize these FSWs into effective groups and advocate their cause? This will enable them to obtain their rights free from sexual and economic exploitation? Legal advocacy groups are clamoring for one ambivalent legal solution which is called neither legal nor illegal profession. What will be LWF/N's stance? Furthermore how can they lead a healthy and safe sex behavior including the well being of their male clients?

What capacity building measures can be imparted to the Female Field Facilitators and Peers Group Volunteers such that they are able to assist, counsel and support the FSWs and their informal group better?

What upstream advocacy and networking can SADG carry out together with LWF/N in order to recognize sex work as being what the lawyers call "neither legitimate nor illegitimate" but neutral profession? What lessons can be learnt with other sensitive issues such as gay rights being advocated by gays and lesbians through such organizations as Blue Diamond Society in Nepal?

The targeting of HIV and AIDs; STIs and (FSWs) are noteworthy and relevant. The advocacy, information and communication for behavior changes, including ensuring the rights of the respective focus groups are also noteworthy. However, the volunteers and NGOs are suggesting complementary livelihood measures. These include alternatives coping strategies for those living with HIV and AIDs; including marketable skills for youths to enhance their livelihoods.

#### **HIV, AIDs and STI (awareness and prevention with Intravenous Drug Users - IDUs)**

Risks exist in urban and rural centers in Jhapa and Morang with youths who are IUDs as well. The staffs of LWF/N together with NGOs such as SADG are attempting to reach this group as well using the peer educator approach. Thus far le no notable success has been achieved with this elusive and challenging group. Thus more creative efforts and approaches needs to be employed, such as what the late Fr. Gaffney SJ (eventually murdered by drug thugs) achieved in this theme. Considerable experience exists with St. Xavier's Social Works Volunteers and Youth against Drug campaign employed by Godavri Alumni Association (GAA) of the Jesuits led students in Nepal. The LWF/N staffs are aware of the dangers involved.

### **HIV, AIDs and STI (awareness and prevention with general population) - STEP**

STEP was established by ex LWF staff in 2000 and is dependant on LWF/N funding (80%). It focus on HIV and AIDS in three districts: Kathmandu Valley, and two districts in Mid West and Far West. In accordance with agreement and plan, the work in Mid & Far West has now been handed over to local organizations. Since 2004 STEP has only worked in Lalitpur starting with 5 VDCs and has expanded to 9 VDCs currently.

STEP like SADG works with peer educators through education system. Currently, there are 250 peer educators of whom (75%) are women and (25%) men in the age (14-49) years. Special focus is on women and *Dalit* groups who have little knowledge of HIV and AIDs. The peer educators are called SAATHI or (Social Activists against HIV and AIDs). In the *Dalit* focused work STEP is cooperating with FEDO, CEAPPRED and DEPROSC. Works with other LWF partners are through sharing programs and plans regularly in Kathmandu valley and by capacity building of other partners.

Relevant staff of STEP has received facilitation and awareness training i.e. Kolkatta, India, training organized by NCA. STEP has also received technical support on other issue, i.e. trafficking from LWF/N staff. SAATHI volunteers work with school teachers, health post staff, female health workers, VDCs, NGOs, CBOs, cooperatives, clubs and youth clubs in particular, mothers groups, village leaders and women leaders. They audience and participants are community members in general, school students, transport workers, factory workers with focus on garment and brick kilns (mostly seasonal and national migrant workers), police, army and security personnel, single women and restaurant workers.

The main activities are the implementation of HAGA Manual (HIV and AIDs Gender Assessment), promotion of condoms through demonstration and distribution, information at community level about treatment provided by government and entitlements to services, clients are accompanied by peer educators to claim entitlements, special focus on sex workers and other risk groups.

STEP claims to use participatory methods such as awareness rising: rally's, posters; street drama; film shows; group awareness activities; debate programs and quiz context conducted in schools. Besides, it conducts advocacy issues and activities to rehabilitate HIV infected peoples rights at local level. Advocacy agenda is developed by STEP and LWF sitting together. Advocacy is done through celebration of specific days and events or can be directed at local level and for individual people with HIV AIDs to access services.

Preventive and awareness on HIV, AIDs and STI are educative and information related. The information/communication for change behavior, as it is commonly called in health parlance, requires high degree of networking, collaboration and alliance building. STEP has developed networks with Reproductive Health Coordination Committee on conducting health Camps on the above issues. The MTE also observed that SADG needed to network more with the other similar NGOs and health institutions in the East.

*Strategic Recommendation 20: Care and Support to persons living with HIV and AIDs (beyond awareness, education and information for behavior changes) can be attempted. It calls for concomitant staff capacity and capacity of partners and volunteers to respond to this challenge.*

*Strategic Recommendation 21: Advocacy for (FSWs) requires creative approaches including networking and alliance building at national level for policy changes and fresh legislations.*

*Strategic Recommendation 22: Complementary livelihood support, marketable skills and coping mechanisms are required as support to the groups with HIV and AIDs, FSWs or IUDs. LWF/N together with upstream donor partners and downstream NGOs and CBOs can consider this important response to further improve HIV and AIDs campaigns.*

*Operational Recommendations 23: Capacity building and refresher training is required at different levels in the Project in order to build capacity of CBOs and Primary Focus Groups. These are in newer facilitation skills; TOT; documentation training; process facilitation; exposure visits in adjoining districts to see similar advocacy and networking works and sharing of experiences.*

*Operational Recommendation 24: Shova, Sarathii and SAATHI can become CBOs but currently they are just an informal network of volunteers. These peer educators can be gradually weaned to become autonomous CBOs in their own right. LWF/N and implementing partners SADG and STEP must upscale and build their capacity to reach this goal.*

### **Agriculture**

Agriculture occupies an important place in the coping mechanism, subsistence livelihood and sustenance of a majority of Nepalese households. It is important for the poor to maintain their livelihood and food security. The poor complements agriculture produce (which is generally not sufficient to provide food throughout the year for landless and land poor) with labour, livestock produce, forest products, crafts and other income augmenting measures to survive in the rural areas. Support in agriculture is an important agenda for LWF/N.

The field observations, reports, Pre-assessment report and meetings of implementing partner NGOs in the East, Centre; Mid and Far West reveals that as a sub-total of Empowerment Process support in agriculture has been important. Though quantities achievements are not recorded and therefore difficult to report, qualitative anecdotal evidence are plentiful and normally speaks and augurs well for LWF/Ns support to this sector. The range from agriculture support to CBOs and groups in Doti, Kaliali, Kanchanpur, Banke, Lalitpur, Ramechaap, Morang and Jhapa. Most mentions are evidenced on vegetable kitchen gardening, semi-commercial production

to even a few cases of successful commercial production. The farmers are mostly indigent groups such as *Kamiyas, Haliyas, Jhangar, Santhals*, or ethnic groups. Some mentions of women production groups are also evident. As either landless or land poor marginal farmers, it is only natural that the emphasis should be on “specialized” vegetable cash cropping. As an indirect “spin-off”, nutrition, food, income, employment, education of children and improvement of health of the families are mentioned.

The RHCSF also reports a fair bit of achievement in agricultural improvements, as a result of improved irrigation and involvement of CEPRED while helping CBOs and Primary Focus Groups in vegetable growing. Agriculture has been complemented in places by poultry, goat raising, piggy and few cases of bigger livestock units such as cows and buffaloes.

Discussions and field visits in the Mid and Far West revealed that cultivation crops by group members showed an increased awareness on agriculture practices. There was general acknowledgement of the difference in their agriculture practices from before and the benefits it has brought to the families such as increased consumption of vegetables by the family members, the income it has brought to the families, the proper use of the land, and an appreciated outcome that families have joined efforts and worked on a common goal to work in their “farms”. This brought satisfaction to the farmers to see the whole family together. Challenges for “semi commercial and commercial farmers” remains in the area of marketing given their geographical location and also fair pricing that they are not under paid by businessmen who end up buying and transporting the produce to the market.

Similar, production and marketing issues were reported by farmers groups in the East where either WDA is working with them in vegetable and farm production or DEPROSC with micro-finance. The issue of market linkages, technology, and moving on to second generation products is important for those groups near the road head and market. For other groups, it is still a matter of supplementing family nutrition and food sufficiency on top of their other family coping mechanisms. The production and marketing groups and their capacity building issues will again figure later in the livelihood discussions (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

**Operational Recommendation 25:** *Ensure that production groups of farmers are linked to local market systems, seeds and other support mechanisms including MF or S&C as a well planned package so it functions as a sustained process as well as marketable product. Special marketing groups can be trained from within the production groups to ensure market, quality, seeds, storage, transport etc.*

**Operational Recommendation 26:** *Plan ahead and facilitate second generation products with added value, technology, processing and production – generating more income and employment - where feasible, i.e. Jhapa and Morang.*

### **Gender, Health, Education (Social Empowerment)**

Generally observing Gender equality and equity ensuring gender justice is still a big issue to be addressed in Nepal. Gender in organization and gender in development is also a glaring issue and there are gaps to be fulfilled. It is no different in LWF/N and its implementing partner NGOs, CBOs and groups. Therefore, sensitivity towards gender analysis and application through gender lens, gender sensitive project planning, gender matrix, gender in organizations are still lacking to a greater or lesser extent from organizations to organizations and geographic areas. The MTE noted that aside from explanations on different Campaigns, the ETMs did not have significant feel and observation on this area. Thus key questions remains as to how be gender issues discussed at the group level? There are some Campaigns on women’s issues but are the IPs, CBOs and groups ensuring gender equality and equity and what processes and approaches are being used to tackle this issue. How are the roots causes of inequality addressed and acted upon? Where does gender justice fit into the Empowerment Process? In the West, the ETMs noticed that in all the CBOs visited, all the Program Assistants and the Animators were all men. In the Centre and East there were more women staff in IPs and CBOs as well as Groups but more could be represented here as well. The groups in the Center and East were mainly women’s group hence representation and participation were spirited and gender issues on IGA, S&C and MF more balanced. In the West too where women were represented or had group leaders more issues about women and girls were being taken up and discussed. The staff positions are hired by LWF/N, IPs and CBOs. A systems approach must be put in place to ensure LWF/N IPS, CBOs and groups mainstream gender as an important agenda for Empowerment.

Preventive health issues are disseminated by CBOs to the groups. Personal health and hygiene, safe nutritious food, clean drinking water and use of pit latrines, cleanliness during menstruation and abolition of *chaupari pratha* in the mid and far west, vitamin A, intake of green vegetables, vaccination and inoculation, safe sex, family spacing, referrals to health posts etc., were primary health care issues promoted by some NGOs, CBOs and primary focus groups. Primary health is not a major thrust of LWF/N as evidenced by discussions and reporting from the field. It may wish to rethink its policy on this issue even when it is moving from a service delivery to a rights based approach. How it can help position its IPs, CBOs and groups to include health issues besides HIV and AIDs and STI which are more prominent, into its Empowerment Process?

Similar to primary health, primary education and awareness building through formal and non-formal education is important. What is evident from the field in primary education and awareness through non-formal education is not very striking. A few IPs and CBOs such as WDA mention NFE as their major activity. Hence, education and educative process is more of a “spill over effect” from savings and credit, livelihood approaches, MF and vegetable growing. It is not a central focus but appears to benefit more from the interventions of LWF/N in its other empowerment processes namely livelihood, skills development, S&C and MF. It may also wish to rethink its policy on this issue even when it is moving from a service delivery to a rights based approach. How it can help position

its IPs, CBOs and groups to include education as an important component of empowerment and align it closer to government and other agencies services and opportunities in the field?

**Operational Recommendation 27:** *Mainstream Gender robustly in LWF/N, which includes use of principles and tools of gender and development in organization, projects and processes, in order to implement its Empowerment Process effectively. Actively pursue and strengthen its gender policy and ensure that the Gender Coordinator assumes pro-active role in all gender related issues as important component of the Empowerment Process.*

**Operational Recommendation 28:** *Ensure a more focused approach to Primary Health Care and Primary Education programming as important component of the Empowerment Process when implementing projects with IPs, CBOs and groups. Linkages, networking and advocacy can be carried out more robustly in alliance and cooperation with other stakeholders in each project sites.*

#### **Civic Engagement & Peace Building (Civic Empowerment)**

Due to the difficult political situation prevailing in Nepal, as already articulated in the context and the section on LWF/N, there was not much room for proactive facilitation on peace building. Civic engagement centered on registration of vital statistics such as birth, death, migration, marriage and divorce. Due to the state of flux in the political arena issues of fundamental rights and human rights were also not taken up for discussions with groups as much as desired. There was, however, ample activism with Women's Rights as well as with *Dalit, Kamiyas and Haliyas* issues (Refer for details to *Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

The work on advocacy is interlinked with peace building. Discussions between landlords, *Dalits and Kamaiyas* have been hosted but not always encouraging or successful because the landlords did not attend these meetings. Due to prevailing conflict a fair bit of time and energy had to be devoted to discussions on security issues. At implementation level IPs, CBOs and groups had to negotiate with the CPN (Maoist) to continue with activities. At places, activities had to be stopped or areas changed etc (refer Section II LWF/N Working in Conflict...)

Under the prevailing political circumstances, there was not much room for improving the civic engagement of ordinary citizens and the primary focus groups as both the State and the CPN (Maoist) infringed on the human and fundamental rights under the duress of death or physical violence. LWF/N and its partner IPs and CBOs learned to *function-in -conflict* to a moderate level with some successes and failures. In future, LWF/N must upscale and built its capacity to *work- on-conflict*. Opportunities exist for more proactive civic engagements in Human Rights, Women's Rights, Child Right, and Fundamental Rights when a new Constitution of Nepal is framed eventually. There will be plenty of opportunity to promote ideas on open, stable and liberal democracy in the future, leading to strengthened democracy through voter power and participation.

**Strategic Recommendation 29:** *Build LWF/N's own and IPs and CBOs capacity to work-on- conflict, voter power, participation and stable democracy in Nepal which can lead to stable peace in the country.*

## **B.2 Promote livelihood status of the disadvantaged through interventions conceived and controlled by them.**

### **Findings and Analysis:**

#### **Livelihood Projects (Economic Empowerment)**

Livelihood projects have been one of the major intervention strategies of LWF/N to realize economic empowerment of the CBOs and primary focus groups. The MTE managed to observe the work of DEPROSC, SAHARA-Nepal and Women's Development Association (WDA) in a number of VDCs in Jhapa and Morang. Likewise, the work of DEPROSC and CEAPRED in Lamatar, Laliptur were also observed. Besides, DEPROSC is also working in Ramechaap. The staff from Ramechaap gave a presentation in Kathmandu due to shortage of time.

The livelihood initiatives are implemented through IPs, who either form CBOs from within primary groups such as done by WDA, SAHARA and CEAPRED or form Micro Finance (MF) groups and federate them into manageable size (in branches or centers), for feasible rural financial operations. The process of group formation, mobilization and federation are satisfactory. Gender is more representative and participatory in the lower rungs of the chain. It is weaker in the upper echelons of the federated groups, CBOs and IPs. Inclusion of the disadvantaged groups at CBOs and lower levels are adequate. Representation and participation in IPs need major improvements in terms of both gender and representation and active participation of the groups representing the primary groups.

Examining the approach of Micro Finance (MF), financial capital in the form of loans ranging from NC 3,000 – NC 15,000, is provided by DEPROSC in East and Center. Five to six groups are federated together to form a community center. It is at this center that twice monthly meetings on savings and MF loans are held. Once the groups are formed and are cohesive then savings starts along the lines of *Grameen Bank* with modification. The NGO starts various savings with the groups such as compulsory savings; optional savings; child savings and loan guarantee savings.

Repayments are based on peer pressure and not collaterals which supposedly gives greater access to financial asset to the poor they would not have had from institutional banks. The poor also supposedly can countervail over money lenders and loan sharks through such access. The NGO has made certain changes to the *Grameen Bank* approach such as 15 days meeting and repayment as compared to the weekly repayment in Bangladesh. Besides, it gives 2 months grace period before repayment starts. Repayments are



on either fortnightly or monthly basis. Interest rates are normally (18%). The group savings collected from MF clients is (25%) of the *outstanding* portfolio of NC 45,000,000 in Jhapa alone which receives (6%) interest from DEPROSC. A (5%) loan amount is deducted and set aside for social costs such as insurance, compensations or bad loans etc. In effect, the clients gets (95%) of the approved loans. DEPROSC will break even on its operating cost by 2007.

The client groups were deserving clients from indigenous or tribal adivasis from the Tarai such as Muslims; *Gainey; Ganesh; Shah; Yadav; Dom; Santhal; Biswakarma; Sarki; Dalits; Advisis; Sattar; Dhimal; Mechi; Rajbanshi* and poor households of migrants, *Dalits* or aboriginal such as *Majhis*. The loan use was for small livestock such as goats, vegetable cultivation, small shops, health, children's education or household coping consumption. The group members were satisfied with the MF services and were making good use of their savings and loan schemes. Most of the clients were women although often the men would invest for family business at times. In Jhapa alone, 1,820 households; 61 Centers and 305 groups (mostly women) appears to be the product of group mobilization and MF loan investment of this implementing NGO since partnering LWF/N in 2003. Reportedly, DEPROSC's MF operations in Jhapa, (besides cooperation with LWF/N since 2003) have reached 6,000 families and they hope to break even with operating cost till 2007. Besides, Lalitpur and Ramechaap as well benefits from similar MF operations.

Groups met twice a month - once to repay loan installment for MF loans and once to collect internal savings and deposit it with DEPROSC. A good safety net was the contingency provision for NC 2,500 during the first two years and NC 5,000 beyond three years - for either the husband or wife of borrower households - in case some one inadvertently expired during the group cohesion and active membership period. This was done to provide relief to that poor family. There was a popular wish to have other members of the household to be covered by this scheme as well. But it was currently beyond the scope and capacity of DEPROSC to entertain such demand - for fear of being swamped by such cases and the inevitable financial failure of MF. One poignant case for such a demand was illustrated in Lamatar, Lalitpur, where the NGO is working as well. (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006 and to the ETM field notes May 2006 by individual evaluation members in separate appendix Report II*).

Livelihood through Savings and Credit (S&C) model facilitated by groups organized into CBOs were promoted by WDA and Sahara - Nepal in Jhapa and Morang and CEAPRED in Lalitpur. These groups were in contrast to the MF groups who had a stricter code of conduct and regimentation. The numbers of CBOs and (S&C) groups were doing fairly well. These groups and CBOs were from Dhimmal, Santhal, Meche, Rajbanshi and Programs communities. The groups' savings are complemented by seed money from LWF/N ranging from NC 15,000 - NC 25,000.

The CBOs (S&C) operations were running well. The stronger ones had cash ranging from NC 6, 00,000 - NC 8, 00,000 among them. The LWF/N seed money is also utilized well with the same interest rate of (14%). Normally, a CBO had over 50 small groups consisting of 20-30 women. The CBOs had a couple of instances of good networking and cooperation with VDC and DDC including successful resources mobilization. In case of one CBO, it had received some complementary support from VDC and DDC to reconstruct a health post burnt down by the Maoist in Pathamari, Jhapa. This was reconstructed recently and the CBO was able to mobilize over NC 5, 00,000.

Most of the groups supported by IPs and CBOs are actively involved in IGAs such as vegetable growing, piggery, goatry, and small shops etc. A number of achievements and changes were mentioned by the CBOs. Prominent being that they were transparent and carry out public audit regularly. They also said that facilitation of the groups is taking place smoothly. Besides policies and procedures introduced by IPs and LW/N are being followed. The IPs and CBOs have experimented with group monitoring and feed back and a 6 monthly monitoring. Most of them have undertaken and carried out training related to empowerment, gender and financial management including group management and (S&C). The CBOs claimed that (80%) of the poor households were involved in development activities of one or another kind. The communities are in control of their own savings of NC 45,000 - NC 100, 00,000. Some groups even reiterated that their savings and credit were more empowering than the adjoining MF run by DEPROSC as they were not at the stringent mercy of repayment every 7 - 15 days.

Some positive changes the groups see in their lives (now than before the activities begun) are that they have better understanding of their rights and responsibilities. Women have more respect and can come out of their houses to participate in public activities. Their participation and psychological empowerment is strengthened due to group activities. Women are more aware and practicing safe behaviors related to reproductive health. The enrollment of girls and school going children has increased. Examples of groups and CBOs approaching LDOs and the DDCs to carry out registration of civic and social facts such as birth, death, marriage, divorce, and migration etc, related to vital statistics registration are evident. Savings habit has been institutionalized and they have cash to spend when required from the (S&C) schemes. There were instances of some poor women not taking money to invest due to risks involved as well. Awareness and literacy have increased generally.

Sahara-Nepal was active in supporting the empowerment of *Santhal* and *Meche Adivasi* community. It has started a group approach in Chetmani Saud in Gramani VDC. The NGO believes that through organizing them into *Samabadi Farmers Group* on the highway between Chandragiri and Birtamod, it is empowering them and giving them a voice and participation to improve their life situations. The group consists of 18 male and 8 female *Santhals*. This is at a pilot phase where 26 people have obtained 2 *katha* lands each on rent. They are cultivating green leafy and legumes vegetables including tomatoes; chili-pepper; cauliflower; okra; eggplant; string beans; bitter gourd and squash etc. for the current season.

As with other social, civic and economic activities of LWF/N under the aegis of Empowerment Processes, this group of *Santhals* are active in a number of activities such as rights for citizens, registration of vital statistics, education of children, control consumption of

alcohols by men, exposure to the outside world of market, line agencies and VDCs, spacing of child birth, safe motherhood and awareness on HIV and AIDS and STI etc.

The group members, both men and women, have received 3 days savings and credit training. Their group savings is re-lent on (24 %) interests for such purpose as buying fertilizers, seeds and chicken. Currently, it is given for 3 months. The savings scheme was started 6 months ago and each member contributes NC 25 for the savings funds. It is encouraging to see landless and agricultural laborers as *Santhals* organized together to help themselves. Although, it is early days but the signs of organizing, empowerment and collective efforts are encouraging. They intend to eventually cultivate around 15-20 *katha* of vegetable plots and improve market mechanism by producing good quality vegetables and attempt at marketing them through push carts (*Thela gadha*) in nearby towns such as Birtadmode or Bhadrapur.

Similarly, in Lalitpur where CEAPRED is working closely with other IPs such as in Lamatar and Luvu VDCs etc., livelihood support was evident as seen in Jhapa and Morang. Dalit communities in Lamatar were planting vegetables and rearing pigs with newer methods thus supplementing their income.

On the whole, livelihood initiatives promoted and facilitated by LWF/N appears to be doing well and the groups appreciate such support. There are obviously rooms for further improvement and some of the issues identified are given below.

On the face value, the MF initiative in Jhapa and Lalitpur was reasonably successful. Yet, as an economic empowerment initiative based on the principle of subsidiary, one needs to guard against, *inter alia*, elite capture; fair distributive justice to the poorest of the poor, community cohesiveness and empowerment beyond a minimalist approach to rural banking services only. Money is obviously important but money alone is not enough in the empowerment processes and poverty reduction!

Besides, LWF/N needs to think beyond the initial community mobilizing phase and come up with better service innovation with DEPROSC in matters related to second generation portfolio development, such that once the market saturation for livestock; milk, vegetables or trade is reached locally - more innovative livelihood linkages are developed to serve the primary focus groups and their CBOs or federations.

The downside to the community mobilization and empowerment into (MF) groups is that DEPROSC sees these groups as *captive borrowers for a number of years to come* and lacks alternative approaches to make them into institutions of the poor - in its own right. This appears to be contrary to the goal of empowerment and strengthening of the organizations of the poor. The MF groups must not remain as perpetual recipients of financial service. Hence, innovative means must be found to ensure that they graduate to higher autonomy. Branch managers can be capacitated to see beyond the minimalist financial service to a more development approach at an appropriate time. Although, mixing (MF) with development, issues at an initial stage, can be a disaster as evidenced the world over.

DEPROSC is still having a manual system of FMIS reporting and no software has been used or acquired. The reporting is normally lengthy as it goes from branch to the district; from here to the region and then to Katmandu finally. The MF current data and FMIS are normally 2 months old when aggregated finally in the center. Staff expressed the opinion that training, acquiring latest know-how such as computer software and MIS plus exposure visits can make this MF operation even more efficient and effective. The issue of building capacity of DEPROSC in MF/MIS and other social empowerment issues (PMIS) needs strengthening.

Overall, the livelihood initiatives identified and implemented currently by IPs such as CEAPRED, WDA, SAHARA-Nepal and DEPROSC is adequate for the primary focus groups. However, in future, the livelihood framework has to be more encompassing, articulate and advanced in order to reduce poverty. Basic livestock, agriculture and farm based activities for economic empowerment has to gradually shift to more value added and employment generating activities such as processing. Diversification into service sector as repairs and trading is also desirable.

Thus, second generation attempts (from mere raw primary products) into more income, employment, market and skills orientated approaches is desirable with strong forward and backward linkages such as market, capital, assets, rural enterprises development as well as advocacy towards that end. Improved linkages to social, institutional, market, financial, and material assets are important factors to consider. Increased value addition, self-employment and processing are desired to keep up with competition and risks of market saturation with primary raw materials or products only. Jhapa and Morang are two of the most developed districts adjoining Ilam district - the model district in Nepal. Ilam district has successfully demonstrated market led "*economic take off*" and lessons can be applied here. Besides, the eastern economic hub of India, i.e. Siliguri is near by and the NGOs, CBOs and primary groups can attempt to innovate new approaches in economic, market and cooperative front just like Ilam for its benefit. The success of Ilam is based on specializing in cardamom, potatoes, dairy produce, ginger, brooms, plus tea and export of milk and yoghurt to India. The groups can be supported to think along similar product specialization based on comparative advantages.

The overlap of (MF) and (S&C) as financial services in common geographic areas needs to be harmonized. This will become prominent as each vies for more clientele in the same area in future. A closer coordination between IPs facilitated by LWF/N is desirable when activities expand. Besides, the comparative advantages of the IPs can be better harnessed to improve the empowerment of the poor in respective VDCs. NGOs are notorious for working against one another. It would be a smarter option for all, if LWF/N can influence its implementing partners to work together in Jhapa, Morang and all over its working (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

**Strategic Recommendation 30:** Move to second generation IGAs and Livelihood approaches and phase out from areas where groups and CBOs have enough capacity, financial asset and marketing skills.

**Strategic Recommendation 31:** Ensure equity when facilitating MF and S&C loans ensuring distributive justice and prevent elite capture.

**Strategic Recommendation 32:** Ensure human dimension is not lost when emphasizing loan recovery and institutional operational cost recovery especially in MF operation where regimentation is obviously important.

**Strategic Recommendation 33:** Money is very important but money alone is not enough. Ensure economic empowerment has a knock-on-effect on social and civic activism and empowerment. Credit plus approach and working together with IPs is important, otherwise, livelihood degenerates into chasing money and loan recovery becomes the mundane end game. Guard against this catch 22 situation especially in MF operation.

**Operational Recommendation 34:** Coordinate efforts among IPs so that greater synergy and effectiveness is reached.

**Operational Recommendation 35:** LWF/N and IPs upscale capacity of CBOs and primary groups to tackle marketing problems. One way is to ensure that production groups develop small active marketing groups to sell products and maintain quality control.

**Operational Recommendation 36:** In order to improve operation and follow up service to groups in livelihood, attempt to acquire capacity, skills and resources for MIS and FMIS in computer Programs such as MF and S&C operations.

### **B3. Strengthening the Institutions of the Disadvantaged**

LWF/N is currently working in partnership with over a dozen Implementing Partner NGOs (IPs), over 2 dozen CBOs and scores of primary groups. They are both national, district and local level institutions. As mentioned earlier, the partnership approach was a major shift of LWF/N from direct implementation - except in (BRP) in the East, where direct implementation continues due to its special relief and refugee rehabilitation nature. Working in partnership also means that besides acquiring and *spilling over* to the partners' *know-how* on project and organizational management, it needs an entire gamut of facilitation skills including partnership, nurturing, and accompaniment and building capacity.

The finding and analysis derived here are from interactions and discussions with IPs, CBOs and primary groups in the East such as Social Awareness Development Group (SADG); Women's Development Association (WDA); Sahara-Nepal and DEPROSC. Likewise, FEDO, CEAPRED, STEP and DEPROSC were visited in Lalitpur. Furthermore, DEPROSC was active in Ramechaap with Empowerment Processes. In the Mid and Far West IPs such as Sahakarmi Samaj, KUPS, NNDSWO and SEBAC were visited or interviewed. Similarly, IPs working with Dalit Advocacy and Networking such as FEDO, WDO and NNDSWO were interviewed in Kathmandu together with Manushi and MEET who are working on issues related to IDPs (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes May 2006 by individual evaluation members in separate appendix Report II*).

#### **Role and Support of Partner NGOs (IPs) Towards Strengthening CBOs and Primary Focus Groups**

**The Social Awareness Development Group (SADG)** located in Damak, Jhapa; it is a membership based NGO established by drivers and mechanics. It has 49 members General Assembly and an executive committee of 13 members. It has an NGO composed of primary focus groups themselves since this group is also at risk regarding HIV and AIDs and STI. It works through volunteers consisting of *Shovas* and *Sarathis* in the youth and reproductive age groups. Besides, it also works with peer groups of Female Sex Workers (FSWs). SADG has 3 paid staff consisting of a Program coordinator and 2 female facilitators.

Organized by SCH (UK) and later supported by LWF/N, this NGO is young, fledgling and still institutionally weak. It requires fair bit of support and skills in OD, project management, proposal writing, fund raising, networking and advocacy. It is also unable to involve the Intravenous Drug Users (IUDs) from youth groups as yet. The primary focus groups such as (FSWs) and peer educators *Shovas* and *Sarathis* needs plenty of support, facilitation and capacity building before it can become strong. The SADG also is very LWF/N dependant and needs plenty of support and may become disoriented once LWF/N pulls out of BRP project in the future. The majority male membership of SADG needs better gender balance.

**DEPROSC** is a MF rural finance institution. Five to six trust groups consisting of 5 members are federated together to form a community center. It is at this center that twice monthly meetings on savings and MF loans are held each month. Once the groups are formed and are cohesive then savings starts along the lines of *Grameen Bank* with modification. The NGO starts various savings with the groups such as compulsory savings; optional savings; child savings and loan guarantee savings. The primary focus groups are well selected from women, poor, indigenous, ethnic and tribal groups. The poor are reportedly able to countervail exploitation of the money lenders and loan sharks through group strength and self help aided by MF from the IP.

The downside to the (MF) groups is the IP views these groups as captive borrowers for a number of years to come and lacks alternative approaches to make them into institutions of the poor on its own right in the future. This appears to be contrary to the goal of empowerment and strengthening of the organization of the poor. The MF groups must not remain as perpetual recipients of

financial service and captive clients of DEPROSC. Hence, innovative means must be found to ensure that they graduate to higher autonomy.

**Sahara - Nepal** is attempting to practice RBA from its traditional need based approach. Its savings and credit (&C) approach is an NGO model following on from PACT's 6 months business literacy classes. It is attempting a village banking model with community owned revolving fund. It is working through CBOs to reach the self-help groups. Sahara-Nepal works with groups in clusters in suitable area wise location. It is gradually picking up an empowerment approach and begins with the awareness with key questions such as *Why Are We Poor? Why Are We Disadvantaged?* The IP is using innovative social analysis principles and tools such as PRAs and REFLECT based on Paulo Fraire's educative methods to empowerment *Santhal* and *Meche* tribal communities.

It has started a group approach in Chetmani Saud in Gramani VDC. The IP claims that through organizing them into *Samabadhi Farmers Group* on the highway between Chandragiri and Birtamod it is empowering them and giving them a voice and participation. The group consists of 18 male and 8 female *Santhals* numbering 26 in all. The group members (both men and women) have received 3 days savings and credit training. Their group savings is re-lent on (24 %) interests for such purpose as buying fertilizers, seeds and chicken. Currently, it is given for 3 months. The savings habit has been started 6 months ago and each member contributes NC 25 for the savings funds.

It is encouraging to see landless and agricultural labor based *Santhals* organized together to help themselves. Although, it is early days yet the signs of organizing, empowerment and collective efforts are encouraging. They intend to eventually cultivate around 15-20 *kattha* of vegetable plots and improve market mechanism by producing good quality vegetables and attempt at marketing them through push carts (*Thela gadha*) in nearby towns such as Birtadmode or Bhadrapur.

The group such as the *Santhal, Meche, Programs, Rabanshi, Thrarus* and ethnic groups originally from the hills, are highly relevant to LWF/Ns approach of working with the poor and vulnerable. Jhapa district sits on the higher development index, second only to Kathmandu valley. Its relevance to poverty reduction is given credibility when working with such marginal and vulnerable group through genuine IPs.

LWF/N, through Sahara-Nepal, should continue to support such initiatives in both program issues and strengthening of the *Santhal* community. The women agricultural assistant assigned to the group is relevant and the NGO can attempt to bring more empathy to such groups by ensuring gender and ethnic/*Dalit* composition in its program and organizational staff representation in line with LWF/N policies.

Because of their traditional disadvantages, lack of awareness and powerlessness such groups will require much more attention and counseling than other organizations of the poor. Hence, all IP NGOs must continue to provide sensitive and continued support to make these groups strong, cohesive and functional.

**Women Development Association (WDA):** The WDA advocates and networks with women in order to make them self-reliant and empowerment. The WDA cooperatives are for women only, as the WDA is careful not to allow men to overwhelm the cooperative system. Its forte is the 9 week's long Empowerment and Education Program (EEP) classes. After this (EEP) course, a group is formed from participants. The WDA also has its own savings and credit schemes along the lines of rural financial service.

Reportedly, it has 115 women's group working in collaboration with Center for Micro Finance (CMF) and reaching out to 5,500 women. In Morang alone, it has 65 groups in Keroun and 34 in Yanshila VDCs. In Jhapa it had 3 CBOs and over 30 groups. The primary groups were from relevant poor, indigent or marginal groups, tribals or ethnic communities from the Tarai such as *Santhals, Programs, and Rajbanshi* etc.

All the three CBOs visited in Jhapa and one CBO visited in Morang, called *Himshakar Samuha*, had well defined governance structure consisting of the General Assembly; an executive committee; a chair, office bearers and groups reaching down to the Ward level. The male and female representations in CBOs were generally balanced. The female leadership in all these CBOs is becoming stronger gradually. Two of the CBOs in Jhapa and one in Morang were already registered with the CDO. These were *Samajik Nayeh Ko Lagi Ekakrit Samuha; Samaj Bikas Ko Lagi Ekikrit Samuha. Himsakhar Samuha*. One CBO in Jhapa did not have a name yet as it has not been registered according to this CBO. A name even without legal identity would still make this CBO's identity stronger.

WDA is doing a decent job of strengthening the women's groups in both Jhapa and Morang including strengthening the CBOs. Despite these noteworthy efforts, CBOs are still dependant on NGO (WDA) for a while. Likewise, the NGO is dependant on LWF/N and thus expectation of patronage and support is still high. Without the NGO and CBOs the groups would be too fragile. Hence, building the organization of the poor into strong and cohesive force still requires some more time.

The WDA Garamani requires more capacity upgrading in order to further strengthen the 31 groups; 3 CBOs and itself in terms of training, health, education and other service provisions. The WDA needs improved balance of excluded groups from ethnic minorities and indigenous group into its organization as well - if it is genuinely going to serve the primary focus groups emphasized by LWF/N.

Almost all groups including CBOs are in a fledgling, infancy and growing stage. Hence, the LWF/N through WDA needs to pay careful attention to monitoring, support, facilitation and strengthening of these groups and the new CBOs registered with the CDO.

Elsewhere, in LWF/N initiatives simple OD tools have been utilized to guide and strengthen these groups to become mature institutions of the poor. This has to be emphasized carefully in Morang and Jhapa as well.

The skills and capacity related to social empowerment; economic empowerment; civic empowerment, advocacy and networking to support these initiatives have to be facilitated and monitored carefully in the future and achieved. As the group and CBOs mature, the challenge and responsibility is on the NGOs such as WDA and all other LWF/N's IPs to enter into deep and meaningful discussions to reduce poverty and improved life choices and improved living standards for the primary focus group members.

**CEAPRED** works with individuals from *Dalit* and other indigent communities to improve their livelihood coping mechanism through vegetable and livestock raising such as piggery or goatry. Improved technology and practices, improved management, and market linkages are emphasized. Where other NGOs are working with LWF/N support such as in Lalitpur, it helps and complements their work through their CBOs and primary focus groups. The work of this IP has been tangible and beneficial to the individuals and groups directly through income and employment generation. It has not yet disaggregated the individuals into production or marketing individuals or groups. It is worth noting and improving this aspect in the future, especially if it is working through group cooperatives in tandem with other IPs and NGOs

**STEP:** The Organization was founded by ex LWF staff in 2000. It is working with LWF/N funding (80%) and works on HIV and AIDs in three districts: Kathmandu Valley, and two districts in the Mid West and Far West. In accordance with agreement and plan, the work in (MW) and (FW) has now been handed over to local organizations. Since 2004 STEP has worked only in Lalitpur starting with 5 VDC and in 2006 expanded to 9 districts.

Method applied is working with peer education through education system. Today there are 250 peer educators (SAATHI) of whom (75%) are women and (25%) men in the reproductive age group of (14-49) years. Special focuses are given to women and *Dalit* groups who have little knowledge of HIV and AIDS. In the *Dalit* focused work, STEP is cooperating with FEDO, CEAPPRED and DEPROSC. Work with other LWF partners are done by sharing Programs and plans regularly in Kathmandu valley and by capacity building of other partners. The strengthening of (SAATHI) as a viable CBO, is an important issue for STEP and LWF/N alike. Besides, STEP has to be strengthened to ensure sustainability of the institutions, Program and finance.

**Feminist Dalit Organization (FEDO)** claims to have started its *Dalit* Advocacy and activism Campaigns from Lalitpur. It runs its Campaigns in 12 VDCs and 1 Municipality including places such as Chaampi and Chapagoan of Lalitpur, reaching 600 households with tangible and non-tangible services. Currently, it works with 28 Groups. Most of them are mixed households with a reach of 45,000 members. IGA, Empowerment, education for youth, scholarships, legal literacy, group pressures, mediation and agitation are high on the agenda. It has 21 District Chapters which has volunteers and some project funded staff. It concentrates its advocacy, networking and activism in socio economic spheres and civic spheres related to human rights. Both male and female members are focused. Polygamy and awareness against excessive alcoholic consumption are important social issues.

All *Dalit* Advocacy NGOs have a common vision to emancipate the community from unjust, discriminatory and exclusion from mainstream national life in all spheres. Female members suffer not only from traditional discrimination but double burden of caste discrimination. The patriarchal caste society is also a social challenge. Political instability and conflict is another challenge. Capacity building at all levels in FEDO and the groups it supports is important. The HRM agenda is also very important. The FEDO board has equal men and women although men are more active. At lower staff levels, gender equality is maintained and even non-*Dalit* staffs are encouraged to be inducted into these NGOs.

Political activism emphasizes voice, choice, participation, governance and responsibility for *Dalits* in mainstream of Nepalese society. Advocacy network is fairly structured with issues taken up by community groups; district networks and finally national networks. Currently, the MTE heard that the *Dalit* NGO Federation (numbering 250 *Dalit* NGOs) was split right down the middle - on some of the strategic and practical issues - confronting the *Dalit* movement. Mediation and peace building within the *Dalit* NGO Federation appears urgent and important. Despite these constraints, the *Dalit* NGOs are fairly organized around the need for representation, reservation, participation and active policy changes in order to improve their socioeconomic and political status. The *Dalit* NGOs such as FEDO are also active in promoting, monitoring, compliance and enforcements of *Dalit* issues under national laws and international conventions such as CEDAW, Beijing plus 5 and various UN Conventions against all forms of discriminations toward racial and tribal groups etc.

**Dalit Welfare Organization (DWO)** consisting mainly youths has activism and advocacy in 49 districts. Each year, 21 March is celebrated as *Dalit* Day. A collegial group of *Dalit* NGOs come together to Campaign for and against social issues as access to place of worship, water taps, community halls and tea shops etc.

Like the other two *Dalit* NGOs, DWO is also receiving LWF support for the past couple of years. It has a hostel facility in Teku which doubles up as resource center for 25 male and 9 female *Dalit* students taking up higher studies in Kathmandu after class 12. It has been running radio program for the past 10 years buying national radio time at NC 700 per minute. This radio Program is focused on *Dalit* awareness, empowerment and social justice. It has fairly wide audience and discusses issues related to grievances handling. It has also formed many listeners clubs out of these Programs. Despite all these activism, the *Dalit* NGO movement has to learn many issues of Advocacy and to make it even more effective at the district and national level.

**Nepal National Dalit Social Welfare Organization (NNDSWO)** started in 1963 realizing the discriminatory laws contained in the government enunciated *Mulki Ain or national code*. It also came as a result of caste based discrimination and contradictions found in various constitutions of Nepal such as 1951, 1960 and 1990 etc. Inspired by the works of Dr. B. R. Ambedkar, the father of modern Indian Constitution, it gives prominence to education. Currently, it is sponsoring 4,000 *Dalit* students with the assistance of USAID through (SCF-US). It is also supporting bright young *Dalit* scholars to attain professional degree courses in medicine and engineering institutes. The other initiatives are basic education for the least educated. Since, 2000 it is also active in emancipation of nearly 1, 25,000 *Haliyas* (bonded farm laborers) in 9 districts in the West of Nepal. It is also active with human rights issues and social evils such as drinking, gambling, polygamy or superstitions such as calling elderly women witches in the society. NNDSWO is one of the largest *Dalit* NGOs and acts as a pressure group to ensure that discriminatory social and cultural practices are brought to justice and prejudices against *Dalits* are reduced.

Recently, it has carried out a public demonstration in front of CDO office with ploughshares demanding fair treatment to the *Haliyas* of Kanchanpur. They are also demanding 6-10 *kattha* of land for each family. Land for the tillers and emancipation of the *Haliyas* is an important agenda for NNDSWO. These *Dalit* NGOs are using the RBA partially, judicial processes, mass media, TV, folk theaters etc., to create awareness on the situation of the vulnerable *Haliyas*.

The *Dalits* want a just and meaningful participation in mainstream societal life and they are expecting donor partners to help them to meet their expectations. The *Dalits* believe social inclusion agenda nationally (MDGs & PRSP) must address the issue of *Dalit* inclusion as well.

The institutional sustainability and structure of *Dalit* organization needs strengthening. NNDSWO feels it has managed to do better with its devolved structure and membership based organization from grassroots to the central level. Despite this it needs capacity building in organizational strengthening, advocacy and networking.

Community mobilization for *Dalit* advocacy is challenging and difficult for a variety of reasons such as lack of financial resources; organizational skills; unity of purpose; effective advocacy and networking; lack of researched data and information providing proper guidance. There is a need for capacity building to preparation of activists for local resource mobilization and social-cultural issues. According to these NGOs, implementing the SAARC Chapter regarding *Dalit* issues is also in limbo and needs to be resurrected.

The *Dalit* Organization such as (NNDSWO) claims that there is a paucity of funds and capacity for crucial emerging issues such as meaningful participation in national political mainstream activities, i.e. restructuring the state, constitutional assembly elections and crafting a new constitution for Nepal. *Dalits* would like to raise important issues of proportional representation; meaningful participation and reservation issues when constitutional questions are being discussed, designed and framed in Nepal.

Currently, unfortunately as with national life, there is a split between these 250 *Dalit* NGOs, due to internal polemics. The latest election of the *Dalit* NGO Network appears to have heightened this tension along ideological divide, interest groups and personality clashes. Most of these NGOs believe that these temporary fissures will be mended soon. This amply demonstrates the fact that working together among NGOs on issue based themes is a challenge. This low level of synergy must be replaced by a culture of cooperation, tolerance and objectivity. One cannot emphasize more the need to have a common vision and ability to work together among *Dalit* NGOs. LWF/N has a role and definite influence in strengthening the coalition of these *Dalit* NGOs through the IPs it is directly supporting.

**MANUSHI & MEET:** LWF/N has piloted some activities for Internally Displaced Persons (IDPs), who are victims of both state and non-state violence. They are living in Kathmandu and some of the district HQs in Mid and Far Western Region such as Nepalgunj, Surkhet and Dhangadi. The baseline and accurate information on IDPs across Nepal is skewed and poor. There are considerable IDPs in Kathmandu. They are living in difficult circumstances. Manushi, a Kathmandu based NGO and MEET-Nepal has some experience working on this issue with LWF/N. Many challenges are posed by IDPs presence in cities and towns of Nepal. They are difficult to be brought to one place unlike international refugees in Camps. The IDPs are of many shades and there are inter-group rivalries. The IDPs initiative is a long term effort and they need marketable skills and livelihood support. One of the options is to strengthen their own CBOs to work with IDPs directly in the district and villages. Manushi is helping them with raising earthworm and humus as experiment to earn better livelihood in urban areas where their productive asset are nil.

In the absence of proper livelihood support and alternative coping strategies, the IDPs especially females are trafficked, sold in brothels, or work in dance and cabin restaurants. A lucky few gets job in the garment factory and also as domestic servants. Most are also looked after by some friends or relatives. NGOs like Manushi and MEET have responded to IDPs suffering with awareness and education about their rights, vulnerabilities and support network. Meets NFE and SEEP (self employed education project) includes skills building for 70 women such as sewing and knitting for 20; patchwork training 30; Mithili art 10 and embroidery 10. It is a beginning to pave the way for more articulated and well designed projects. Manushi and MEET are trying to assist the refugees with different approaches. While Manushi is helping them to integrate to urban life, MEET is trying to send them and rehabilitate them in their place or origin if possible.

NGOs such as Manushi and MEET have gathered valuable experience in the short span of time. Manushi has reached 1,300 households in 4 districts with some 5,700 IDPs. MEET has reached 70 with skills training in Kathmandu. These are laudable efforts but inadequate in comparison to the scale of the problem. Thus, if LWF/N wants to support IDPs cause then it must build strategic alliances with IDPs own human right forums, IPs and other civic society organizations (CSOs), UN, the Government, political parties

and the market sector for more effective and workable solution to the IDP issue. The warring political parties have important roles in settling IDP issue. So do the parliament and parliamentarians. Effective plans with budget with clear objectives and time bound activities must be articulated. Besides, policy advocacy, networking and conflict resolution must be initiated in the context of conflict transformation, Relief, Rehabilitation and Resettlement and finally development to help the IDPs.

Summarizing the status of the institutions of the disadvantaged, the MTE finds that LWF/N has managed to promote substantial IPs, CBOs and primary groups as tangible social capital in the project areas. Having stated this, there is still room for improvements to strengthen the CBOs and primary groups who are mostly in fledgling infancy stage. The institutions are varied and one finds three layers of facilitation and support chain from IPs to CBOs to the primary focus groups. In some cases, it may be the primary focus groups such as the farmers' cooperatives of the tribals, indigenous groups or the socially excluded groups such as the *Kamaiyas* and *Haliyas* in need of support. At other times, it can be the federated groups or their CBOs. Yet at other times, it can be the NGOs themselves who are formed from the primary focus groups such as SADG or FEDO etc. Generally speaking - conceptual clarity, follow up, M&E, building capacity in the technical, institutional and participatory processes, advocacy, networking and learning for improved Program performance - are desired in the empowerment chain from LWF/N to IPs and CBOs and finally to the primary focus groups (Refer for details to *Pre-Assessment for MTE*, - Prakash Dahal, June 2006; *LWF/N Partners Profile* – Prakash Dahal, June 2006; and to the *ETM field notes June 2006* by individual evaluation members in separate appendix Report II).

**Operational Recommendation 37:** *Ensure building capacity of the various implementing stakeholders - such as primary focus groups, CBOs or even IPs - where appropriate in order to fulfill the goals of Empowerment Processes. A simple TNA based response to strengthening the capacity building can be an effective response.*

**Operational Recommendation 38:** *Ensure robust facilitation and support in strengthening CBOs and primary focus groups by deploying adequate human resources, expertise and competence backed up by participatory process orientated planning, monitoring and learning.*

**Operational Recommendation 39:** *Develop and deploy simple OD, process and program development indicators for PFGs, CBOs and IP – in orders to track their institutional strengthening processes, growth and development; program activism, resources mobilization capacities and long term sustainability.*

#### **Issues faced when working with Partner Organizations (IPs)**

*General Considerations:* LWF works with seven (7) implementing partners (IPs) – NGOs in the Mid and Western Regions. Four (4) IPs are evident in the Center with Empowerment Processes. From within these three (3) more Dalit Advocacy Partners are evident. Two more IPs are working on IDP issues and 4 more IPs are active in the Eastern Region. Some have multiple implementation roles across Nepal such as DEPROSC or CEAPRED. Besides these “*mainstream IPs*”, there are a couple of local human rights partners from the BRP and RHCSP as well. These partners are responsible for programming and overseeing their CBO partners. Each IP has signed a contract with LWF, the content of which is mostly operational in nature, such as nature of the agreements, and reporting, finances and accountability obligations.

*Role and quality of Partners:* In order to improve the quality and orientation of these partnerships, LWF/N may benefit from keeping in mind the following issues given below. Is the program working with the right partners? What does partnership mean for both parties? Have they discussed the basic principles and standards of its partnerships? What is the value added of this partnership? Do the partnerships go beyond contractual obligations in relation to finances and reporting? Do the partners share the same values, ideology, and program orientation with LWF? Have there been discussions in these areas?

Some partnerships extend to 6-3 years. What is the quality of the relationship amongst partners through the years? Has there been a transparent and clear review of the partnership and its modalities? Some partnerships have been on going since six years. Has the relationship been reviewed? What were the criteria and how was it conducted?

*In future what kind of support does LWF/N pursue and what does this entail? Most IPs, CBOs and PFGs responses where on financial support and training activities. If LWF is supporting (100%) staff time, how does LWF ensure the quality use of time? Time sheets are controversial but would give some indication of how time staffs spend their time. What is LWF's “say” towards its observations on the performance of staff?*

There is a genuine concern on the layers of staffing and its implications for high cost of overhead. Contracts with (bigger) organizations such as CEAPRED are signed by CEAPRED Kathmandu staff and Kathmandu LWF staff. There have been instances of challenges in reporting that they are submitted directly to the IP Kathmandu office which is then forwarded to LWF Kathmandu before those reports pass through the regional Offices. There is a concern raised not only for consistency and accuracy of financial figures but also of program monitoring such as DEPROSC in Jhapa or other similar central level arrangements.

***What is the kind of support the IP HQs provide to the projects? At the same time one will notice that there are smaller Implementing partners who are also tend to have some financial dependence on LWF? Local functional responsibility should be given greater prominence in the contracts as this is where the program relations take place and needing closer scrutiny.***

*Size of the Implementing Partners:* Some Implementing partners (CEAPRED; SEBAC) have other big and main funding partners including USAID; DFID, GTZ, etc. While LWF supported programs are “managed” separately, with separate staff, accounts, LWF is only one amongst the mainly partners. Has LWF assessed the partnership, especially also in the area of percentage of core funding. Is it necessary to continue to support especially large local NGOs compared to smaller ones? (Both in funds and staff size!) What are the options of finding smaller ones, with local (district) area legitimacy and humble beginnings?

*The issue of sub contracting:* From LWF/N to IPs; CBO and to primary focus groups (and before that from agency to back donor) many layers of administrative fee gets expended before the fund gets to the communities. If there are so many layers gnawing away at the supply chain of the fund flow then is it really worth it? Is it adding any value to the issue of quality programming, staffing concerns, approaches and processes to an Empowerment Processes? The capacity of the CBOs (especially new ones and where majority of the members may be so called illiterate are dubious and suspect) are they effective vehicle for development? How can a CBO manage such complex processes when they themselves need to be managed? The entire issue of efficiency, effectiveness and efficacy of LWF/N comes into scrutiny and focus when answering these crucial questions.

Monitoring of partners: The monitoring of LWF/N has been regular and critical. The monitoring has been based on the achievement of the plans and accountability monitoring. Can there be a shift on the approach to emphasize performance monitoring? This means we want to see the change or the results. What results have been achieved in relation to the empowerment indicators from one CSO to another CSO period?

*(Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II).*

**Operational Recommendation 40: LWF/N can enrich and revise the recent partner guidelines to consider various points rose above on work with implementing partners. LWF/N can also pursue orientation discussion with partners on the issue of mutuality of partnership.**

**Operational Recommendation 41:** *LWF/N can employ clear screening processes and criteria in the selection of the implementing partners and devise an assessment effectiveness process for the implementing partners.*

### **Capacity Building**

Much training modules and sessions have been conducted through the years and almost all staff has in one way or another participated in some form of training. Still, there seems to be a perceived lack of training both as mentioned by staff and as observed. There is a concern on the capacity and quality of field staff and CBO staff – such as the program assistant and the animators. They are the forefront of the program. They are the backbone of whether this empowerment process will work and they make or break a program. The training needs expressed by IPs and CBOs are many. They range from project and organizational management; proposal writing; advocacy and networking; resource mobilization to participatory approaches such as PLA; PRA and PME etc.

The stakeholders have also expressed the desire to obtain more *know-how* and capacity in very practical issues such as financial management, office management to running small businesses etc. The MTE also notes that IPs and CBOs request for building capacity in newer development themes such as gender, good governance, conflict transformation and peace building. More knowledge on HIV and AIDs and facilitation skills in handling FWSSs and IUDs are also requested. Likewise, the Bhutanese Human Rights organizations were in need for HR advocacy, networking and practical skills related to stress management, social psychometric care and counseling and negotiation skills etc. Indeed the list is long and careful selection; categorization and attention must be given to capacity building efforts if it is going to be effective. A TNA based approach may be more fruitful in the future with IPs and CBOs including the primary groups applying KSA learned into practical application and practice.

Examining and observing the very practical end of the processes of empowerment in the field, the MTE notes that some Program Assistants during the discussions had the tendency to be dominant. They claim that due to the literacy level of the CBO members, the Program Assistants have planned the community action plans and programs etc. It is important that LWF/N emphasize regular trainings conducted directly to the program assistants and animators. This must be an iterative process oriented coaching and counseling rather than a one time training orientation at the beginning of the year. The Empowerment Processes must also ensure good quality training is provided to the Program Assistants and field animators in empowerment, advocacy, and group strengthening and participatory approaches. Some of the front line animation training can be addressed at the job responsibilities of program assistants, animators and other key staff of IPs and CBOs for them to function effectively.

A number of the Program Assistants and Field Animators met by the MTE been around since the 1998, i.e. start of the program. The methodology at that time was service delivery. It is incumbent on LWF/N to ensure that the IPs understands the paradigm shift from service deliver to a RBA based Empowerment approach. This entails that key development personnel and front line development cadres be retrained, capacitated and re-tooled to respond to such emerging and changing challenges. It also means that LWF/N, IPs, and CBO personnel internalize and integrate the facilitation and empowerment approaches from the earlier service provision approach. The staff led monitoring and evaluation must also develop similar refined indicators to track the progress of the empowerment processes, help correct course and improve Program performance. *(Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II).*

**Operational Recommendation 42:** *Ensure a TNA based building capacity of the LWF/N; IPS and CBO staff to take into consideration the Empowerment Processes and a Right Based Approach to development from a purely service provision approach*



earlier. Ensure staff persons and front line development cadres such as Program Assistants and Field Animators have competence in facilitation skills.

**Operational Recommendation 43:** Ensure LWF/N facilitates capacity of IPs and CBOs in newer empowerment based themes such as participatory approaches to PME; Gender; care and counseling in HIV and AIDs related risk management measures such as working with persons with AIDs, FSWs and IUDs; RBA; CBDP; Advocacy and Networking; care and counseling for victims of violence; Human Rights advocacy knowledge for Bhutanese Refugee related forums; negotiation skills etc.

**Operational Recommendation 44.** Carry out periodical assessment to ensure TNA, capacity building trainings and applications are having the desired effect through KSA translated into practice leading to improved Program performance, advocacy and networking.

### **Planning, Monitoring and Evaluation**

*Information Processing leading to improved planning, monitoring and evaluation:* LWF/N has developed a very detailed Monitoring System for its SON/NDP work, which includes capturing information from the household, group, CBO and partner level. The actual task of completing the data forms is undertaken at the local level and therefore is not a burden on or direct responsibility of the LWF staff. In recent times the collation of all the data has been simplified by the development of a computerized data base system, managed by the Program Planning & Monitoring Coordinator (PPMC).

This extensive primary data is potentially quite valuable if there was the time and expertise to undertake a detailed analysis of the information provided. Based on discussions with the PPMC it appears there is a benefit to the data collection in terms of developing in the groups/CBOs/Partners a capacity to collate and prepare data, which they themselves have helped to formulate.

However, the issue is to what extent the mass of data assists or hinders LWF/N monitor and evaluate its program. Firstly, there is the problem about the integrity of the data in the first place. In other words, how accurate is the information and how much time and energy should go into verifying the data if it doesn't add much value to LWF/N's management decision-making processes anyway. And, secondly, to what extent does the information simply focus on activities and outputs rather than higher level issues of outcomes and impact. This is a particularly important question given that LWF/N has moved from a project to a process oriented approach to its programming.

It is argued that, given most of the information collected isn't really used in any meaningful way, LWF/N would benefit from a review of its M & E System to identify the key data it requires to monitor and evaluate impact of the program, and key data that helps to monitor and manage program implementation (planned vs. actual). A key issue is to ensure that the system provides a mechanism to ensure lessons are learned and can assist management to improve its programming.

A more focused approach may also help address a concern expressed by some staff that the field level activity monitoring requires further enhancement. It appears the main concern is the lack of a systematic approach, which is missing problems/irregularities in implementation and identifying key issues and trends. If the extent of resources dedicated to monitoring can't be increased and the geographic spread of the activities is maintained, it is critical the M&E system is streamlined in a way that enables the monitoring staff to concentrate on the things that really matter to management.

LWF/N may not need to 'reinvent the wheel' as the LWF/Cambodia program has gone through a similar process where it had collated large amounts of data in its information management system but struggled to use it as an analytical and management tool. They have now consolidated the strategic objectives into a small number of critical areas, and implemented the "Most Significant Change" methodology to capture more 'qualitative analysis', which it is envisaged will capture more of the intangible impacts of the program.

A strategic objective under the present CSO is to use consultants to undertake regular internal reviews of program progress. It may be that these internal reviews could be used in a more systematic way to undertake detailed assessments of particular components of the program identified by management as necessary to help chart the future of their interventions. For example, during the evaluation it has been quite difficult to discern the social and 'political' impact of the program as the groups/CBOs focus on the tangible benefits derived. It probably requires people with appropriate social survey skills to uncover these aspects of the program work.

The other comment is whether job responsibilities can be realigned, at the appropriate level, whereby the task of monitoring project implementation and performance (i.e. planned v actual) is separated from the task of qualitative & impact-related monitoring and evaluation issues.

*Community Action planning:* it is evident that the CBOs are aware of a presence of a plan. They have discussed the plan though it was observed that the plans were kept in a folder with the Program Assistant and the clear articulation of the CBO plans was lacking.

It should be noted that the process of planning is equally important as the result. One good example was *Sahakarmi Samaj*, where it was clear in discussions with their staff, how they enter into communities and what tools and processes they emphasize when working with the people.

*Field Monitoring:* The IP have the primary responsibility to monitor the groups and CBOs. The focus of monitoring however had the tendency to check on achievement of activities, (accountability monitoring) rather than looking into the change and results of such activities (performance monitoring).

It was evident that LWF/N staff regularly visited and provided valuable feedback to the IPs. This was also acknowledged and very much appreciated considering that the visits would result in a field visit report that documents not just the visits but critical feedback on the issues observed against the plans submitted by the IPs.

Field monitoring visits are helpful to both staff, IPs and village levels. This could also be enhanced if LWF staff could consider horizontal monitoring field visits, even once a year. Staff from the East could monitor the projects and IP in the West and vice versa. This would not only be a source for in house cross fertilization learning but also provide IP views from other LWF staff that are having the same program and approach however in a different area. By the same rational, Kathmandu could regularize and have a schedule on monitoring visits to the field. All these field monitoring visits should have a feedback report at the end to document observations, learning and feedback for the staff concerned.

There would be a need to review the indicators on the empowerment process to also allow the groups and CBOs to monitor their own empowerment process level. There are experiences from other programs that we could learn from as they indicate the capacities such as low capacity, improved capacity, advanced capacity and the empowered or graduated level.

*Results Orientation and Reporting:* There is a lot of compiled quantitative data. But at the same time how this is processed into manageable information and used for process, accountability and Program monitoring is still vague. The reporting has been impressive and a lot of documentation on the program and projects accomplished. The data is readily available and well compiled. There are relevant studies and modules on a number of issues which they have developed.

*Partners' Administrative, Finance and Program Policy checklist:* The MTE notes that this be carefully restudied to put a stronger emphasis on Program. This could be used as an expanded tool, and not just a checklist to assess the Implementing partner.

The Pre-Assessment and MTE observation throughout LWF/N project areas suggest that regular monitoring and field visits during the current CSO period was a challenge and a clear constraint. The violent conflict and the constant threat posed by the Maoist rebels severely curtailed professional PME Besides, limited staff capacity and capability of IPs and CBOs to monitor far flung VDCs and Wards in difficult mountain terrain were also practical challenges for regular monitoring (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

**Strategic Recommendation 45:** *That LWF/Nepal review its P,M&E system with a view to achieve the following objectives: a sharper focus on critical areas that assists management analyze performance & guide decision-making; a process for qualitative assessment of program impact, including more strategic use of consultants with social survey expertise & introduction of appropriate tools; integrating all LWF/Nepal program work into the one system; and an organizational structure that facilitates a high quality PME system (e.g. developing internal expertise in implementation of qualitative assessment approaches).*

**Strategic Recommendation 46:** *That LWF/Nepal liaises with LWF/Cambodia & other relevant programs that have already completed such a review and implemented new systems and approaches.*

**Operational Recommendation 47:** *The Primary Focus Groups and CBOs should go through a clear participatory rural approach to Planning every year. The process is an important source of learning and the results could be empowering individually and as a group. The results of the group planning (CAP) could be posted in flipcharts in the CBOs for transparency and visibility (in addition to the clean written version in the Program Assistant's folder). This would also be a clear evidence and source of pride in their accomplishments especially if they see, if any, progression through the years.*

**Operational Recommendation 48:** *Examine the empowerment matrix for self assessment and participatory monitoring of community capacity as shared by the LWF advocacy guidelines and see how it may be adopted to the LWF Nepal context.*

**Conclusion on Strategic Priority Number 2:** There are evidences or steps initiated by the program to work on specific advocacy and awareness building which are elements of the empowerment process. There are thematic activities implemented on education, and livelihood through savings and loans, agriculture and HIV and AIDs but the levels depend much on the capacity and strength of the groups and its corresponding CBOs, and the quality of work done by the Implementing partners. There are also some experimental works done on IDPs.

The program has invested in a lot of capacity building activities for the Implementing partners who in turn are to do the same for the CBOs and the groups. How this has trickled down or integrated to the CBOs and groups is still very much lacking in relation to institutional capacity development, civic education and awareness. The groups and CBOs observed still have the dependency attitude and there is a lot of potential to maximize the engagement and make the groups (and the program in the end) more robust and in turn improve the quality of their lives in the community.

Sustainable development requires that root causes such as participation, inequality, lack of power sharing, etc are acted upon. Empowerment means that collective action by the primary focus groups overcome and confront such issues. The program has still much to improve on in working to empower the communities. There is a need for a common understanding, internalization and standardize approach to the empowerment process, both by staff and Implementing partners.

### C. Strategic Priority 3: Advocacy

#### Findings and Recommendations

Advocacy and Networking: Advance the struggles of the displaced and marginalized for human rights, peace building and reconciliation at local, national and international levels.

- The three parameters to measures as goals are:
- Increase support to and involvement in the efforts of disadvantaged target groups with whom LWF Nepal works to advocate for their rights at the local level.
- To amplify the voices of local partners through greater participation in advocacy networks and influencing public policy debates
- To increase activities to facilitate and advocate on local peace and reconciliation initiatives

#### Overall Context

LWF Nepal has drafted its own Advocacy policy building from its internal experience and discussion. There has been basic orientation to staff and implementing partners about the advocacy policy. Identified advocacy priority issues are caste discrimination, bonded laborers, gender based violence/discrimination, poverty and economic injustice, displacement, peace and reconciliation. Advocacy and networking are important iterative process in the Empowerment approach. It can bring issues and evidence from the field to effect macro level policy changes and rules of the game to favor the LWF/N primary focus groups and thus help attain its Vision and Mission.

#### Findings and Analysis

The MTE notes that significant efforts have been made in the first two goals and many notable advocacy and network building have been achieved for the disadvantaged groups as evidenced by its major activities. This is accomplished together with IPs and CBOs. The effectiveness and efficacy of such efforts are not always tangible such as in the case of the Bhutanese Refugee issues. By the same token, the MTE notes that it is effective in other cases, i.e. *Kamias*, *Haliyas* and *Dalit* Advocacy. Overall, good efforts have been made and are commendable. The MTE notes that more systematic efforts at local, national and international level is still required for certain issues such as the Bhutanese Refugees and specific capacity up-scaling is called upon to achieve such goals. Besides, the MTE also notes that advocacy is to be mainstreamed in each and every Program as part of the Empowerment Processes rather than an ad hoc approach (refer to the earlier section on *Role and Support of Partner NGOs (IPs) Towards Strengthening CBOs and Primary Focus Groups & to the Pre-Assessment for MTE*, - Prakash Dahal, June 2006 and to the *ETM field notes May 2006 by individual evaluation members in separate appendix Report II*).

The MTE notes that no significant efforts or achievement is noted in goal number three which states that LWF/N will increase activities to facilitate and advocate on local peace and reconciliation. Hence, if this goal is to work *on-conflict*; then LWF/N must make significant strides to achieve such a goal. It entails acquiring capacity, advocacy, networking and competence to accomplish this well.

The building of groups and nurturing of CBOs is relevant to the context of Nepal. Group formation and capacity building skills contribute to the building and strengthening of civil society (trainings and awareness of rights, CBO governance, etc). Awareness building has taken place at the village level to understand rights and advocate for their rights. Due to such works one can assume that civic awareness and activism is high in rural Nepal as evidenced by recent political participation in the country.

There are evidences that issues needing advocacy are identified by the groups and CBOs and communities themselves, some mobilization, advocacy Campaigns, organization and networking in advocacy issues are taking place. LWF/N must continue to encourage and promote gender participation. Besides primary groups and CBOs are taking simple but significant steps to take charge of actual activities to change their present situation. These are evident in facilitation of Campaigns for the rights of *Kamaiyas* and *Haliyas*, realization of landrights for freed *Kamaiyas*, CBOs and VDCs advocating for the presence of a primary school in their community etc. The role for LWF/N in these situations is to create awareness, provide support and assist the communities in looking for appropriate ways to act and take matters forward.

*Challenges and Issues:* LWF Nepal has consciously made a policy shift from service provision (needs based) to an empowerment and advocacy approach. Even with the presence of an advocacy policy document, there is still the challenge to further operationalize what it actually implies, what it can practically do given the issues identified. Experience shows that advocacy is more effective if rooted in empowerment processes and in concrete people's issues. Empowerment thus plays the important role of linking grassroots development with policy advocacy.

In discussion with some Implementing Partners and staff, advocacy is a word loosely used and it was observed that there is a limited understanding of advocacy which most often are referred to Campaigns (posters and mass media) and participation in celebration days (HR days, Women's Day, etc). More therefore needs to be done to capacitate staff and implementing partners capacity built and developed on the empowerment approach, on Human rights issues and advocacy. Such impetuses can consider both local and

international legislation on Human rights including issues such as Geneva Conventions and instruments such as the ones signed by the political parties to usher peace in Nepal recently. These are important considerations when *working-on-conflict* and *working-in-conflict* and promoting advocacy towards peace and reconciliation.

The MTE notes that though it has shifted its approach from service delivery to a Rights Based Empowerment Approach, it has not yet developed full capacity and competency to consolidate such strategic shift. Only one national level short orientation course on RBA has been given to senior most staff in Kathmandu. Thus more efforts are needed in this direction. Besides, communities are still not confident enough to raise matters themselves or they have no access to forums where decisions are made. LWF/N's role in ensuring issues of national and global nature can be upscaled such that pertinent issues are raised at the proper forums (e.g. *Kamaiya*, *Haliya*, *Dalit*, IDPs and Bhutanese Refugee issues).

All the different levels and types of advocacy should therefore naturally link up with each other, supporting and feeding innovative approaches, lessons learned and common objectives into the network of initiatives present. LWF/N may wish to actively pursue questions related to participating in networks working on similar issues not just at the local but national and international context? What relationships do groups and CBOs have outside the village? (E.g. other villages, government etc.). How do these relationships help or hinder the promotion of rights for the primary focus groups? All the forms of advocacy are not always possible in some given circumstances, due to the sensitivity of the subject for instance, or the status of LWF as an international NGO. Does the LWF advocacy policy clearly state transparent parameters on what it can and cannot do?

National level efforts in advocacy would require a more proactive role and participation of LWF/N.. There would be a need to support and strengthen national processes that aim to effect social change. This is necessary for reasons of gaining access to relevant fora or giving additional 'weight' to arguments.

The PME practice in LWF Nepal has tried to incorporate the development approaches such as advocacy work, capacity building, and empowerment. It is a challenge to monitor and document the approach and processes. It may wish to keep in mind the Empowerment matrix for self-assessment and participatory monitoring of capacity of communities: Some of these are like the Skill-Capacity matrix:

No advocacy	-----	Low capacity (No Capacity)
Advocacy for	-----	Improved capacity
Advocacy with	-----	Advanced capacity
Advocacy by	-----	Graduated and Empowered

Encouraging initiatives and steps on advocacy have been started and have shown positive changes especially at the grassroots and local level. LWF/N can continue to include in the country strategy a priority focus on Advocacy, using the analytical framework described by the LWF guidelines on advocacy 'by', 'with' and 'for' advocacy. Beside, it can attempt to integrate advocacy in all forms of programming. Likewise, there is a need for stronger advocacy orientedness of staff - a common understanding "engrained in our blood and lived out" at all levels

Advocacy is a good example of the issues that LWF/N will need to consider. Specifically, a view was expressed that LWF/N needed to review and confirm the areas in which it wanted to engage in advocacy, such as *Dalit* issues. An important principle to bear in mind in this regard is that LWF/N has resource constraints and can never hope to address all the issues before it. Secondly, once these issues are agreed on develop clear and coherent policies that will be pursued by the organization. And, thirdly, the organizational structure will need to be reviewed to ensure sufficient resources are allocated to better position LWF/N to implement its advocacy work. The rationale is that, while staffs are currently involved in advocacy activities, it is difficult to give the issues the time and effort they require because of responsibilities in other areas.

The comparative advantage for LWF/N is that, because it has developed such good grassroots networks through its social mobilization strategy, there is a great opportunity to develop micro-macro linkages on key issues. In other words, LWF/N is well placed to further enhance its role as a facilitating agency that brings issues from the grassroots level to the national – and, in the case of refugees, at an international level (Refer for details to *Pre-Assessment for MTE*, - Prakash Dahal, June 2006; *LWF/N Partners Profile* – Prakash Dahal, June 2006; and to the *ETM field notes June 2006* by individual evaluation members in separate appendix Report II).

**Strategic Recommendation 49 :** As part of a review of its organizational structure, consideration is given to establishing a dedicated advocacy officer position, whose responsibility it is to work with local partners and develop these micro-macro linkages, in cooperation with other like-minded civil society actors in Nepal.

**Operational Recommendation 50:** LWF/N can capacitate own and IPs staff's capacity on the empowerment approach, on Human rights issues, RBA and advocacy. Such impetuses can consider both local and international legislations on Human rights, Development rights, Indigenous Peoples rights, Child Rights, CEDAW and other forms of instruments and conventions. These are important considerations for empowerment and also building peace and reconciliation.

**Operational Recommendation 51:** Mainstream, internalize and integrate advocacy and networking holistically in each of LWF/N's programs.

## D Strategic Priority 4: Organization Effectiveness and Development

### Organizational effectiveness and Development (Peter)

Assure high quality humanitarian, empowerment and advocacy involvement of LWF Nepal and its partner organizations extended in a compassionate and professional manner. The six parameters set as goals for measurements are:

- Further develop a transparent, strategic, flexible and enabling management environment which encourages innovation and assures quality.
- Strengthen human resource capacities of LWF Nepal.
- Enhance LWF Nepal partners' capacity for the effective management of the programmes.
- Improved resource mobilization and management capacity.
- Strengthen relations and practical collaboration within national and regional networks.
- Transition to local ownership and governance.

### Overall Context

A significant internal issue for the organization has been the rapid increase in staff numbers over the past six months or so. In late 2005, the program employed a total of 71 staff: 43 in the East; 23 in the Centre; and 5 in the West. Due to an expansion of activities created by successful funding submissions and additional responsibilities in the Bhutanese Camps the total staff numbers have more than doubled to 122; 73 in the East; 43 in Kathmandu; and 6 in the West.

The major external development, although also a substantial factor at the time of the last evaluation, has been the very difficult operating environment. It has, among other implications, led to acceleration in the 'localization' of project implementation through local NGOs in respect to development work (the refugee program continues to be implemented directly) and diverted significant management resources to address security issues impacting on project staff and implementation of activities.

It is argued that these two issues have impacted significantly on issues of organizational effectiveness and development within LWF Nepal during the current CSO period and the findings and recommendations need to be considered in that context.

### Summary of Methodology

In order to assess progress in these various areas, an organizational effectiveness tool was used that involved participation by LWF/N Kathmandu staff. The outcomes of this process were supplemented by the findings of a SWOC analysis undertaken by staff prior to the evaluation and individual interviews with a number of LWF/N staff during the Evaluation. The findings are summarized below:

### Strategic Objective & Goals

*A general finding & recommendation is that the current organizational strategy, which identified six key strategic goals, for Priority Number 4 is appropriate to the current context and should continue to form the framework for the next CSO period.*

#### **D1. Further develop a transparent, strategic, flexible and enabling management environment which encourages innovation and assures quality.**

### Findings and Analysis

*Coherence & Direction of Policy and Strategy:* LWF/N has been able to maintain a broadly strategic and coherent approach to its operations. It appears a good balance has been found between focusing on key priorities without missing new opportunities that have emerged to source funding and expand its operations.

The staff feedback has also suggested that LWF/N has had a sufficiently flexible and enabling management to quickly assess, renew and revise its operations in the light of changed circumstances. However, this has not been without its challenges as will be discussed below.

The biggest change during this CSO period has been the shift in the NDP to implementation through local partners. A significant challenge has been to redesign the organization to effectively work with this new approach. Although, LWF/N continues to take an active interest in operational and field level issues, this has largely been devolved to local partners. LWF/Nepal is now focused on such issues as providing capacity development, ensuring adequate oversight through financial and monitoring systems, and supporting advocacy initiatives.

The issue is to what extent the organization has sufficiently changed its systems and structures to effectively work in this new way, which includes the further enhancement of its empowerment and rights based approaches to programming. There are a number of findings and recommendations elsewhere in this report related to this issue (*refer to PME, partnership approaches and conclusion as well as refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

## **D2. Strengthening human resource capacities of LWF Nepal**

Based on feedback from the Kathmandu staff, LWF/N provides a good working environment, which encourages staff and has a number of mechanisms in place to ensure the views of the staff are heard. There are also staff appraisal systems in place and there did not appear to be any specific issues raised in regard to their efficacy.

There are also regular training opportunities provided to staff to increase their own capacity and ensure the organization continues to improve the way it carries out its work. In this regard, it is noteworthy that LWF/N has used the expertise of other NGOs in Nepal. For example, staff received training from Action Aid on right based approaches to development. The connection to the other Asia World Service programs through the AZEECON process is also an excellent example of networking that will improve organizational effectiveness through staff development.

The increased staff number also presents challenges to ensure staff feel they are being kept 'in the loop' and part of a team. There was a view expressed by some staff that this wasn't happening and they weren't updated about key decisions of and events in the life of the organization.

Following the 2000 Evaluation, it is understood LWF/N established a forum representing women staff to ensure relevant gender issues were fed into management meetings at a higher level and embedded in the organizational culture. Although it appears management is very much aware of gender-related issues there were some views expressed that the original objectives of the forum haven't been fully realized.

Another practical implication for a growing organization is that it is more difficult for senior management to make decisions in a timely and efficient manner than might be otherwise possible in a smaller entity. Although no concrete examples were provided there was a view expressed that the organization would benefit from a more decentralized and devolved decision-making process.

Front line LWF/N staff would benefit more through regular consultation from HQs and regional staff; strengthened coordination and coordination between senior, midlevel and front line staff; induction and preparation of field level staff before placement; better HRD plan; improved JD, performance appraisals and improved skills in advocacy and networking. There has to be better guidance and coordination from senior staff based in Kathmandu to the field staff. These are in relation to their respective themes such as gender, livelihood, health, HIV and AIDs or agriculture. LWF/N may wish to bridge the gap where necessary through the use of short term external subject matter specialists and consultants in vital areas such as agriculture or HIV and AIDs when needed.

Overall, no systemic weaknesses have been identified but the recent increase in staff numbers, which it appears will remain at current levels for the foreseeable future, does mean that the current system may need to be enhanced to cope with the additional pressures, requirements and work load that flow from this new situation.

***Strategic Recommendation 52:** Review the current organizational structure to assess the feasibility of creating a Human Resource Development position, or Unit. If, for financial or other considerations this is not a viable option senior management review current job descriptions to ensure the above issues can be addressed in a systematic way and don't 'fall between the cracks'.*

***Operational Recommendation 53:** LWF/N reviews its current human resource management system. Some issues that could be considered include: ensuring the development of appropriate induction programs for new staff to ensure they are properly oriented (e.g. simple things like being able to see where they fit in the overall organizational structure); a more systematic approach to staff development (i.e. going beyond offering ad hoc training opportunities); a review of the employment policies, e.g. grievance procedures; and ensuring staff are familiar with the policies, especially regular reviews about the staff Code of Conduct.*

***Operational Recommendation 54:** LWF/N develops strategies that support employment opportunities for women, Dalits and other nationalities with which LWF itself encourages in its local partners.*

***Operational Recommendation 55:** LWF/N reviews the effectiveness of the current forum mechanism and, if necessary, implement changes to ensure the original objectives of the forum are promoted and achieved.*

***Operational Recommendation 56:** LWF/N management develop, in consultation with the staff, a regular (say weekly, fortnightly or following meetings of Senior Management etc) internal memo that advises staff of policy decisions, staff movements, funding approvals and availability of documents and reports that may be of interest to relevant staff. Although it does add workload for the staff member/s preparing these 'internal memos' may help to forge a greater sense of working as a team.*

***Operational Recommendation 57:** LWF/N should apply the principle of subsidiary – devolving decisions to the lowest level possible. This will require careful consideration as to what is appropriate to devolve and what is not and may require a review of job descriptions and appropriate policies to formalize the new arrangements.*

### **D3. Enhance LWF Nepal partners' capacity for the effective management of the programs**

#### *Partnerships*

LWF/Nepal has invested a great deal in establishing relationships with a range of partners in the implementation of its program. Partnership Guidelines have been established, Project Agreements formulated and a regular process of consultation and capacity building established. Under the circumstances LWF/N has done a commendable job in selecting appropriate partners to work with and through.

However, from an organizational standpoint there is a need to clarify whether these intermediary agencies are a means to an end (i.e., service providers) or an end in themselves (i.e., to be stronger actors in civil society). If the former, then capacity building initiatives will concentrate on issues specific to achieve implementation of LWF priority areas &, by extension, will see LWF/N working more directly with CBOs as their capacity increases to a satisfactory level. If it is the latter, the nature of the relationship will go beyond the bounds of project activities and implementation to developing a process that strengthens the capacity of the NGO.

An issue that the Evaluation Team did not have time to explore fully was how LWF/N managed Partnerships and negotiated Partner Agreements. It appeared that there was no one individual that who had overall carriage of the partnerships; instead responsibility was spread across a number of staff. It may be that this is the most appropriate approach; however, it does mean LWF/N has to be careful that processes are in place to enable a consistent approach to be applied in regard to the partners and lines of communication are clear between LWF/N and its partners to ensure the quality of relationships is maintained. (*See also Issues faced when working with Partner Organizations (IPs in earlier chapter) plus (Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II).*)

#### *Performance – Planning, Monitoring & Evaluation Systems*

LWF/N has developed a very detailed Monitoring System for its SON/NDP work, which includes capturing information from the household, group, CBO and partner level. The actual task of completing the data forms is undertaken at the local level and therefore is not a burden on or direct responsibility of the LWF staff. In recent times the collation of all the data has been simplified by the development of a computerized data base system, managed by the Program Planning & Monitoring Coordinator (PPMC).

This extensive primary data is potentially quite valuable if there was the time and expertise to undertake a detailed analysis of the information provided. Based on discussions with the PPMC it appears there is a benefit to the data collection in terms of developing in the groups/CBOs/Partners a capacity to collate and prepare data, which they themselves have helped to formulate.

However, the issue is to what extent the mass of data assists or hinders LWF/N monitor and evaluate its program. Firstly, there is the problem about the integrity of the data in the first place. In other words, how accurate is the information and how much time and energy should go into verifying the data if it doesn't add much value to LWF/N's management decision-making processes anyway. And, secondly, to what extent does the information simply focus on activities and outputs rather than higher level issues of outcomes and impact. This is a particularly important question given that LWF/N has moved from a project to a process oriented approach to its programming.

It is argued that, given most of the information collected isn't really used in any meaningful way, LWF/N would benefit from a review of its M & E System to identify the key data it requires to monitor and evaluate impact of the program, and key data that helps to monitor and manage program implementation (planned vs. actual). A key issue is to ensure that the system provides a mechanism to ensure lessons are learned and can assist management to improve its programming.

A more focused approach may also help address a concern expressed by some staff that the field level activity monitoring requires further enhancement. It appears the main concern is the lack of a systematic approach, which is missing problems/irregularities in implementation and identifying key issues and trends. If the extent of resources dedicated to monitoring can't be increased and the geographic spread of the activities is maintained, it is critical the M&E system is streamlined in a way that enables the monitoring staff to concentrate on the things that really matter to management.

LWF/N may not need to 'reinvent the wheel' as the LWF/Cambodia program has gone through a similar process where it had collated large amounts of data in its information management system but struggled to use it as an analytical and management tool. They have now consolidated the strategic objectives into a small number of critical areas, and implemented the "Most Significant Change" methodology to capture more 'qualitative analysis', which it is envisaged will capture more of the intangible impacts of the program.

A strategic objective under the present CSO is to use consultants to undertake regular internal reviews of program progress. It may be that these internal reviews could be used in a more systematic way to undertake detailed assessments of particular components of the program identified by management as necessary to help chart the future of their interventions. For example, during the evaluation it has been quite difficult to discern the social and 'political' impact of the program as the groups/CBOs focus on the tangible benefits derived. It probably requires people with appropriate social survey skills to uncover these aspects of the program work.

The other comment is whether job responsibilities can be realigned, at the appropriate level, whereby the task of monitoring project implementation and performance (i.e. planned v actual) is separated from the task of qualitative & impact-related monitoring and evaluation issues.

#### *Non-SON work*

Although there are quite detailed M&E systems for the SON work, which is available on an organization-wide basis (e.g. Annual Monitoring Report & Annual Report) it doesn't appear non-SON projects are treated in the same way. There are no doubt interim and final report are prepared according to donor requirements, but it is possible that important data that could be used by and within the organization are being lost because of the absence of incorporation into LWF/N's overall M & E framework.

#### *Risk Management*

It appears that LWF/N has quite effectively implemented a process of organizational risk management to devise strategies that have enabled the continued implementation of the program and protect its staff during quite difficult times.

However, this process has been on an activity by activity, case by case basis rather than designed as part of a system-wide, organizational approach. Another question is how systematically the findings of audits are assessed and actioned (*see also earlier section on Planning, Monitoring and Evaluation, Strategic Priority Number 2*).

***Operational Recommendation 58:*** *LWF/Nepal will need to more clearly articulate, in collaboration with their partners and as a standard feature of project agreements, a 'graduation' or 'exiting' process. It is explicitly stated in the "Partnering Strategy and Guidelines" Document that LWF/Nepal's partnerships will be time-bound and in discussion with Sahakarmi Samaj (Banke) they are aware of this. The challenge now is to develop a set of criteria (or by some other mechanism) that allows both parties to systematically work towards a completion of the partnership, or a different form of partnership which could be some kind of 'accompaniment' arrangement.*

***Operational Recommendation 59:*** *LWF/N has implemented a process that brings its partners together to discuss issues of mutual interest. LWF/N is encouraged to continue to develop these opportunities for dialogue and especially with a view to maximize the linkages between the various entities that ensure the different skills and experience in the organisations are mobilized in a way that complement each other.*

***Operational Recommendation 60:*** *That LWF/Nepal review its P,M&E system with a view to achieve the following objectives: a sharper focus on critical areas that assists management analyze performance & guide decision-making; a process for qualitative assessment of program impact, including more strategic use of consultants with social survey expertise & introduction of appropriate tools; integrating all LWF/Nepal program work into the one system; and an organizational structure that facilitates a high quality PME system (e.g. developing internal expertise in implementation of qualitative assessment approaches)*

***Operational Recommendation 61:*** *That LWF/Nepal liaises with LWF/Cambodia & other relevant programs that have already completed such a review and implemented new systems and approaches*

***Operational Recommendation 62:*** *That LWF/Nepal consider the establishment of a standing 'Audit and Risk Management Group' consisting of appropriate staff that has the specific charter to systematically address audit and organizational risk issues. These types of committees are found in most organizations of any significant size and there are a number of tools already available that could be assessed and modified to help LWF/Nepal develop a more systematic approach in these areas.*

#### **D4. Improved resource mobilization and management capacity**

The growth in the size of the organization reflects a good capacity to mobilize resources from a range of funding partners. LWF/Nepal is perhaps one of only a few World Service programs that have fully funded its SON budget, which is an impressive achievement.

An issue that has arisen, though, is whether LWF/Nepal has spread its resources too thinly over too wide a geographic area such that it has diminished its impact and stretched the organizational capacity to properly manage the full scope of its work. In regard to the former issue there was no time for a detailed analysis and other sections of this part of the report has raised issues related to the latter point.

Although there is the Program Cooperation Framework Agreement that endeavors to provide LWF field programs with forward assurances for SON projects it is in the best interests of LWF/Nepal to ensure it maintains regular contact with donor partners to assist anticipate potential changes in donor priorities that may impact on the work of LWF Nepal. The earlier these issues are raised and addressed the better placed the LWF/Nepal management will be able to respond quickly and effectively to the new realities.

Another issue that has been raised is that the organization has limited 'untied' funds available to it. A very practical constraint this place on LWF/Nepal is its capacity to apply for EU funding that requires a (15%) co-contribution and availability of bridging funding to deal with the gap between the finalization of a project and the release of the final *tranche* of funding.



LWF/Nepal applies a systematic approach to its planning, budgeting and financial reporting. There is a formal process to prepare budgets (in November) and review & amend in July each year. Consideration may need to be given to ensuring that all stakeholders are informed in a timely way about the availability – or otherwise – of funding. It appears there are some problems at a field level in managing dashed expectations when requests for funding are not approved due to the lack of funding. Also, it is important for transparency with donor agencies to advise any significant changes in approved budgets as soon as possible in the process.

The financial system to control funds is also well established. There are Accountants at the field level who verify partner funding, the internal auditor undertakes a regular process of field visits to verify expenditure and systems; including detailed assessment of partner organizations, and spot checks of CBOs and Groups. There is also an annual meeting of LWF & partner staff to discuss financial issues, including findings and recommendations of the internal (& external) auditor. A detailed internal audit commissioned by LWF/Geneva was undertaken in 2003 and no significant systemic problem areas were identified. LWF/Nepal is due for a follow up internal audit this year (*Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

It was noted that one donor partner questioned the administration/project expenditure ratio, which it was felt was at the higher end of what was considered reasonable.

**Operational Recommendation 63:** *LWF/Nepal integrates into its budget review processes an opportunity for input from (and seeks approval where changes are significant) of its funding partners, especially where it is a requirement in the Agreements with those partners*

**Operational Recommendation 64:** *LWF/Nepal commission a benchmarking exercise that will help to establish the cost-effectiveness of its operations and activities against agencies of similar size and nature. If LWF/Nepal is substantially 'out of step' with other agencies (either below or above) then management will need to carefully review its staff salary structures and organizational set up. However, if it is found to be competitive with or even more cost-effective than other organizations in Nepal it may help to maintain the confidence of its current donor partners.*

**Operational Recommendation 65:** *That, as part of the benchmarking review, LWF/N revisit how it defines program and administration costs, including that of its implementing partners. If any changes are proposed it is strongly recommended that they are clearly communicated to its supporting partners.*

**Operational Recommendation 66:** *LWF/Nepal consider in the next CSO period the articulation of a policy that aims to ensure its salary scales etc and administrative cost structure remains within a certain band (e.g. at about the median level for INGOs in Nepal). Networks*

## **D5. Strengthen relations and practical collaboration within national and regional networks.**

LWF/N has been quite active in developing networks and alliances with other NGOs, both local and international. It is a member of the Association of International NGOs (AIN) and has had representation on that body's Standing Committee. The involvement at this level was particularly important during this period of political instability and insecurity. It has also been part of an alliance with Save the Children (US, Japan & Norway), MS Nepal and UMN to work on the PRSP process & has been involved in working groups that have addressed issues such as HIV and AIDS, Partnership Guidelines and Disaster Preparedness.

As stated in the Strategic Plan event led workshops, exposure visits and interactions do take place with BRSP, SAGA, and NEPAN & AZEECON. There are also vital networking ongoing at national and district level with either *Dalit Advocacy*; IDPs or BRP human rights organizations. As noted earlier, these advocacy and networking initiatives can benefit even more, from improved goal and outcome setting by LWF/N. It can ensure better knowledge management and dissemination between staff and improved performance from opportunities presented.

**Operational Recommendation 67:** *Plan, internalize and integrate systematically such networking endeavors and opportunities to benefit LWF/N's goals.*

## **D6. Transition to local ownership and governance**

### **Findings Leadership-Governance**

LWF/N doesn't have a local governance structure as it remains a field office of the LWF's Department for World Service (hereafter referred to as DWS). It appears there is no imminent pressure to localize the program and this may in part be or indeed largely because, in staffing terms, it is local with only one expatriate & implementation of development activities through local NGOs.

Another positive factor is that the LWF/N Director reports that there is a good relationship between the field and Geneva, which provides sufficient oversight and guidance to adequately fill the role normally assumed by a governing body.

However, when viewed against the CSO and recommendations of the last evaluation, it is clear that there has not been as much progress in moves towards localization as planned. The proposed new Global DWS Strategic Plan is another factor as it calls for the

incorporation of exit strategies and localization plans in country strategic planning processes. Although there are no pressing factors driving localization it is an issue that will confront the organization and should be addressed during the next CSO cycle.

**Strategic Recommendation 68:** *A recommendation of the previous Evaluation was to consider the establishment of an advisory board as a first step towards localization. LWF/N may wish to explore the feasibility and utility of such a body as it prepares the next CSO, including representation from key local stakeholders such as its partner NGOs. Such a step would potentially provide a space for mutual learning and accountability, promote greater understanding between the partners and enable more voices to be heard in relation to program development, including policy review.*

#### **Overall Monitoring & Evaluation of Organizational Effectiveness**

A striking omission from formal reporting (e.g. Annual Monitoring Reports) is in relation to progress against Strategic Objective 4. The problem this presents is that these issues fall off the management radar and therefore risk not being achieved.

**Strategic Recommendation 69:** *LWF/Nepal ensures that it reports against all the objectives articulated in its CSO & PMD documents.*

**Operational Recommendation 70:** *LWF/Nepal considers using, as part of its monitoring & evaluation of organizational effectiveness and development, an organizational effectiveness tool to assist management systematically track progress against the agreed criteria. The Australian aid sector developed "Organizational Effectiveness Tool" is one example of the type of process that could be developed. An advantage of developing such a tool is that the process itself will help management to more intentionally and with greater detail establish what it wants to achieve in this area and how.*

#### **E. Other Program Issues**

##### **E1. Program Design and Analysis**

The MTE did not really get into the program design but it observes that there is a need for more reflection on the program design. If it is an empowerment process, then how is the program able to pull itself together with the many projects it has, and where does program analysis and discussion takes place (and not just compilation of monitoring reports)? Where is the synergy brought together so that there is cross fertilization across the full program? How are learning from one project shared with other projects, especially since the empowerment process and the use of implementing partners is a new shift compared to previous Country Strategy? How is the empowerment process institutionalized? (Refer to the Planning, Monitoring and Evaluation Section on Strategic Priority Number 2).

##### **E2. Conceptual Clarity**

Better understanding of concepts and approaches such as participation, empowerment, advocacy, strategy, RBAs - needs to be orientated, capacitated, internalized and rolled out to the CBOs and PFGs. Program Staff of LWF/N; intermediary NGOs and CBOs should be capacitated adequately in order to take up the issues as mentioned above more effectively. Better articulation and definition of Poverty; Poverty Reduction; Self-Help/Self-reliant development; advocacy and RBA will be helpful to all stakeholders. The differentiation between empowerment approaches; livelihood programming and poverty reduction can increase conceptual clarity in development works carried out by LWF/N.

##### **E3. LWF/N Profile and Visibility**

A pertinent issue is the specific profile of the program? And how effective is the visibility and communications of the program? Most of the community groups visited did not know LWF/N in the Mid and Far West Nepal. Although some recognized the Staff (Mr. Yadu Shrestha), they associated him as staff of the implementing partner, (example: from NNDSWO). On one hand this is fine, but what does it say about the orientation of Implementing Partners especially if they have worked a long time in the community? What do they say about where they receive support from or who is working with them? Also, does this raise an issue of visibility of LWF? Participation, accountability, transparency and partnership require that clear information must flow horizontally from the primary groups up to LWF/N and donor partners including LWF/Geneva and vice-versa. Similarly, information on who is who? What each is intending to accomplish or expects from one another in the relationship? (often a polygamous relationship in development) is critical for a mutually satisfying long term partnership.

##### **E4. Peace Building, Conflict Transformation and Reconciliation**

LWF/N's works with the primary focus groups, i.e. *Kamiyas, Haliyas*, Refugees, IDPs, Dalits, tribals and minorities do contain plenty of elements related to peace building, conflict transformation and reconciliation. The empowerment processes can have better clarity and focus to work more articulately under this important and emerging agenda. LWF/N has done a fairly good work of working in and around conflict with its indirect partnership approach. It can, in future grapple with the issue of working *on-conflict* and provide much needed capacity to its partners including KSA on conflict mapping, do no harm, root cause analysis or conflict triangle developed by practitioners such as Mary Anderson or Galtung or many other modules which is readily available now in the development arena.

##### **E5 Strategy Development versus Strategic Planning**

Reviewing the current Strategic Plan 2003-2007, it appears that the emphasis is put much more on physical and tangible plan and less on the process of preparation of the strategy, its review, monitoring and evaluation. LWF/N may benefit more in future by emphasizing on both the process of preparing and steering the strategy as a development process as well as keeping course with the physical and qualitative outputs and outcome of the plan. In view of this, the MIS and Program M& E needs to be synchronized and

upscaled to meet the demands of review an re-integration of emergent issues during the life of the strategic plan. In this manner the strategic plan becomes a dynamic document leading to a constant development debate and relevance to the organization.

The current Strategic Plan is fairly brief and skips some of the important elements such as situation analysis and environmental scanning. The constituency's needs, aspirations, problems and opportunities are missing as well. So is the chapter on SWOT analysis. The external environment analysis is also missing to contextualize the intervention strategies of LWF/N. It thus appears that the Strategy Development in LWF/N is a top down product orientated approach rather than a bottom up process-product approach. The goals and outcome indicators are percentage (%) targets and often miss out on qualitative process orientation and lacks sufficient SMART indicators for change measurements. This is a series lacuna in LWF/N's overall planning process which it may wish to rectify in future (*see framework of strategy development in appendix and. Refer for details to Pre-Assessment for MTE, - Prakash Dahal, June 2006; LWF/N Partners Profile – Prakash Dahal, June 2006; and to the ETM field notes June 2006 by individual evaluation members in separate appendix Report II*).

**Strategic Recommendation 71:** *LWF/N and its IPs, CBOs and PFG can benefit from a more focused and robust approach to learning and knowledge management in new development themes as illustrated above. It may wish to consider having improved program reviews through a systematic (PME,) especially at the Senior Staff Level. The issues emerging from these reviews can be fed continually back to Program development for effective performance.*

**Strategic Recommendation 72:** *LWF/N may benefit from a more professional process oriented bottom up strategy development rather than a top down product orientated Strategic Plan. Consider introducing a complete and dynamic process which will assist LWF/N to achieve a better strategy development including a complete document and a professional Strategic Plan.*

## **Section VII: Strategic Approaches**

LWF/N has articulated a number of strategic approaches to fulfil its VMVG as laid down in the Strategic Plan. It is attempting sincerely to consolidate and follow these approaches. There has been varying degrees of successes and failures as articulated below. LWF/N has discovered that strategic approaches are a means to an end and it is more than mere enumeration of wish list or hollow platitudes. It will do well in the forthcoming CSO to continue making progress in these important and critical issues as its development principles.

### **a) Emergency Response and Preparedness**

The Bhutanese Refugee Project reflects this aspect adequately. It has been able to respond to the basic needs of the refugee population in collaboration with UNHCR and other agencies involved in the 7 refugee Camps. Although, the Bhutanese refugee has been mired in intractable imbroglio, it is not because of lack of good intention and effort from LWF/N and many other national and international stakeholders There are other such human made tragedies such as the Internally Displaced Persons (IDPs) due to political and civil conflict in Nepal and Tibetan New Arrivals (TNA) which needs greater emphasis and consideration in the future.

### **b) Risk Management**

LWF/N has implemented some projects together with donor partners such as (DCA) to minimize the risk from floods in Nepal. The formations and capacity building of 22 Disaster Mitigation Teams (DMTs) in 3 districts of eastern Nepal is an example. The MTE notes that in terms of floods and landslides or earthquakes, the organization has done a fair bit in the reporting CSO period as well as made laudable efforts in the past. It needs to mainstream such efforts more together with other agencies so as to reach a greater critical mass. In the past LWF/N has supported government, INGOs and NGOs in community based earthquake response measures? This is an important initiative as the country lies in seismically active zone. Future efforts should continue in this direction.

The efforts to harmonize the refugee population with the adjoining local population by provisioning for their development are also a laudable effort. It has been observed that rather than making the local community dependant on the organization more could be done to create greater empathic relationships between the refugees and the local population.

LWF/N may also wish to capacitate and sensitize itself through emergency planning, advocacy and networking, preventive measures for such volatile issues as political, ethnic or religious distresses; which appears to put pressure on society due to prevailing uneasy conflict situation.

### **c) Empowering Development**

LWF/N has shifted from service provision towards a human rights based approach to development. It emphasizes duties of the state, market and development agencies towards the marginal, weak and vulnerable in the Nepali society. The Empowerment Process promotes rights of every citizens, women, and children, tribal, ethnic, minorities and socially disadvantaged groups to claim their rights. It aims to promote sustainable livelihood based on the dignity of each human persons. The advocacy and networking of its themes focus on such important issues. The direction in which it is moving is right headed but it needs to acquire competences on RBA and Empowerment Process to optimally fulfill this promise.

### **d) Strengthening of Civil Society**

LWF/N is attempting sincerely to ensure that its collaboration with NGOs and CBOs, including the primary groups as grassroots peoples' organizations, is not merely a utilitarian approach to fulfill project implementation strategy. Hence, the work with all level of partners, which it has many, appears to strengthen the overall civic society and development through this sector. Development

through NGOs and civic society organizations needs sharper focus in the future. LWF/N must also consciously Program its interventions to ensure that its development approaches becomes more effective. Micro-Macro linkages and bringing learning and evidence from the field to inform choices and policy advocacy in important in such an approach.

e) **Facilitation and Partnering**

LWF/N has moved from a direct implementation towards facilitation and partnering approach. As noted elsewhere it is making sincere effort towards that destination. Yet LWF/N may wish to make such an approach even more robust by internalizing and integrating approaches that fosters genuine facilitation and partnering from IPs, CBOs to primary groups. It requires and demands competence from LWF/N to respond to partners need for improvements in such critical areas as PCM, LFA, OD; PME; proposal writing; knowledge management and learning, to advocacy, networking and movement building. It also entails an empathic accompaniment, nurturing and stewardship with an appropriate and collegial group of partners at all levels in the field. It also involves mutuality and professional monitoring and evaluation. It calls for partners to be aware of their rights based on the solid foundation of duties and responsibilities.

f) **Networking**

Networking efforts are made nationally with Association of International NGOs (AIN); NGO Federation or Dalit NGO Advocacy etc. Likewise, LWF/N is also networking with other agencies on issues related Gender such as (SAGA); disaster related response (AZZECON). More efforts are called for in the case of national and international networking and advocacy for Bhutanese refugees. Likewise, future themes such as IDPs and external asylum seekers and refugees such as the Tibetan New Arrivals may demand more effective national and international networking.

The networking carried out at local and national level for theme pursued by LWF/N is commendable. Considerable resources, staff attention, efforts, time, resources and opportunity costs are invested. LWF/N may wish to mainstream the benefit derived from such networks even more proactively and systematically in the future.

g) **Application of SPHERE, Humanitarian standards**

This is being followed in the BRP project as well as any contingencies that arise in an emergency situation. The MTE notes that despite the stringent implementation of such standards challenges exists when atrophy sets in with any development goods or infrastructure. The lack of UNHCR funds has put tremendous strain on the continued quality maintenance of facilities inputted or developed as emergency response. They range from street lightning, to cooking fuel, stoves, roofs, latrines plus food and non-food items.

***Strategic Recommendation 73:** Strategic Approaches can be a meaningful devise for effective organizational management and Program performance. LWF/N should continuously review and revisit these principles and translate them into action in the field.*

## **Section VIII:**

### **Relevance & Sustainability**

#### **Relevance**

Overall the themes and activities carried out under the CSO were found to be relevant. There are other emergent issues such as IDPs and the Tibetan new arrivals that challenge LWF/N to respond to in the future. The partnership approach was relevant although efficiency and effectiveness especially in the Mid and Far West Nepal is a question mark at the moment. The themes and activities are in line with LWF/ Geneva's global priority including gender issues, rights, relief, rehabilitation, refugees, poverty focus plus focus on the displaced, disadvantaged and vulnerable communities. The themes and activities are also in line with Nepal governments priorities such as MDGs and PRSP. Above all the LWF/N activities and themes are very much relevant to the needs, problems and aspirations of the poorest segment of society in Nepal.

#### **Sustainability**

Sustainability of Programs such as Bhutanese Refugee issue is very much a question mark with funding problems. The physical goals of relief and rehabilitation have been largely met with many challenges. However, repatriation and rehabilitation is something beyond the control of LWF/N. Sustained level of advocacy to keep up the pressure at national, regional and international level is also faltering.

In the empowerment projects and processes, partnership, Program and process sustainability including financial sustainability at group, CBOs and NGOs level is still dependant in LWF/N. Institutional sustainability of most implementing partner NGOs and CBOs also needs to be strengthened and is still very much donor dependant. Sustainability of processes and Programs including PME and participatory approaches to empowerment is at a nascent stage and needs further attention and support. The concept, principles, tools and skills on Empowerment Processes needs further consolidation and refinement in order to achieve sustainability at process, programmatic, financial and institutional levels.

The institutional structure and thematic Programs of LWF/N should continue into the next CSO period. LWF/N has a good funding base and, hence, should continue to exist as long as its inputs are needed in Nepal. The issue of localization of LWF/N needs to be tackled in the next CSO in order to provide further Program and institutional sustainability.

The organizational management of LWF/N appears to be on track. It needs fine tuning on issues related to capacity building, M&E, staffing and remuneration, transparent decision making and downstream dissemination of information. LWF/N will also become

more robust with an HRD/HRM officer or Unit. Likewise, an Advocacy Officer with competency to exclusively look at all levels of Advocacy is recommended by the current evaluation.

There is a certain degree of speculation as what might happen to LWF/N should the State, non-State and the NGO community (such as the NGO Federation) is adverse, or oppressive to its Programs and implementation modalities? The MTE foresees no major hurdles for the immediate foreseeable future and LWF/N will continue to find relevance and will be able function uninterruptedly in Nepal. In fact, the current positive political developments and conflict transformation may present LWF/N to play critical roles in many areas of democracy and civic society strengthening in the future. Its Empowerment Processes will continue to be popular and demand much from its primary focus groups to consolidate such approaches.

#### **Section IX: Conclusion**

LWF/N has an adequate set up, structure and configurations to carry out its mandate in Nepal. It has also articulated a fairly sophisticated approach, strategy, systems, organizing and mechanisms to implement its interventions in rural Nepal and the Bhutanese Refugee Camps. It has a dedicated cadre of human resources to facilitate its works.

LWF/N has the experience, intuition, competence and capacity to periodically undertake situation analysis and environmental scanning in order to frame its strategy development and remain relevant, coherent and current in its work. Currently, its overall strategy has four sets of priorities. Two priorities, i.e. on Bhutanese refugee relief and rehabilitation plus Empowerment Processes - these are directly development focused. One deals with welfare and relief, the other an Empowerment process. The Advocacy and Networking combined with effective Organization management and Development, which forms the latter two priorities; complements the former two in order to accomplish its VMVG.

The durable solution to Bhutanese refugee question hangs on the balance. The relief and rehabilitation work suffers from lack of resources from UN as well as other donor partners. Many good works are being carried out by LWF/N to provide relief and such efforts need to be continued until a lasting solution is found for the Bhutanese Refugee issue. Plenty of good works have been accomplished for the local host communities who live in the immediate vicinity of the 7 Camps as well. The RHCSP has been successful to avoid much anticipated conflict and tension between the Refugees and local communities. The RHCSP, which is currently pursuing a need based welfare approach, can be approached with a rights based empowerment and gender lens as well, just as with regular Programs of LWF/N.

The Empowerment Processes and many projects initiated under this theme have brought both tangible and intangible benefits to the primary focus groups and constituency members. The benefits range from development of institutions of the poor; awareness of rights; livelihood and food security; income, savings and self-employment; primary health and education; risk management from natural and human causes; inclusion and greater participation; promotion and maintenance grassroots democratic practices in a difficult political circumstances and violent conflict. These are laudable achievements including learning the ropes to work with IPs and CBOs in a partnership approach.

Despite these achievements, the Empowerment Processes cannot yet be termed “*a-run-away-success*”. It has room for improvements in conceptual clarity; systematic participatory practices; PME; improvement of KSA of staff and partners; partnership approaches; resource mobilization; inbuilt advocacy and networking etc. Program learning, knowledge management and processes to feed these learning for improved performances are also desired in future.

Similarly, a host of micro and macro efforts are made in advocacy and networking areas. Much has been achieved for the Bhutanese refugees, *Kamailays, Haliyas, Dalits*, those with HIV and AIDs including FSWs. Local, national and international networks have been accessed, supported or promoted. These are steps in the right direction and LWF/N must continue putting emphasis on these fronts. It must continue to consolidate its efforts even more systematically in future such that these efforts bear optimum fruits and effectiveness.

Laudable efforts and achievements have been accomplished to ensure organizational effectiveness and development. They range from effective management to good leadership at all levels. Human resources have been capacitated by providing them training opportunities at local, national and regional level. Effective steps, policies and procedures are in place to strengthen its partners and grassroots communities' organizations.

LWF/N is working in an Empowerment Processes with an indirect rights based approach. This approach and the principles call for new sets of skills, tools and mindset changes in its staff. Facilitation replaces direct implementation and encumbers the organization to develop a host of new KSA and practices. Besides, responsive structures and themes can be re-configured to respond adequately to these challenges. The MTE makes relevant suggestions to ensure these changes are attempted in order for LWF/N to become an effective development organization.

Considering the wide geographical coverage from East to West Nepal, as well as the diverse and complex issues ranging from Bhutanese Refugees and IDPs, to bonded labourers and HIV and AIDs, LWF/N has achieved reasonable success during this Strategic Plan. LWF/N may benefit from consolidating both in geographic and thematic areas in future rather than pouncing on to every new opportunity that presents itself as a relevant issue in its strategic approaches and priorities. It must weigh its strategic options carefully in future so as not dilute its efforts too thinly. Besides, LWF/N may need to take up the issue of transition to local governance more robustly in the next CSO period.

## **Section X Summary of All Recommendations**

### **Strategic Priority Number 1:**

**Strategic Recommendation 1:** *It is important that LWF Nepal internalizes the justification of having Bhutanese refugees as its own primary focus groups and not regard itself as a mere service sub-contractor to UNHCR.*

**Strategic Recommendation 2:** *Ensure adequate funds to run Camps and basic needs of refugees to adequate SPHERE standards. Diversify funding base for refugees as they are vital for running of the refugee Camps and do not depend on a single donor as withdrawal or curtailing of funds may jeopardize the program quality seriously. Consider this as the added responsibilities of LWF as UNHCRs funding abilities seem to be decreasing. Link its funding needs for service to refugees with overall advocacy for durable solutions. Ensure sufficient funding for basic needs of refugees in coordination with related agencies.*

**Strategic Recommendation 3:** *It is important that next CSO has SMART goals and objectives on refugee issue recognizing what is possible for LWF on its own and what must be mere contributions to joint efforts with many other stakeholders. This will ensure that LWF/Ns role and responsibility is clear and so as not to build in failure from very beginning by not recognizing one's own primary roles, responsibilities and limitations.*

**Strategic Recommendation 4:** *In view of the protracted struggle for the refugees to return to Bhutan, it is important for LWF to go into critical and constructive dialogue with Bhutanese refugees on how to find viable and lasting solutions. LWF should have opinions and take stands as a partner to these organisations without posing conditionality.*

**Strategic Recommendation 5:** *In view of the shortage of funds with UNHCR, the LWF/N funding partners can consider and examine more possibilities for additional support. For Dan Church Aid the following is suggested:*

- (a) *DCA makes advocacy strategy for Bhutanese refugees at Denmark level in close cooperation with LWF. DCA India will make contacts to emerging DCA Advocacy unit which is being established to strengthen this aspect of DCAs Denmark's work. (August 2006).*
- (b) *DCA Denmark approaches Danish Refugee Council for: i) funding support to specific groups/projects, and ii) for cooperation on advocacy towards Ministry of Foreign Affairs DK. iii) to lobby for DK acceptance of refugees resettlement in DK as third country if needed,*
- (c) *DCA proactively supports coordination between Danish Embassy Kathmandu and LWF for information sharing and advocacy coordination as well as explore possibilities for local embassy funding for specific issues (NOT running costs), and*
- (d) *DCA approach International Centre against Torture (ICT), Denmark for possible support to torture victims.*

**Strategic Recommendation 6:** *In cooperation with LWF network and partner INGOs, explore the feasibility to establish an office for influencing and lobbying Indian Government in New Delhi.*

**Strategic Recommendation 7:** *LWF/N establishes a specific Advocacy unit or Advocacy officer in LWF/N Kathmandu office in order to mainstream advocacy works at all levels and across themes.*

**Strategic Recommendation 8:** *It is Important to develop overall coordinated advocacy plan and effort towards UN and EU as well as at national level with those for supportive funding partner countries (Norway, Denmark etc) by LW/N with the aim to link efforts for finding funds for advocacy leading to durable solutions. It is equally important for LWF Geneva to make strategy and plan for advocacy at international level. This recommendation is important as the last review in 2000 also laid emphasis to this important role of both LWF/N and LWF Geneva.*

**Strategic Recommendation 9:** *Ensure that the RHCSF becomes income a empowerment based self-help Development initiatives in conformity with other Empowerment Process of LWF/N.*

**Operational Recommendation 10:** *Ensure additional and adequate funding to repair the remaining shelters and structures.*

**Operational Recommendation 11:** *Establish a recreation centre for old and young with a structure around old people telling young people about Bhutan and their unknown past.*

**Operational Recommendation 12:** *Ensure regular on site consultations with senior staff from (ERC/T) base and LWF/N Kathmandu. Improve induction and capacity including orientation of Camp teams especially when they are new. Plan well the HRD for each individual including incentives, rewards and career paths. Improve the staff competence in daily challenges such as stress management, mediation, conflict resolution and PR skills.*

**Operational Recommendation 13:** Ensure that Camp staff working as frontline staff in increasingly challenging situation due to refugee reactions to shortage of funding to have access to fast communication (Mobiles).

**Operational Recommendations 14:** There are a number of operational issues which can be tackled immediately in order to improve the daily management of refugee camps. These are better coordination, cooperation and information exchange between and among staff and agencies. Improved orientation of new staff to strengthen their motivation, morale and clarity. Social audits can be accomplished better and more transparently at all levels. Improved Coordination and Cooperation with NGOs and cooperating agencies including the government unit such as RCUs and police posts.

**Operational Recommendation 15:** Staff members of LWF/N as well as partners such as CARITAS and AMDA; may benefit from building capacity in advocacy, fundraising, psychosocial counseling and care, conflict transformation, stress reduction and peace & reconciliation.

**Operational Recommendation 16:** Staff members of refugee human rights organizations such as BRRRC, HUROB, BHA, BRAAVE needs specific staff focused on advocacy issues for refugees. They may benefit from capacity building on advocacy, conflict transformation, stress reduction and peace & reconciliation.

**Operational Recommendation 17:** It is Important to continue supporting unity formation among Bhutanese refugee organizations. This can lead to synergy and capacity towards conducting their advocacy at different levels. Advocacy at international level must be strengthened in both approach and resource front. LWF/N can built concrete output indicators and if feasible outcome indicators to facilitate achievement of durable solutions.

**Operations Recommendation 18:** Have better plans and programs in place so that resources, HRD and development including monitoring takes place more effectively.

#### **Strategic Priority Number 2:**

**Strategic Recommendations 19 :** Based on good works in three districts, attempt to replicate these efforts to reach more coverage and areas as envisaged in strategic plan

**Strategic Recommendation 20:** Care and Support to persons living with HIV and AIDs (beyond awareness, education and information for behavior changes) can be attempted. It calls for concomitant staff capacity and capacity of partners and volunteers to respond to this challenge.

**Strategic Recommendation 21:** Advocacy for (FSWs) requires creative approaches including networking and alliance building at national level for policy changes and fresh legislations.

**Strategic Recommendation 22:** Complementary livelihood support, marketable skills and coping mechanisms are required as support to the groups with HIV and AIDs, FSWs or IUDs. LWF/N together with upstream donor partners and downstream NGOs and CBOs can consider this important response to further improve HIV and AIDs campaigns.

**Strategic Recommendation 23:** Build LWF/N's own and IPs and CBOs capacity to work-on- conflict, voter power, participation and stable democracy in Nepal which can lead to stable peace in the country.

**Strategic Recommendation 24:** Move to second generation IGAs and Livelihood approaches and phase out from areas where groups and CBOs have enough capacity, financial asset and marketing skills.

**Strategic Recommendation 25:** Ensure equity when facilitating MF and S&C loans ensuring distributive justice and prevent elite capture.

**Strategic Recommendation 26:** Ensure human dimension is not lost when emphasizing loan recovery and institutional operational cost recovery especially in MF operation where regimentation is obviously important.

**Strategic Recommendation 27:** Money is very important but money alone is not enough. Ensure economic empowerment has a knock-on-effect on social and civic activism and empowerment. Credit plus approach and working together with IPs is important, otherwise, livelihood degenerates into chasing money and loan recovery becomes the mundane end game. Guard against this catch 22 situation especially in MF operation.

**Strategic Recommendation 28:** That LWF/Nepal review its P,M&E system with a view to achieve the following objectives: a sharper focus on critical areas that assists management analyze performance & guide decision-making; a process for qualitative assessment of program impact, including more strategic use of consultants with social survey expertise & introduction of appropriate tools; integrating all LWF/Nepal program work into the one system; and an organizational structure that facilitates a high quality PME system (e.g. developing internal expertise in implementation of qualitative assessment approaches).

**Strategic Recommendation 29:** That LWF/Nepal liaises with LWF/Cambodia & other relevant programs that have already completed such a review and implemented new systems and approaches.

**Operational Recommendations 30:** Capacity building and refresher training is required at different levels in the Project in order to build capacity of CBOs and Primary Focus Groups. These are in newer facilitation skills; TOT; documentation training; process facilitation; exposure visits in adjoining districts to see similar advocacy and networking works and sharing of experiences.

**Operational Recommendation 31:** Shova, Sarathii and SAATHI can become CBOs but currently they are just an informal network of volunteers. These peer educators can be gradually weaned to become autonomous CBOs in their own right. LWF/N and implementing partners SADG and STEP must upscale and build their capacity to reach this goal.

**Operational Recommendation 32:** Ensure that production groups of farmers are linked to local market systems, seeds and other support mechanisms including MF or S&C as a well planned package so it functions as a sustained process as well as marketable product. Special marketing groups can be trained from within the production groups to ensure market, quality, seeds, storage, transport etc.

**Operational Recommendation 33:** Plan ahead and facilitate second generation products with added value, technology, processing and production – generating more income and employment - where feasible, i.e. Jhapa and Morang.

**Operational Recommendation 34:** Mainstream Gender robustly in LWF/N, which includes use of principles and tools of gender and development in organization, projects and processes, in order to implement its Empowerment Process effectively. Actively pursue and strengthen its gender policy and ensure that the Gender Coordinator assumes pro-active role in all gender related issues as important component of the Empowerment Process.

**Operational Recommendation 35:** Ensure a more focused approach to Primary Health Care and Primary Education programming as important component of the Empowerment Process when implementing projects with IPs, CBOs and groups. Linkages, networking and advocacy can be carried out more robustly in alliance and cooperation with other stakeholders in each project sites.

**Operational Recommendation 36:** Coordinate efforts among IPs so that greater synergy and effectiveness is reached.

**Operational Recommendation 37:** LWF/N and IPs upscale capacity of CBOs and primary groups to tackle marketing problems. One way is to ensure that production groups develop small active marketing groups to sell products and maintain quality control.

**Operational Recommendation 38:** In order to improve operation and follow up service to groups in livelihood, attempt to acquire capacity, skills and resources for MIS and FMIS in computer Programs such as MF and S&C operations.

**Operational Recommendation 39:** Ensure building capacity of the various implementing stakeholders - such as primary focus groups, CBOs or even IPs - where appropriate in order to fulfill the goals of Empowerment Processes. A simple TNA based response to strengthening the capacity building can be an effective response.

**Operational Recommendation 40:** Ensure robust facilitation and support in strengthening CBOs and primary focus groups by deploying adequate human resources, expertise and competence backed up by participatory process orientated planning, monitoring and learning.

**Operational Recommendation 41:** Develop and deploy simple OD, process and program development indicators for PFGs, CBOs and IP – in orders to track their institutional strengthening processes, growth and development; program activism, resources mobilization capacities and long term sustainability.

**Operational Recommendation 42:** LWF/N can enrich and revise the recent partner guidelines to consider various points rose above on work with implementing partners. LWF/N can also pursue orientation discussion with partners on the issue of mutuality of partnership.

**Operational Recommendation 43:** LWF/N can employ clear screening processes and criteria in the selection of the implementing partners and devise an assessment effectiveness process for the implementing partners.

**Operational Recommendation 44:** Ensure a TNA based building capacity of the LWF/N; IPS and CBO staff to take into consideration the Empowerment Processes and a Right Based Approach to development from a purely service provision approach earlier. Ensure staff persons and front line development cadres such as Program Assistants and Field Animators have competence in facilitation skills.

**Operational Recommendation 45:** Ensure LWF/N facilitates capacity of IPs and CBOs in newer empowerment based themes such as participatory approaches to PME; Gender; care and counseling in HIV and AIDs related risk management measures such as working with persons with AIDs, FSWs and IUDs; RBA; CBDP; Advocacy and Networking; care and counseling for victims of violence; Human Rights advocacy knowledge for Bhutanese Refugee related forums; negotiation skills etc.



**Operational Recommendation 46:** Carry out periodical assessment to ensure TNA, capacity building trainings and applications are having the desired effect through KSA translated into practice leading to improved Program performance, advocacy and networking.

**Operational Recommendation 47:** The Primary Focus Groups and CBOs should go through a clear participatory rural approach to Planning every year. The process is an important source of learning and the results could be empowering individually and as a group. The results of the group planning (CAP) could be posted in flipcharts in the CBOs for transparency and visibility (in addition to the clean written version in the Program Assistant's folder). This would also be a clear evidence and source of pride in their accomplishments especially if they see, if any, progression through the years.

**Operational Recommendation 48:** Examine the empowerment matrix for self assessment and participatory monitoring of community capacity as shared by the LWF advocacy guidelines and see how it may be adopted to the LWF Nepal context.

**Strategic Priority Number 3:**

**Strategic Recommendation 49:** As part of a review of its organizational structure, consideration is given to establishing a dedicated advocacy officer position, whose responsibility it is to work with local partners and develop these micro-macro linkages, in cooperation with other like-minded civil society actors in Nepal.

**Operational Recommendation 50:** LWF/N can capacitate own and IPs staff's capacity on the empowerment approach, on Human rights issues, RBA and advocacy. Such impetuses can consider both local and international legislations on Human rights, Development rights, Indigenous Peoples rights, Child Rights, CEDAW and other forms of instruments and conventions. These are important considerations for empowerment and also building peace and reconciliation.

**Operational Recommendation 51:** Mainstream, internalize and integrate advocacy and networking holistically in each of LWF/N's programs.

**Strategic Priority Number 4:**

**Strategic Recommendation 52:** Review the current organizational structure to assess the feasibility of creating a Human Resource Development position, or Unit. If, for financial or other considerations this is not a viable option senior management review current job descriptions to ensure the above issues can be addressed in a systematic way and don't 'fall between the cracks'.

**Strategic Recommendation 53:** A recommendation of the previous Evaluation was to consider the establishment of an advisory board as a first step towards localization. LWF/N may wish to explore the feasibility and utility of such a body as it prepares the next CSO, including representation from key local stakeholders such as its partner NGOs. Such a step would potentially provide a space for mutual learning and accountability, promote greater understanding between the partners and enable more voices to be heard in relation to program development, including policy review.

**Strategic Recommendation 54:** LWF/Nepal ensures that it reports against all the objectives articulated in its CSO & PMD documents.

**Strategic Recommendation 55:** LWF/N and its IPs, CBOs and PFG can benefit from a more focused and robust approach to learning and knowledge management in new development themes as illustrated above. It may wish to consider having improved program reviews through a systematic (PME,) especially at the Senior Staff Level. The issues emerging from these reviews can be fed continually back to Program development for effective performance.

**Strategic Recommendation 56:** LWF/N may benefit from a more professional process oriented bottom up strategy development rather than a top down product orientated Strategic Plan. Consider introducing a complete and dynamic process which will assist LWF/N to achieve a better strategy development including a complete document and a professional Strategic Plan.

**Strategic Recommendation 57:** Strategic Approaches can be a meaningful devise for effective organizational management and Program performance. LWF/N should continuously review and revisit these principles and translate them into action in the field.

**Operational Recommendation 58:** LWF/N reviews its current human resource management system. Some issues that could be considered include: ensuring the development of appropriate induction programs for new staff to ensure they are properly oriented (e.g. simple things like being able to see where they fit in the overall organizational structure); a more systematic approach to staff development (i.e. going beyond offering ad hoc training opportunities); a review of the employment policies, e.g. grievance procedures; and ensuring staff are familiar with the policies, especially regular reviews about the staff Code of Conduct.

**Operational Recommendation 59:** LWF/N develops strategies that support employment opportunities for women, Dalits and other nationalities with which LWF itself encourages in its local partners.

**Operational Recommendation 60:** LWF/N reviews the effectiveness of the current forum mechanism and, if necessary, implement changes to ensure the original objectives of the forum are promoted and achieved.

**Operational Recommendation 61:** LWF/N management develop, in consultation with the staff, a regular (say weekly, fortnightly or following meetings of Senior Management etc) internal memo that advises staff of policy decisions, staff movements, funding approvals and availability of documents and reports that may be of interest to relevant staff. Although it does add workload for the staff member/s preparing these 'internal memos' may help to forge a greater sense of working as a team.

**Operational Recommendation 62:** LWF/N should apply the principle of subsidiary – devolving decisions to the lowest level possible. This will require careful consideration as to what is appropriate to devolve and what is not and may require a review of job descriptions and appropriate policies to formalize the new arrangements.

**Operational Recommendation 63:** LWF/Nepal will need to more clearly articulate, in collaboration with their partners and as a standard feature of project agreements, a 'graduation' or 'exiting' process. It is explicitly stated in the "Partnering Strategy and Guidelines" Document that LWF/Nepal's partnerships will be time-bound and in discussion with Sahakarmi Samaj (Banke) they are aware of this. The challenge now is to develop a set of criteria (or by some other mechanism) that allows both parties to systematically work towards a completion of the partnership, or a different form of partnership which could be some kind of 'accompaniment' arrangement.

**Operational Recommendation 64:** LWF/N has implemented a process that brings its partners together to discuss issues of mutual interest. LWF/N is encouraged to continue to develop these opportunities for dialogue and especially with a view to maximize the linkages between the various entities that ensure the different skills and experience in the organisations are mobilized in a way that complement each other.

**Operational Recommendation 65:** That LWF/Nepal review its P,M&E system with a view to achieve the following objectives: a sharper focus on critical areas that assists management analyze performance & guide decision-making; a process for qualitative assessment of program impact, including more strategic use of consultants with social survey expertise & introduction of appropriate tools; integrating all LWF/Nepal program work into the one system; and an organizational structure that facilitates a high quality PME system (e.g. developing internal expertise in implementation of qualitative assessment approaches)

**Operational Recommendation 66:** That LWF/Nepal liaises with LWF/Cambodia & other relevant programs that have already completed such a review and implemented new systems and approaches

**Operational Recommendation 67:** That LWF/Nepal consider the establishment of a standing 'Audit and Risk Management Group' consisting of appropriate staff that has the specific charter to systematically address audit and organizational risk issues. These types of committees are found in most organizations of any significant size and there are a number of tools already available that could be assessed and modified to help LWF/Nepal develop a more systematic approach in these areas.

**Operational Recommendation 68:** LWF/Nepal integrates into its budget review processes an opportunity for input from (and seeks approval where changes are significant) of its funding partners, especially where it is a requirement in the Agreements with those partners

**Operational Recommendation 69:** LWF/Nepal commission a benchmarking exercise that will help to establish the cost-effectiveness of its operations and activities against agencies of similar size and nature. If LWF/Nepal is substantially 'out of step' with other agencies (either below or above) then management will need to carefully review its staff salary structures and organizational set up. However, if it is found to be competitive with or even more cost-effective than other organizations in Nepal it may help to maintain the confidence of its current donor partners.

**Operational Recommendation 70:** That, as part of the benchmarking review, LWF/N revisit how it defines program and administration costs, including that of its implementing partners. If any changes are proposed it is strongly recommended that they are clearly communicated to its supporting partners.

**Operational Recommendation 71:** LWF/Nepal consider in the next CSO period the articulation of a policy that aims to ensure its salary scales etc and administrative cost structure remains within a certain band (e.g. at about the median level for INGOs in Nepal).  
Networks

**Operational Recommendation 72:** Plan, internalize and integrate systematically such networking endeavors and opportunities to benefit LWF/N's goals.

**Operational Recommendation 73:** LWF/Nepal considers using, as part of its monitoring & evaluation of organizational effectiveness and development, an organizational effectiveness tool to assist management systematically track progress against the agreed criteria. The Australian aid sector developed "Organizational Effectiveness Tool" is one example of the type of process that could be developed. An advantage of developing such a tool is that the process itself will help management to more intentionally and with greater detail establish what it wants to achieve in this area and how.

# Appendices

## Terms of Reference

**MID TERM EVALUATION 2006 : LWF NEPAL PROGRAMME**

<b>Programme Title:</b>	LWF/DWS Nepal Programme
<b>Type of Evaluation:</b>	Mid -Term Evaluation
<b>Period of Evaluation:</b>	CSO phase: January 2003 to December 2005 (3 year period)
<b>Date of Evaluation:</b>	13-22 June 2006 (arrivals on the 12 <sup>th</sup> , departure on 23rd)
<b>Geographical/Project Coverage:</b>	<ol style="list-style-type: none"> <li>1. <i>Eastern Region</i> – Jhapa, Morang Districts, S E Nepal : Bhutanese Refugee Project; Refugee Host Community Support Project (RHCSPP), NDP Empowerment Project</li> <li>2. <i>Central Region</i>: Lalitpur, Ramechhap Districts, Kathmandu: NDP Empowerment Project, HIV/AIDS Project, Disaster preparedness project , Katmandu office:</li> <li>3. <i>Western Region</i>: Doti, Kailali, Banke Districts, Nepal Development Programme projects, former-Kamaiya Rehabilitation projects</li> </ol>
<b>Funding Agencies:</b>	<p><i>By Project</i></p> <p>BRP/RHCSPP: UNHCR, WFP, DanchurchAid/DANIDA, Norwegian Church Aid, ALWS/AustCare</p> <p>NDP: Australian Lutheran World Service, DanchurchAid/ DANIDA, Evangelical Church of America, FinnchurchAid, Norwegian Church Aid, ICCO Netherlands , German National Committee</p> <p>Others: European Commission/DIPECHO</p>

**Preamble:** The MTR recognizes the principle that when undertaking this Evaluation the Primary Focus Groups and their interests are the overarching priority.

### 1. Programme Background

LWF has been involved in relief and development in Nepal since 1984 under the auspices of the Social Welfare Council of His Majesty's Government of Nepal. LWF has implemented many effective community development projects with various local partners including the Water Resources Development Project (1984-1992), Women's Development Project (1985-1998), Baglung Community Development Project (1987-1997), Khairmara Community Development Project (1989-1993), Kailali Community Development Project (1991-1998), Rolpa Community Development Project (1993-1997), and Nepal Development Program (NDP) since 1997. LWF Nepal has also implemented relief and rehabilitation projects in response to periodic natural and civil emergencies. The Bhutanese Refugee Project has operated since late 1991.

The LWF-Nepal Program External Evaluation, conducted in late 2000, recommended that the Nepal Development Program should be continued beyond 2002. LWF Nepal developed a new Strategic Plan 2003-7 reflecting stakeholder involvement and a logical extension to the existing program commitments. Four strategic priorities are pursued: Relief and Rehabilitation, Empowerment for Sustainable Development, Advocacy and Networking and Organisational Effectiveness. Guided by the PMD for a 5-year period 2003-2007, LWF Nepal has been implementing empowerment projects. Work, especially in the west has been affected by Maoist insurgency and related insecurity, so further extension of programme activities in central and eastern Nepal has occurred. Working modalities have evolved as local NGO partners have been assigned direct responsibility for project implementation. LWF Nepal is also increasingly active not only in grassroots empowerment of the disadvantaged including Dalits (lower caste), Kamaiya (freed former bonded labour families), and ethnic groups and rural women but also support through effective networking and advocacy efforts at local, regional, national and international level.

For Relief and Rehabilitation, the main program involvement is with over 105,000 refugees from Bhutan continuing to receive asylum in Nepal, over a decade after their flight. They are dependent on international assistance and live in seven camps in Jhapa and Morang Districts in southeastern Nepal. LWF Nepal is a major implementing partner of UNHCR with responsibility for camp infrastructure, water and sanitation, community services and, through separate arrangements implementing rehabilitation and community projects in refugee-host communities around the camps. The status of the refugees has been frozen for years despite repeated official efforts, international attention and ongoing advocacy by the refugees. Considering the present status of bi-lateral talks between Nepal and Bhutan, an early durable solution seems unlikely.

In order to minimise the adverse impact of this major refugee population in its midst, LWF Nepal has been implementing for several years a Refugee Host Community Support Project in the host communities around the camp and surrounding districts which is planned to continue until end of 2005. LWF-Nepal also engages in joint advocacy work with other NGOs and refugee organisations to urge a just solution to the refugee problem.

LWF Nepal is also increasingly energetic in risk management efforts, including disaster preparedness, HIV/AIDS projects working with communities in development, refugee and refugee-affected areas. As an ACT partner, LWF periodically responds to natural disasters when they strike, usually working closely with local communities and Nepal Red Cross Society.

LWF Nepal is engaged in co-ordinating with relevant Government bodies at various levels, in particular the Social Welfare Council, and District Level local authorities. LWF is a leading member of AIN (Association of International NGOs), NEPAN, etc. Within the wider region, LWF-N is a founder member of the AZEECON, SAGA and SAPRA networks and participates in ongoing interaction, capacity- building and advocacy with other like-minded members.

## **2. Objective of the Evaluation**

### **2.1 Broad Purposes and End-Uses**

The purpose of the Mid-Term Evaluation is both retrospective - looking backwards - as well as prospective - looking forwards. Its intention will therefore be firstly to review progress achieved and constraints encountered during the current strategic planning phase to date; and secondly to provide advice and practical recommendations for LWF Nepal to consider in developing the next phase of the strategic plan from 2007 onwards.

The intended uses of the evaluation report are:

- to serve as a management tool for LWF senior and mid-level staff at programme and project level to facilitate decision-making, and future planning.
- to provide an informed and independent assessment of the work of LWF Nepal as means of providing critical accountability and transparency to stakeholders, both within and outside the country.

### **2.2 Specific Objectives**

There are two major specific objectives of the Mid-Term evaluation.

1. Assess the extent to which the strategic goals and objectives carried in the Nepal CSO 2003-2007 have been implemented.

In the unique context of Nepal, the MTE will also need to assess how prevailing conditions in terms of conflicts, insecurity, restrictions of movements and other external factors have affected the primary focus groups, the partners and LWF. The MTE will document the coping mechanisms of partner organisations and LWF/N, and has it adapted and responded to date? The MTE offering opinions on how it may adapt in the future where feasible?

This may include, but will not be restricted to answering the following questions:

- a. Is there relevance and coherence in the overall structure of the programme and its constituent projects and supporting activities?
- b. Is the selection of geographic working area thematic issues, intermediary organisations and primary focus groups been appropriate? Is gender adequately recognised and addressed?
- c. Are the strategies and approaches adopted to implement planned activities relevant, well-designed and effective? Are the modalities of implementation and partnership which have been adopted appropriate? Have the issues surrounding the context of conflict in Nepal been taken into adequate considerations?
- d. What have been the main outcomes and impacts (positive and negative changes can be noted) as they affect the primary focus groups?
- e. Are the organisational goals and configuration of the programme (staffing, system, equipment) appropriate for conducting work effectively and efficiently? What gaps exist?
- f. How is the work of LWF regarded by local stakeholders, other actors? How does LWF co-ordinate its work both internally and with others?
- g. What major constraints or unresolved issues (in terms of the CSO)?
- h. What lessons have been learned?

2. Assess the continuing relevance of the current CSO in the context of changing conditions and progress made and offer recommendations for LWF to consider in its next strategic planning phase. This may include, but will not be restricted to answering the following questions:
  - a. Do the strategic goals, objectives and plans remain relevant and appropriate in the current and emerging context?,
  - b. Are the approaches and methodologies used acceptable, appropriate and sustainable?
  - c. What elements of the Country Programme (CSO) would benefit from change, what elements needs strengthening etc?
  - d. What is the future of the programme?

### 3. Scope of the Evaluation

Due to constraints imposed by the prevailing security situation as well as the limited time availability indicated by Partner Agency participants, the time allocated for this Evaluation has been reduced to 10 days from the original plan of 3 weeks. Although the Team can call upon the detailed Pre-Assessment study to be conducted ahead of the Mid-Term Evaluation, this enforced change inevitably restrict both scope and depth of the evaluation. In these circumstances, the Evaluation Team is asked to focus as far as possible on the key strategic issues

However, within these limitations, the Mid-Term Evaluation should be wide-ranging covering all relevant aspects of the LWF programme as defined by the CSO. It should compare the design and implementation of LWF Nepal programme and specific projects to actual outcomes by analysing the following:

- a. relevance (to objectives, to needs and priorities identified by focus groups, and also in terms of targeting and design, approaches and modalities of implementation and in the context of work by other NGO actors)
- b. efficiency (how efficiently, timely economically, are resources deployed, how cost-effective are operations?)
- c. effectiveness (extent to which plans have been fulfilled, targets and objectives achieved)
- d. outcomes and impact (results achieved, changes brought about in the conditions of the focus groups),
- e. sustainability (likelihood of activities and benefits continuing after external assistance is withdrawn; also the extent to which those participating - over time, usually after the inputs have all been provided and external support stops) also reflect issues of ownership of process, linkages with other agencies, and processes.

### 4. Methodology

The Evaluation Team is free to choose whatever methods are necessary to fulfil to the Evaluation objectives. However it is expected that, wherever possible, participatory approaches should be adopted especially for interactions with the field-based programme participants and local partner organisations. In view of the limited time available for the Evaluation team itself in Nepal, LWF Nepal plans a comprehensive Process and Impact Assessment Review to be conducted by independent local consultant in advance of the ET's visit. This exercise will allow more detailed insights and assessment into the programme and its effects on the ground which can feed into the Evaluation Team's deliberations

The MTE is expected to follow four stages:

**Stage I - Preparatory:** including making preliminary arrangement such as finalising dates, identifying team members and team leader, commission the process and impact Survey, assembling and circulating available decimation to Team Members, advising the team leader in the predation of an Outline Workplace

**Stage II - In-country Evaluation Process proper:** in which the Evaluation Team conducts its task in Nepal. This in turn will comprise thee general sub-stages, which will be strongly influenced by the security situation at the time of the Evaluation, namely.

- o firstly, detailed planning, preliminary briefing, discussion with LWF Kathmandu staff, partner agencies based in Kathmandu.
- o secondly, field visits to different project locations, focus group discussion with participants, meetings with staff, and other relevant stakeholders
- o thirdly, analysis, further information in Kathmandu and debriefing workshop for all senior staff and (if agreed) other partners.

In order to maximise the limited time, available it is expected that the overall Evaluation Team will subdivide into smaller groups in order to cover all potential respondents both in Kathmandu and field locations

**Stage III - Report drafting** by TL, circulating for feedback and incorporating comments before submitting the final Report.

**Stage IV: Post-Evaluation follow-up:** LWF Nepal in consultation with DWS will develop an action plan to guide the programme response. The Evaluation Report will also provide direct input into the Strategic Planning process due to commence later in 2006

The responsibilities for the different component tasks involved in this process, are indicated in the Timetable below

## 5. Provisional Timetable

The Timetable shows only the main stages, and individual steps together with the intended location and persons responsible. Once dates and broad approach are agreed, a more detailed timetable will be developed which will provide details especially of the proposed schedule and arrangements for field visit, meetings with stakeholders and other agencies:

<b>Task</b>	<b>Period/Timing</b>	<b>Location/Venue</b>	<b>Responsible</b>
<b>I. PREPARATORY STAGE</b>			
Finalize Terms of Reference	Completed by December 2005, revised in March 2006	Kathmandu / Geneva	LWFN Country Repr.
Identify and contract Evaluation Team Leader, Team Members	Completed by March 2006	Global	DWS Geneva/Related Agencies
Conduct Project Process & Impact Assessments (detailed field-level studies)	ToR issued and local consultant identified by March 2006. Study to commence March 20th	Kathmandu/Field	LWFN Country Repr.
Assemble relevant documentation (soft, hard)	To be issued to the Evaluation Team members at least 4 weeks prior to Evaluation Phase	Kathmandu	LWFN Country Repr.
Produce Provisional Workplan (in consultation with LWF-N)	1 week prior to Evaluation Phase	Kathmandu/Geneva	Team Leader
<b>II. EVALUATION STAGE</b>			
Document review & analysis by ET	-	At respective homes/offices	Eval Team Leader (and Team Members)
Preparatory Meeting/s by ET to discuss methodology;	1 day	Kathmandu Hotel	TL & Team Members
----- Program overview/briefing session by LWF N staff		LWF N Office	LWFN Repr
Preparatory Meeting/s with LWF Staff, Partners, Other Agencies in KTM	1 day	Kathmandu LWF DWS office and/or partner offices	TL & Team Members
Field visits: Discussion with partners, focus groups, other agencies	<ul style="list-style-type: none"> <li>o All visit Jhapa: 2-3 working days</li> <li>Divide ET into two for other visits over 2-3 days:</li> <li>o 1 ET sub-team visit Central Projects</li> <li>o 1 ET sub-team visit West'n Projects</li> </ul>	Various field locations	TL & Team Members
Further meetings with partners, staff in Kathmandu	1 day	Kathmandu – Hotel	TL & Team Members
Team analysis, and Workshop preparation	1 day	Kathmandu – Hotel	Team
Workshop - debriefing for staff and stakeholders	1 day	Kathmandu – hotel	TL & Team Members
	<i>Max 10 days</i>		

<b>III COMPLETION STAGE</b>			
Draft Report	Within 1 week of departure	Global	Team Leader, and DWS PO
Final report	Within 2 weeks of circulation of draft report	Global	Team Leader and DWS PO

**Notes**

- o Evaluation Team (and sub-teams) will be accompanied on field visits and, if necessary, to other stakeholders meetings by a Resource Person from LWF Nepal
- o Translators needed in field projects shall be arranged as necessary

**6. Output: Report Structure**

Two outputs are envisaged:

Firstly, the debriefing workshop prior to the ET's departure which should present preliminary findings, analysis and recommendations of the mission. The purpose is both to inform LWF Nepal of Team observations, and also to gather input and feedback to improve the final report.

Secondly, the final Evaluation Report should be produced after incorporating feedback from LWF Nepal and other stakeholders, approximately one month following completion of the evaluation process. The following basic elements contained within this report shall include: -

- Executive summary
- Introduction (purpose, TOR, Methodology etc)
- Background, History
- CSO Objectives and strategic approaches
- Findings, Analysis and emerging issues
- Recommendations
- Conclusion
- Annexes
  - o TOR
  - o Itinerary
  - o Meeting reports / list of persons met
  - o List of reference docs

**7. Composition of the Evaluation Team**

This Evaluation Team should comprise 4 full members:

- A Team leader – international consultant proposed by LWF/DWS and agreed with the Related Agencies. Previous experience in leading Evaluation Teams and Process. Expert in Organizational Development and Strategic Planning. Good understanding of the region and of refugee assistance, and community-based empowerment programs.
- A representative from Social Welfare Council (SWC), Nepal.
- Representative(s) from LWF related agencies – preferably a key stakeholder during this review period (2003-2005) such as DCA, NCA, FCA, ALWS, ICCO either central or regional offices.
- A representative from DWS Geneva.

LWF Nepal will provide one or more Resource Persons to inform, advise and expedite the team in their work. A senior Resource Person(s) will accompany the ET for their field visits. At field level, a local Resource Person from either LWF or its partner will provide the necessary local advice and filiations of visits, meeting and providing information

**8. Documentation**

To enable the team members to prepare themselves for the evaluation, the documentation shall be emailed in line with the proposed timetable. One master copy (hardcopy) shall be provided for use by the Team.

Documents to be compiled by LWF Nepal and circulated in advance (in soft copy) in advance include the following.

- Final Report: Process & Impact Assessment
- Previous Country Evaluation Report (2001)
- Country Strategy Outline 2003-2007
- Country Profiles 2003, 2004, 2005
- Annual Report 2003, 2004, 2005
- LWF Nepal Polices and Guidelines
- PMDs : Nepal Development Programme, Bhutanese Refugee Project
- Project Proposals: Kamaiaya Rehabilitation, DIPECHO. HIV/AIDs
- Monthly Programme Reports 2002-2004 inclusive



SON – 2003-2005 / 2004-2006/2005-2007

Annual Monitoring Reports

Miscellaneous including: Policy of Employment, organogram, selected appraisal reports, other LWF Nepal publications, other relevant background analysis, summary financial reports and others.

Reasonable additional information may be requested by the ET/TL before and during the Evaluation and, if feasible LWF-N will try to provide this.

**Appendix II**

**LWF Nepal  
Western Region Coordination Unit  
Nepalgunj, Banke**

**Itinerary for Evaluation Team  
15 – 21 June, 2006**

<b>Date</b>	<b>Time</b>	<b>Venue/Location</b>	<b>Activities</b>
15 June	09.15 09.45 – 10.15 10.15 – 11.00  11.00 – 12.00 12.00 – 18.00	Nepalgunj airport Hotel WRCU Office  Hotel Kitchen Hut Field Visit Team A – Raniyapur/Sonpur Team B – Rajhena/Samshergunj  Overnight in Nepalgunj	Arrival Refresh/Luggage Briefing by WRCU and SEIPEV, introduction with partners Lunch  Visit group and farmers, Observe SEIPEV area
16 June	08.00 - 11.00  12.00 – 13.00 13.00 – 15.00 15.00 – 18.00	Team A – Janajagaran, Khajura  Team B – Triveni, Hawaldarpur  Hotel Meeting with CDO/LDO/LRO Meeting Hall  Overnight in Nepalgunj	Meeting with CBO and group visit Khajura Meeting with CBO and group visit Hawaldarpur  Lunch  Meeting with line agencies Meeting with Action Aid/Plan Nepal/CARE and SC/US/Norway
17 June	08.00 – 16.00 16.00 – 18.00 08.00 – 13.00 13.00 – 18.00	Team A Hotel Mountain View, Dandeldhura overnight  Team B Hotel Siddhrtha, Tikapur  Narayanpur  Overnight in Tikapur	Travel/Lunch on the way  Meeting with Haliya and Dalit Activists  Travel/Lunch on the way  Meeting with CBO and group/ farmers Visit
18 June	08.00 – 11.00 11.00 – 12.00 12.00 – 16.00 16.00 – 18.00  08.00 – 12.00 12.00 – 13.00 13.00 – 18.00	Team A Khanpada Hotel Dadeldhura – Doti Silgadhi Municipality guest house overnight  Team B Jagatpur/Satbigaha  Lamki Aamfanta	Meeting with freed Haliya Lunch Travel Introductory Meeting with SEBAC/CEAPRED  Freed Kamaiya group and farmers Visit Lunch Freed Kamaiya Field Visit Meeting

Date	Time	Venue/Location	Activities
		Chaumala Overnight in Dhangadhi	with CBO Group visit
19 June	08.00 – 12.00 12.00 – 13.00 13.00 – 15.00 15.00 – 18.00  08.00 – 12.00  12.00 – 13.00 13.00 – 18.00	Team A Khirsain Silgadhi Government offices Dandeldhura overnight  Team B Sripur  Aattariya Jhalari Overnight in Dhangadhi	CBO/Group visit Lunch Visit government officials Travel  Meeting with CBO/Group visit Lunch Meeting with VDBG/Dalit group
20 June	07.30 – 12.00  10.00 – 12.00  12.00 – 13.00 13.00 – 18.00	Team A Dandeldhura - Dhangadhi  Team B Government office visit  Hotel  Hotel Bidya Hall	Travel  Meeting with CDO/LDO/LRO, Visit Childrens' home Lunch  Meeting of Partners with Team A and B
21 June	07.30 – 12.00 12.00 – 13.00	Dhangadhi – Nepalgunj Nepalgunj WRCU office Nepalgunj - Kathmandu	Travel Lunch Clarifications Travel

Note:

Field Visit

- Discussion with CBO 45 – 60 minutes
- Discussion with group 90 - 120 minutes
- Travel 60 – 90 minutes (depends on distance)

**Itinerary for LWF Nepal, Mid Term Evaluation, East team**

Date: 15 June 2006 (Thursday)

Time	Venue/Location	Activities	Responsible persons
8.45 AM	Biratnagar	Arrive at Biratnagar Airport	
8.45 - 10		Travel to Damak	
10 AM – 12	Damak	Project's activities briefing for Evaluation Team Members	ERC and Department heads
12 – 12.30	Damak	Lunch	
		Evaluation team will be divided in two groups (NDP and refugee Operation/RO)	
12.30 – 13.00		Travel to Beldangi	
13.00 – 17.00	Beldangi 2	<b>Beldangi 2 Camp Visit</b> Briefing by LWF CMO RCU, UNHCR CMC ISC DSC SSC RWF Children forum BRAVVE activity Water & sanitation Ware housing Shelter	Badri/Ramesh

		Refugee families Pot gardening Schools Health center	
17.00 – 17.30		Travel to Damak	
18.30 – 20.30	Damak, Fine Restaurant	Dinner with LWF Damak Senior Staff members	Nischal/Ram
	Damak	Night stay at Kalash Hotel	

Date: 16 June 2006 (Friday) for RO group

Time	Venue/Location	Activities	Responsible persons
9.00 – 10.00	Damak	Meeting with UNHCR	DBS/Badri
10.00 – 11.00	Damak	Meeting with WFP	DBS/Ramesh/Badri
11.00 – 11.30	Damak	Meeting with Caritas	DBS/Badri
11.30 – 12.00		Travel to Birtamode	
12.00 – 12.30	Birtamode	Lunch	
12.30 – 13.00	Birtamode	Meeting with AMDA, PHCP	DBS/Badri
13.00 – 14.00	Chandragadhi/CDO Office	Meeting with CDO	DBS/Badri
14.00 – 17.00	Goldhap	<b>Goldhap camp Visit</b> Briefing by LWF CMO RCU, UNHCR CMC ISC DSC SSC RWF Children forum BRAVVE activity Water & sanitation Ware housing Shelter Refugee families Pot gardening Schools Health centers	DBS/Badri/Ramesh
17.00 – 17.45		Return back to Damak	
	Damak	Night stay at Kalash Hotel	

Date: 17 June 2006 (Saturday) RO group

Time	Venue/Location	Activities	Responsible persons
9.00 – 10.00	Damak	Meeting with BRAVVE	DBS/Chanakya
10.00 – 11.30	LWF, Damak Office	Meeting with BRRRC and HUOB	DBS/Chanakya
11.30 – 12.30	LWF, Damak Office	Meeting with Children Forum	Chanakya/Badri
12.30 – 13.00	Damak	Lunch	
13.00 – 13.45		Travel to Sanishare	
13.45 – 14.45	Shanishare	Meeting with RWF	DBS/Chanakya/Badri
14.45 – 18.00	Shanishare	Observe RHCSP activities	DBS/Mina/Badri
18.00 – 18.45		Travel to Damak	
	Damak	Night stay at Kalash Hotel	

Date: 18 June 2006 (Sunday) RO Group

Time	Venue/Location	Activities	Responsible persons
8.00 – 12.00	Damak area	Observation of RHCSP activities DMC ward 19 Vegetable farmers School Past trainees Municipality Health post	Mina/Badri/Bijaya
12.00 – 13.00		Lunch	

13.00 – 14.30	LWF office Damak	Discussion among team members	
14.30 – 16.00	LWF office Damak	De-briefing and clarifications	
16.00 – 17.15		Travel to Biratnagar	
18.00	Biratnagar	Departure to KTM	

## Itinerary for LWF Nepal, Mid Term Evaluation, East team

Date: 15 June 2006 (Thursday) NDP Group

Time	Venue/Location	Activities	Responsible persons
8.45 AM	Biratnagar	Arrive at Biratnagar Airport	
8.45 - 10		Travel to Damak	
10 AM – 12	Damak	Project's activities briefing for Evaluation Team Members	ERC and Department heads
12 – 12.30	Damak	Lunch	
		Evaluation team will be divided in two groups (NDP and refugee Operation/RO)	
12.30 – 13.00		Travel to Birtamode	
13.00 – 18.00	Birtamode	Meet with HIV/AIDS Peer Educators Interact with FSWs	Mina
18.00 – 18.30		Travel to Damak	
18.30 – 20.30	Damak, Fine Restaurant	Dinner with LWF Damak Senior Staff members	Nischal/Ram
	Damak	Night stay at Kalash Hotel	

Date: 16 June 2006 (Friday) for NDP group

Time	Venue/Location	Activities	Responsible persons
7.30 – 9.00		Travel to Baniyani	
9.00 – 10.30	Baniyani	Observation and interaction with Micro-finance groups	Basanta/Chetman
10.30 – 13.00	Kechana	Meet Kechana groups, CBO, interact with WDA Garamani	Basanta/Chetman
13.00 – 13.30	Kechana	Lunch	
13.30 – 14.15	Chandragadhi	Travel to Chandragadhi	
14.15 – 15.00	Chandragadhi	Meeting with LDO	Basanta/Chetman
15.00 – 15.15		Travel to Duwagadhi	Basanta/Chetman
15.15 – 17.30	Duwagadhi	Interact with indigenous group - Santhal	Mina/Basanta/Chetman
	Birtamode	Night stay at Heaven Hotel	

Date: 17 June 2006 (Saturday) for NDP group

Time	Venue/Location	Activities	Responsible persons
8.00 – 9.30		Travel to Keroun	
9.30 – 12.00	Keroun	Meet Keroun groups and CBO	Basanta/Chetman
12.00 – 12.30	Keroun	Lunch	
12.30 – 14.00	Keroun	Meet Keroun groups and CBO	Basanta/Chetman
14.00 – 14.40		Travel to Salakpur	
14.40 – 17.00	Salakpur	Interact with WDA Salakpur	Basanta/Chetman
17.00 – 18.00		Travel to Damak	
	Damak	Night stay at Kalash Hotel	

Date: 18 June 2006 (Sunday) for NDP group

Time	Venue/Location	Activities	Responsible persons
8.00 – 11.30	Birtamode	Meeting with Sahara	Mina
11.30 – 12.00		Lunch	
12.00 – 14.00	LWF office Damak	<b>Meeting with NDP Partners</b> DEPROSC WDA Garamani SAHARA Nepal SADG WDA Salakpur	Mina/Basanta
14.00 – 15.00	LWF office Damak	Discussion among team members	
15.00 – 16.00	LWF office Damak	De-briefing and clarifications	DBS
16.00 – 17.15		Travel to Biratnagar	
18.00	Biratnagar	Departure to KTM	

**MID TERM EVALUATION 2006: LWF NEPAL PROGRAMME**

**WORK PLAN (7.6.2006)  
Multi-frame Field Study Visit Programme  
Evaluation Team Members (East)**

<b>Day/Date</b>	<b>Time</b>	<b>Key Evaluation Activities</b>	<b>Responsible Team Members/Staff</b>
6-12 June 2006		Preparation Study Framework Key Question Design Logistics Arrangement	Deepak Tamang, TL  (Krishna Rawal LWF/N point person)
11 June	1620	Maryssa arrives	Accommodation at KTM Guest House
12 June	1230 – 1430  1000  1830	Team Arrives  Maryssa holds meeting with LWF/ N team & Deepak Tamang  Evening Team Dinner with LWF/N staff Nepali Chulo-Durbarmarg	Accommodation at KGH House  Meeting with LWF/N  TL
13 June	0930-1230  1400-1730  1830	Team Briefing by LWF/N (Morning Half Day)  Team Meeting (Afternoon Half Day)  Dinner at Marceline's Residence	<b>Team West</b> Maryssa Camodo – LWF Geneva Shiva Narayan Chaudhary - SWC Yadu Lal Shrestha - LWF  Peter Schirmer – ALWS MS. Sashi Rizal - LWF Samjhana Shrestha – WRCU/LWF  <b>Team East</b> Deepak Tamang – TL Nina Ellinger – DCA Krishna Rawal - LWF Point Person D.B. Sunuwar – ERC/LWF  Prakash Dahal (Resource Person and Pre Assessment consultant)
14 June	0930 – 1530	<b>(Mixed Representatives from 2 teams Team)</b> ◆ Meet Key LWF/N Staff for more detail interviews and clarification.  <ul style="list-style-type: none"> <li>• CR (Marceline)</li> <li>• (PPMC) (Krishna)</li> <li>• Finance (Ramesh)</li> <li>• Tibetan Project (Sunita)</li> <li>• ODAC (Shashi)</li> <li>• HHAM (Geeta)</li> <li>• PC-SEIPEV (Surendra)</li> <li>• PM-DEP (Dhurba/Pabitra)</li> <li>• TL-CPDRR (Gopal)</li> </ul>	Krishna Rawal (LWF/N) Point person please fill help arrange the interviews for the Evaluation Team (ET)  Work out with TL the key informant and relevant programs and NGOs to visit both in the east and the west.

Day/Date	Time	Key Evaluation Activities	Responsible Team Members/Staff
	10 – 1230 1330 -1530  1530- 1730	<p><b>(Mixed Representatives from 2 teams Team)</b></p> <ul style="list-style-type: none"> <li>◆ Meet NGOs in Kathmandu Valley ( at three NGO meeting points according to Issues) <ul style="list-style-type: none"> <li>• CEAPRED (Agro)</li> <li>• DEPROSC (MF&amp; Empowerment)</li> <li>• DWO (Dalit Advocacy)</li> <li>• FEDO (Women’s’ Advocacy)</li> <li>• MANUSHI (IDPs)</li> <li>• MEET (IDPs)</li> <li>• NNDSWO (Dalit Advocacy)</li> <li>• STEP NEPAL (HIV/AIDs)</li> </ul> </li> </ul> <p>Synthesis of Discussions and Brainstorming (ETMs)</p> <ul style="list-style-type: none"> <li>◆ Late Afternoon (3pm) Meeting Team East and Team west for debriefing and any adjustment of the schedule and approach to evaluation etc.</li> </ul>	
15 June		<ul style="list-style-type: none"> <li>• Team East travel to Damak via morning flight - Biratnagar</li> <li>• Discussion and orientation in LWF office, Damak</li> <li>• Discussion and field visits in the east; observing, interviewing and situation analysis. Bhutanese Refugees, Host Communities, NDP</li> </ul>	Krishna Rawal and DB work out details of visit with TL prior to team arrival
16 June		<ul style="list-style-type: none"> <li>• Discussion and field visits in the east; observing, interviewing and situation analysis. Bhutanese Refugees, Host Communities, NDP</li> </ul>	Nina Deepak Krishna
17 June		<ul style="list-style-type: none"> <li>• Discussion and field visits in the east; observing, interviewing and situation analysis. Bhutanese Refugees, Host Communities, NDP</li> </ul>	Deepak Nina Krishna
18 June		<ul style="list-style-type: none"> <li>• Discussion and field visits in the east; observing, interviewing and situation analysis. Bhutanese Refugees, Host Communities, NDP</li> <li>• Team Return to Kathmandu 1800 hrs flight from Biratnagar</li> </ul>	Deepak Nina Krishna
19 June	0900-1230  7.30 – 9.30 to be set to be set	<ul style="list-style-type: none"> <li>• Meeting with DEPROSC</li> <li>• Observe Tibetan New Arrivals</li> <li>• Meeting with Royal Danish Embassy</li> <li>• Meeting with UNHCR</li> </ul>	Deepak, Krishna  Nina, Sunita, Roopshree, Nina, Marceline Nina, Marceline
20 June	7.00 – 1300  10.30 – 11.30 12.00 – 13.30 14.00 – 17.00	<ul style="list-style-type: none"> <li>• Visit Lalitpur field</li> <li>• Meeting with Planning Commission</li> <li>• Meeting with SWC – Madan Rimal</li> <li>• Meeting with AIN members (UMN, TdH, AA, SC(US), SC(N))</li> </ul>	Deepak, Krishna  Nina, Ramesh Nina, Ramesh Nina, Deepak, Marceline, Ramesh, Krishna
21 June	10.00 – 12.30  13.30 – 17.00	<ul style="list-style-type: none"> <li>• Combined meeting with Meet Nepal and Manushi</li> <li>• Combined meeting with FEDO, DWO, and NNDSWO</li> </ul>	Deepak, Nina, Gopal, Krishna Deepak, Nina, Gopal, Krishna
22 June		<b>TEAM WORK</b>	Deepak, Nina, Maryssa, Shiva Narayan, Peter, Prakash

Day/Date	Time	Key Evaluation Activities	Responsible Team Members/Staff
23 June	8.00 – 11.00 11.00..... 11.00.....	<ul style="list-style-type: none"> <li>De-briefing with LWF Nepal staff, conclusion</li> <li>Peter leaves</li> <li>Team members time</li> </ul>	Team members and all LWF Nepal senior staff
24 June – 3 July	Afternoon	<ul style="list-style-type: none"> <li>Nina and Maryssa depart</li> <li>Draft Report in Progress</li> </ul>	TL Members Contribute Emails Phone Skype Internet etc
<b>3 July</b>		<b>Submit Draft Report</b>	<b>TL, Members</b>
4-13 July		Refine & Integrate Comments to Draft Report From LWF/N Stakeholders & Evaluation Members	TL Members
14 July		Submit Final Evaluation Report LWF/N LWS Geneva	TL

**Note:** Ramesh will arrange meetings with UNHCR, Planning Commission, SWC, FEDO, DWO, NNDSWO, AIN members.  
Gopal will arrange meeting with Meet Nepal and Manushi.  
Sunita will arrange the visit to TNA.

#### MID TERM EVALUATION 2006: LWF NEPAL PROGRAMME

##### DRAFT WORK PLAN Multi-frame Field Study Visit Programme Evaluation Team members (West)

Day/Date	Time	Key Evaluation Activities	Responsible Team Members
6-12 June 2006		Preparation Study Framework Key Question Design Logistics Arrangement	Deepak Tamang, TL  (Krishna Rawal LWF/N point person)
11 June	1620	Maryssa arrives	Accommodation at KTM Guest House
12 June	1230 – 1430  1000  1830	Team Arrives  Maryssa holds meeting with LWF/ N team & Deepak Tamang  Evening Team Dinner with LWF/N staff Nepali Chulo-Durbarmarg	Accommodation at KGH House  Meeting with LWF/N  TL
13 June	0930-1230  1400-1730  1830	Team Briefing by LWF/N (Morning Half Day)  Team Meeting (Afternoon Half Day)  Dinner at Marceline's Residence	<b>Team West</b> Maryssa Camodo – LWF Geneva Shiva Narayan Chaudhary - SWC Yadu Lal Shrestha - LWF  Peter Schirmer – ALWS MS. Sashi Rizal - LWF Samjhana Shrestha – WRCU/LWF  <b>Team East</b>



Day/Date		Key Evaluation Activities	Responsible Team Members
			Deepak Tamang – TL Nina Ellinger – DCA Krishna Rawal - LWF Point Person D.B. Sunuwar – ERC/LWF  Prakash Dahal (Resource Person and Pre Assessment consultant)
14 June	0930 – 1530  10 – 1230 1330 -1530  1530- 1730	<p><b>(Mixed Representatives from 2 teams Team)</b></p> <ul style="list-style-type: none"> <li>◆ Meet Key LWF/N Staff for more detail interviews and clarification.</li> <li>• CR (Marceline)</li> <li>• (PPMC) (Krishna)</li> <li>• Finance (Ramesh)</li> <li>• Tibetan Project (Sunita)</li> <li>• ODAC (Shashi)</li> <li>• HHAM (Geeta)</li> <li>• PC-SEIPEV (Surendra)</li> <li>• PM-DEP (Dhurba/Pabitra)</li> <li>• TL-CPDRR (Gopal)</li> </ul> <p><b>(Mixed Representatives from 2 teams Team)</b></p> <ul style="list-style-type: none"> <li>◆ Meet NGOs in Kathmandu Valley ( at three NGO meeting points according to Issues)</li> <li>• CEAPRED (Agro)</li> <li>• DEPROSC (MF&amp; Empowerment)</li> <li>• DWO (Dalit Advocacy)</li> <li>• FEDO (Women’s Advocacy)</li> <li>• MANUSHI (IDPs)</li> <li>• MEET (IDPs)</li> <li>• NNDSWO (Dalit Advocacy)</li> <li>• STEP NEPAL (HIV/AIDs)</li> </ul> <p>Synthesis of Discussions and Brainstorming (ETMs)</p> <ul style="list-style-type: none"> <li>◆ Late Afternoon (3pm) Meeting Team East and Team west for debriefing and any adjustment of the schedule and approach to evaluation etc.</li> </ul>	Krishna Rawal (LWF/N) Point person please fill help arrange the interviews for the Evaluation Team (ET)  Work out with TL the key informant and relevant programs and NGOs to visit both in the east and the west.
15 June	8.00	<ul style="list-style-type: none"> <li>• Team West travel to Dandeldhura via morning flight - Nepalgunj</li> <li>• Overnight at Dandeldhura</li> </ul>	Maryssa, Shiva Narayan Yadu from Nepalgunj  Krishna Rawal and Yadu work out details of visit with TL prior to team arrival
	14.00	<ul style="list-style-type: none"> <li>• Peter arrives</li> </ul>	
16 June	7.30 – 18.00	<ul style="list-style-type: none"> <li>• Discussion and field visits in Dandeldhura in relation to Haliya issue</li> <li>• Overnight in Dandeldhura</li> </ul>	Maryssa, Shiva, Yadu
	8.00 – 17.00	<ul style="list-style-type: none"> <li>• Discussion with LWF Nepal Kathmandu staff</li> </ul>	Peter
17 June	7.30	<ul style="list-style-type: none"> <li>• Travel to Doti</li> <li>• Briefing at SEBAC</li> <li>• Discussion and field visits in Doti in SEBAC area</li> <li>• Overnight in Doti-Silgadhi</li> </ul>	Maryssa, Shiva, Yadu

Day/Date		Key Evaluation Activities	Responsible Team Members
	8.00	<ul style="list-style-type: none"> <li>Travel to Nepalgunj</li> <li>Briefing at LWF office</li> <li>Discussion and field visits in Doti in CEAPRED and SAKTEE area in Banke</li> </ul>	Peter, Shashi Samjhana Samjhana
18 June	7.00.....	<ul style="list-style-type: none"> <li>Discussion and field visits in Doti in SEBAC area</li> <li>Overnight in Doti-Silgadhi</li> </ul>	Maryssa, Shiva, Yadu
	7.00.....	<ul style="list-style-type: none"> <li>Discussion and field visits in Doti in CEAPRED and SAKTEE area in Banke</li> </ul>	Peter, Shashi, Samjhana
19 June	7.00.....	<ul style="list-style-type: none"> <li>Discussion and field visits in Doti in SEBAC area</li> <li>Travel to Kailali- Dhangadhi</li> <li>Overnight in Kailali-Dhangadhi</li> </ul>	Maryssa, Shiva, Yadu
	7.00	<ul style="list-style-type: none"> <li>Travel to Kailali</li> <li>Observe activities in Kailali and people on the way</li> <li>Overnight in Kailali-Dhangadhi</li> </ul>	Peter, Shashi, Samjhana
20 June	7.00.....	<ul style="list-style-type: none"> <li>Discussion and field visits in Kailali</li> <li>Meet with Dalit Groups in Kanchanpur</li> <li>Program to be decided with LWF Nepal WRCU staff and the Team</li> <li>Combined meeting with partners</li> <li>Overnight in Dhangadhi</li> </ul>	Team will decide
21 June	6.00 – 10.00 11.00..... 1800	<ul style="list-style-type: none"> <li>Travel to Nepalgunj</li> <li>Briefing LWF Nepal WRCU staff</li> <li>Flight to Kathmandu</li> <li>Overnight at Kathmandu Guest House</li> </ul>	Team and LWF staff
22 June		<b>TEAM WORK</b>	Deepak, Nina, Maryssa, Shiva Narayan, Peter, Prakash
23 June	8.00 – 11.00	<ul style="list-style-type: none"> <li>De-briefing with LWF Nepal staff, conclusion</li> </ul>	Team members and all LWF Nepal senior staff
	12.00.....	<ul style="list-style-type: none"> <li>Peter departs</li> <li>Team members time</li> </ul>	
24 June - 3 July	Afternoon	<ul style="list-style-type: none"> <li>Nina and Maryssa depart</li> <li>Draft Report in Progress</li> </ul>	TL Members Contribute Emails Phone Skype Internet etc
<b>3 July</b>		<b>Submit Draft Report</b>	<b>TL, Members</b>
4-13 July		Refine & Integrate Comments to Draft Report From LWF/N Stakeholders & evaluation Members	TL Members
14 July		Submit Final Evaluation Report LWF/N LWS Geneva	TL

### Potential Stakeholders List

#### Eastern Region

#### BRP

#### Key Primary Stakeholders

AHURA (Association of Human Rights Activities, Bhutan)

Bhutanese Refugees Women's Forum

BRAVVE (1 Bhutanese Refugees Aiding for Victims of Violence)

BRCF (Bhutanese Refugee Council)  
BRRC (Bhutanese Refugee Representative Repatriation Committee)  
Camp Management Committee ( 7 CMC)  
Child Forum (7)  
HROB  
Infrastructure Sub Committee (7 ISC)  
Refugees Camps (1,05,000), Goldhap, Timai, Khudunabari, Beldangi 1, Beldangi 2, Beldangi Extension, Sanischare (M)

***Host Community Component***

Damak Municipality  
DMCs  
HPs  
SMCs  
VDCs

***Key Secondary Stakeholders***

AMDA  
Caritas  
CDO  
Intermediary NGOs  
LDO  
RCU (Refugee Coordination Unit)  
Training Institutes  
UNCHR  
WFP  
NDP

***Key Primary Stakeholders***

CBOs  
Groups

***Key Secondary Stakeholders***

4 CBOs

4 NGOs: Women Development Association (WDA) – Salakhpur; Sahara Nepal – Charpane; Women Development Association (WDA) – Garamuni; Social Awareness Development Group (SADG)

**Microfinance**

3 VDCs DEPROSC (3,000 members) 600 groups

**Mid and Far Region**

**NDP**

***Key Primary Stakeholders***

Groups  
CBOs  
Ex Kamiya (Tarai Tharus)  
Ex Haliyas (Hill Dalits)

***Key Secondary Stakeholders***

CEAPRED ( Banke 6 VDCs, Doti 10 VDCs, Kailali 12 VDCs)  
CSSD (Conscience Society for Social Development) (Kailali 5 VDCs)  
KPUS (Kamiya Pratha Unmullan Samaj) (Kailali 12 VDCs)  
Nepal Bal Sangathan – NCO – Kailali  
NNDSWO (Nepal National Depressed Social Welfare Organisation) (9 Districts 63 VDCs)  
SEBAC-Nepal (Social Empowerment and Building Accessibility Center) (Doti 10 VDCs)  
SS (Sahakarmi Samaj) (Banke 12 VDCs)  
YES Nepal (Youths in Empowerment Sector) (Kailali 5 VDCs)  
CDO  
LDO

**Steering Committee**

**National**

Dalit Commission  
Finance Ministry

Local Development Ministry  
Ministry for Women, Children and Social Welfare  
Planning Commission  
SWC

**District Advisory Committee**

CDO  
DAO  
DEO  
LDO  
WDO  
VDC Reps  
CBO Reps

**VDC Advisory Committee**

Chair  
Line Agency units  
Secretary  
Vice Chair  
Women's Representative  
CBOs

**List of Individuals and Institutions met by Mid-Term Evaluation Team**

**Kathmandu:**

1. Thanga Rajah Kugathanan (UNHCR)
2. Anish Gopal Pradhan (Action Aid Nepal)
3. Jagat Khadka (SC Norway)
4. Lhoudup Dorjee (Tibetan Reception Center)

**Bilateral discussion with Peter Schirmer**

1. Marceline Rozario
2. Shashi rijal
3. Krishna Bahadur Rawal
4. Ramesh J. Rayamajhi
5. Arjun Dhital

**Met BY Nina Ellinger in Jhapa and Morang**

1. Staff working for Reguee and Host Community
2. Camp Management Officers
3. Head of UNHCR Damak office
4. Head of WFP Damak office
5. Head of CARITAS Damak office
6. Representatives of Children From from all 7 camps
7. Representatives of Bhutanese Refugee Women Forum (BRWF)
8. Representatives of Bhutanese Refugee Repatriation Committee (BRRRC)
9. Representatives of Bhutanese Refugee Aiding the Victims of Violence (BRAVVE)
10. Beldangi II Camp Management Committee (CMC)
11. Jiri Khimti disaster Management Committee and people near Sanishare camp, Morang

**Met by West Team:**

1. Narad Sharma (SAKTEE)
2. Amar Aair (SAKTEE)
3. Anil Upreti (YES Nepal)
4. Sitaram Chaudhari (KPUS)
5. Kaushilya Chaudhari (KPUS)
6. Kamaiya Main Committee, Tikapur
7. CBO of Narayanpur VDC
8. Bhalmansa's

**Nepalgunj LWF staff**

1. Samjhana Shrestha
2. Yadu Lal Shrestha

## List of Reference

## Hard Copies

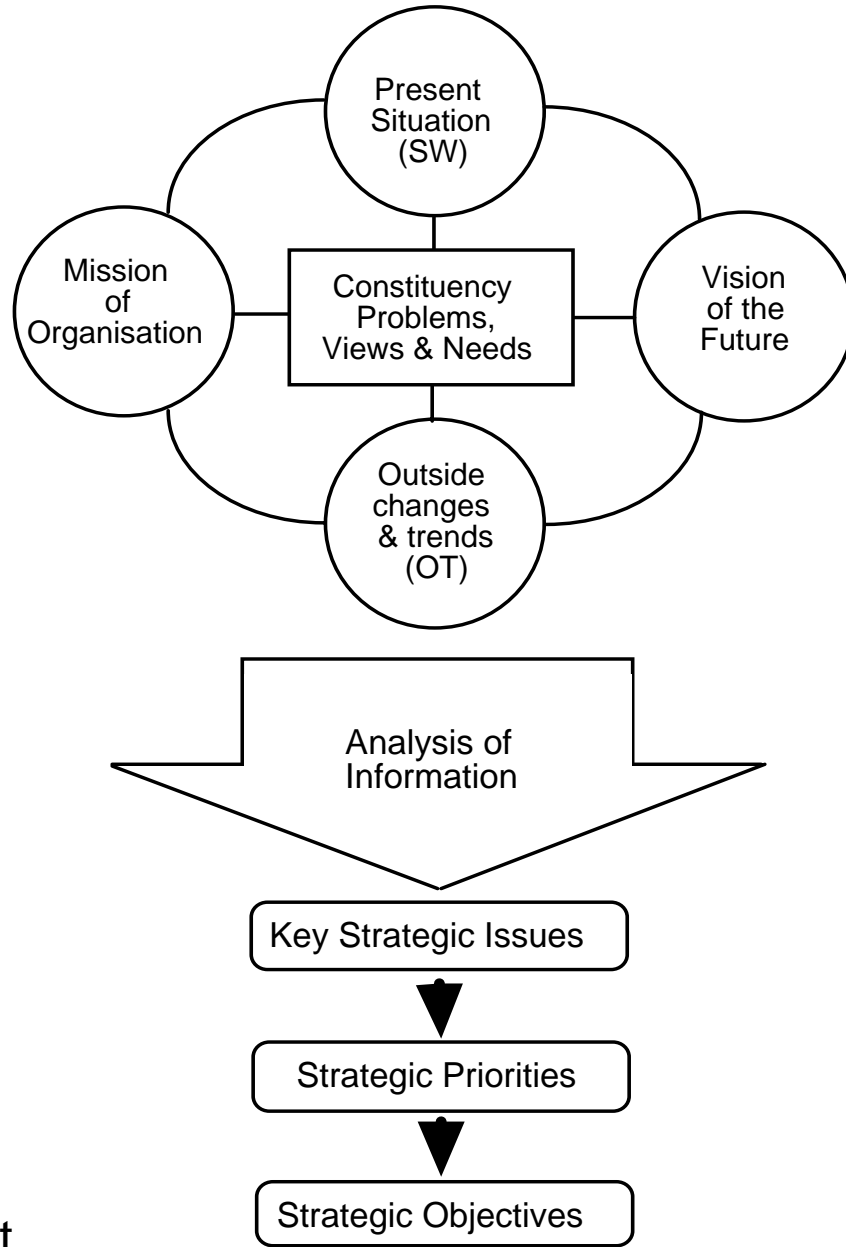
SN	Documents
1	Advocacy Policy 2004
2	HIV/AIDS Policy 2004
3	Gender Policy 2004
4	Audit Report 2003
5	Audit Report 2004
6	Audit Report 2005
7	Evaluation of the LWF Nepal Country Program, final Report, January 2001
8	General Agreement between SWC and LWF /DWS
9	LWF Nepal, Strategic Plan 2003-2007
10	Nepal Development Program-Empowerment Projects (421617), 2003-2007, PMD, 16 September 2002
11	Bhutanese Refugee Project (421614) Jhapa and Morang Districts 2003-2005, PMD 30 September 2002
12	Nepal, Program Plans/Statement of Needs 2003-2005
13	Statement of Needs 2005-2007, Department for World Service, Nepal
14	Dalit Empowerment Program, Nepal
15	Socio-Economic Improvement Program for Ex-Kamaiyas and Other Vulnerable Communities
16	Annual Report 2003 Nepal
17	Annual Report 2004 Nepal
18	Annual Report 2005 Nepal
19	Nepal, Annual Monitoring Report 2003
20	Nepal, Annual Monitoring Report 2004

## Electronic copies

Electronic Copy File Name	Content
1. Nepal SON 2005 - 2007	Year 2005=2007 Statement of Needs
2. LWF Nepal Strategy 03-07 final 16902	Strategy document for the 2003-2007
3. NDPPMD 0307	Nepal Development Program project document
4. Nepal BRPPMD 2003-05 Fin	Bhutanese Refugee Project document
5. Nepal NDPAMR Main Report 2003	Annual Monitoring Report 2003 for NDP, narrative
5.1 Nepal AMRNDP 2003 financial Report	Annual Monitoring Report 2003 financial part for NDP
6. Nepal BRP AMR 2003	Annual Monitoring Report 2003 BRP, narrative
6.1 Nepal AMRBRP 2003 Financial Report	Annual Monitoring Report 2003 financial part for BRP
7. Nepal NDP AMR Main Report 2004	Annual Monitoring Report 2004 NDP, narrative
8. 2004 BRP Annual Monitoring Report	Annual Monitoring Report 2004, BRP
9. DEP Project document	Dalit Empowerment Project, DCA/EU
9.1 DEP Budget	Dalit Empowerment Project, DCA/EU
9.2 DEP logframe	Dalit Empowerment Project, DCA/EU
10. SEIPEV Project document	Socio-Economic Improvement Program for Ex-Kamaiyas and Other Vulnerable Communities, LWF/EU
10.1 SEIPEV Budget	Socio-Economic Improvement Program for Ex-Kamaiyas and Other Vulnerable Communities, LWF/EU
10.2 SEIPEV LFA	Socio-Economic Improvement Program for Ex-Kamaiyas and Other Vulnerable Communities, LWF/EU
11. Advocacy Policy	
12. Disadvantaged Girls Scholarship fund Policy-English	
13. Employment Policy	
14. Gender Policy	
15. HIV/AIDS Policy	
16. ID Endowment Policy	Institutional Development Endowment fund
17. Procurement Policy	
18. ERC Management Guidelines	For LWF Nepal Eastern Region Center
19. Management guidelines for CRC	For LWF Nepal Central Region Center
20. Management Guideline for LWF WRCU	For LWF Nepal Western Region Center Unit
21. LWF Nepal Country Report 2005	Brief Report for 2005
22. General Agreement SWC	Agreement that allows LWF to function in Nepal
23. Project Agreement SWC	Agreement to operate NDP
24. SWC Evaluation 2003	Evaluation done by SWC before signing the present agreement

<b>Electronic Copy File Name</b>	<b>Content</b>
25. CPDRR Project document	Community Preparedness for Disaster Risk Reduction, DCA/EU
25.1 CPDRR logframe	Community Preparedness for Disaster Risk Reduction, DCA/EU
25.2 CPDRR budget	Community Preparedness for Disaster Risk Reduction, DCA/EU
26. Partnering guideline	Guideline for partnering, effective from 1 June 2006.
27. 2005 NDP 16-4217 AMR	Annual Monitoring Report for 2005 NDP, narrative
27.1 2005 NDP 16-4217 Coverage Table1	Annual Monitoring Report 2005 NDP, table showing the coverage of the project
27.2 2005 NDP 16-4217 Major activities Table 2	Annual Monitoring Report 2005 NDP, table showing the major activities implemented in 2005
27.3 2005 NDP 16-4217 Finance Report	Annual Monitoring Report 2005 NDP, finance part
28. 2005 AMR BRP 16-4214	Annual Monitoring Report 2005 BRP, narrative
28.1 2005 AMR BRP 16-4214 Finance Report	Annual Monitoring Report 2005 finance part BRP
29. GUIDELINE FOR CIS Nov 2005	Guidelines for small scale Community Infrastructure Schemes
30. PartnerFinance Visit Form	During the verification finance staff prepare report in this format
31. HH Formato5-English final	Sample households are enumerated once in November against each indicator given in the form.
32. Group report05-English final	All groups submit report according to the format twice in a year
33. CBO report05-Englishfinal	All CBOs submit report according to the format twice in a year
34. CBO Dash Board-English final	A one page summarization of key indicators from the above report.
35. Household 2005	Results of the 2005 enumerated sample households
36. Group 2005	Results of the submitted groups reports in 2005
37. CBO 2005	Results of the submitted CBO reports in 2005

# The Key Components for Strategy



Development



## **Content of Strategic Plan**

### **What are the key elements of a strategy document**

Strategy documents can take many forms and it is important for NGDOs to feel able to write up their strategy in the form which will communicate effectively to their stakeholders. However, a study of NGDO 'Strategic Plans' reveals the following commonly used headings for strategy documents.

- An Executive Summary of the Strategy Document
- A statement of the Organization's Vision
- A statement of the Organization's Mission
- A statement of the Organization's Values
- An analysis of the Problems Being Faced by the Constituency.
- An analysis of the Views and Needs of the Organization's Constituency
- An analysis of Outside Changes and Trends which affect the Organization (Opportunities and Constraints)
- An analysis of the Present Situation of the Organization (Strengths and Weaknesses)
- An analysis of Strategic Options for the Organization
- An analysis of Strategic Priorities for the Organization.
- A statement of Strategy for the Organization's Activities.
- A statement of Strategy for Organizational Capability-building including Human Development and Financial Systems.
- A statement of Planned Resourcing, including Staffing.
- A brief description of the Process of Strategy Development followed in the NGDO (this can be very useful for other NGDOs which wish to develop their own strategy).