

# Annex E: Evidence on design quality of the interventions

## Annex E.1 Human Rights, Good Governance and Decentralisation Support, 1999-2003

| Component 1: Support to the Election Commission  |   |
|--|---|
| <p><b>Theory of change.</b> Free and fair elections are a key instrument of good governance, but the elections held in Nepal since the institution of multi-party parliamentary democracy in 1990 featured numerous irregularities and malpractices, with defective electoral rolls, poorly-trained electoral workers, and some biased officials. The state institution responsible for ensuring free and fair elections and reliable voter lists is the Election Commission, which required strengthening if it was to fulfil its mandate.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Ensuring that all technical preconditions for free and fair elections are in place would enhance the credibility of elections and help to restore the legitimacy of politicians who will then be better able to address the structural causes of conflict in Nepal.</li> <li>• <b>Assumption 2.</b> A stronger and more decentralised Election Commission would attract and make better use of skilled staff, leading to cleaner and more credible elections.</li> <li>• <b>Assumption 3.</b> Fair elections require complete and accurate electoral roles, so improved voter registration would lead to cleaner and more credible elections.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida’s support to the Election Commission’s development plan would be an effective way to promote good governance.</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> moderately plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 4.</p>   |
| Component 2: Support to the Parliamentary Secretariat  |   |
| <p><b>Theory of change.</b> Nepal had had only seven years to re-establish multi-party democracy and to develop a democratic political culture. A common Secretariat had been established for the House of Representatives and the National Assembly (the houses of Parliament), in order to support the MPs with administrative, technical, security, and information services as well as legal advice and assistance to committees, but its capacity to provide this support was considered to be low. Strengthening the Secretariat was seen as key way to strengthen the legislature, and promoting communication between Parliament and the public was seen as contributing to good governance.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Enhancing the capacity of the Secretariat to meet the needs of MPs and parliamentary committees in analysing bills, amendments and background papers, would increase the efficiency of the legislative process and help make Parliament the ‘true owner’ of that process.</li> <li>• <b>Assumption 2.</b> Greater parliamentary transparency through improved communication and press relations would help the public understand political processes and the work of their elected representatives.</li> <li>• <b>Assumption 3.</b> A more effective Secretariat and Parliament would improve the legislative process and increase transparency, thus contributing to a more democratic society.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that supporting implementation of the Parliamentary Secretariat’s Development Plan would contribute to a more accountable, transparent and effective public</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> not plausible (see note).</li> <li>• <b>Assumption 2:</b> not plausible (see note).</li> <li>• <b>Assumption 3:</b> not plausible(see note).</li> </ul> <p><b>Score for design quality:</b> 1.</p> <p><b>Note.</b></p> <p>Documents suggest that there was little political or technical will to carry out changes in this particular moment of history of Nepal. While the idea of trying to influence the Parliament made sense in the beginning of the 1990s, Danida’s 1999 <i>Evaluation of Danish Support to Promotion of Human Rights and Democratisation</i> indicated that the Parliamentary Secretariat “is not regarded as a relevant and important target for political interference” and that its services are “not in demand among the MPs and chairpersons of the</p> |

|  |  |
|--|--|
| administration.  | committees?.   |
| <b>Component 3: Support to the Central Police Science Laboratory (CPSL)</b>  |  |
| <p><b>Theory of change.</b> Police procedures were considered highly prejudicial to arrested individuals, who were often denied their rights to information and legal advice. In addition, the capacity of the police to use modern scientific evidence in criminal investigation was considered very low, as was the capacity of the forensic service to fulfil scientific requirements for providing reliable objective evidence, so prosecutions were often based on oral testimony leading to miscarriages of justice. It was therefore considered necessary to improve police procedures and increase the investigative capacity of the Nepal Police through the procurement of equipment to support scientific criminal investigations and the training of staff in its use.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Police procedures informed by an awareness of rights would increase the likelihood of detainees being informed of charges against them and allowed to consult and to be defended by a defence lawyer of their own choice.</li> <li>• <b>Assumption 2.</b> Facilitated and trained co-operation between the police, prosecutors and courts on criminal investigations, better equipment to document evidence (e.g. fingerprints), and the greater and more systematic use of evidence in court, would contribute to improved rights and justice.</li> <li>• <b>Assumption 3.</b> Enhanced skills and more reliable forensic evidence would increase the quality of court trials and contribute to rights and justice.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danish support to the police and particularly the CPSL would lead to improvements in the availability of legal advice to detainees, in the investigation of crime scenes, and in the collection and handling of forensic evidence, thus making the Nepal Police a more open and accountable service better able to meet the needs of Nepalese society.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 4.</p> <p><b>Note.</b></p> <p>While the design was relevant, the results depended greatly on whether the leadership of the CPSL would give priority to the use of new instruments and skills.</p> |
| <b>Component 4: Human Rights and Good Governance Advisory Unit (HUGOU)</b>   |  |
| <p><b>Theory of change.</b> Weakness across the whole human rights and good governance cross-cutting theme ‘sector’ led to the definition of the programme. Components 1-3 were designed to offer specialised services to parliament, the electoral commission and the police, while component 4 was conceived as a complementary support service to the judiciary, media, and the disadvantaged low-caste community known as ‘Dalits’. The three fields of intervention have distinct theories of change.</p> <ul style="list-style-type: none"> <li>• For <b>support to the judiciary</b>, access to clear Criminal Procedure Guidelines would reduce disagreements and conflicts among institutions and the escape of some duty-bearing institutions from their responsibilities.</li> <li>• For <b>support to the media</b>, improved staff training and capacity in the non-governmental media, an increase in the range of community media, and better balance in access to information, would strengthen democracy and human rights.</li> <li>• For <b>support to the Dalits</b>, increased public awareness of Dalit human rights among the public at large and relevant agencies and CSOs including the media would increase equality of opportunity in practice for Dalit men and women in many places and circumstances, and reduce the frequency of human rights violations.</li> </ul>  | <p><b>Overall score for design quality:</b> 5 (for support to the judiciary, media, and Dalits) - see below.</p>   |
| <b>Support to the judiciary</b>  | Judgements on the validity of assumptions underlying the theory  |

|   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Unclear criminal justice procedures undermine the protection and assertion of legal rights.</li> <li>• <b>Assumption 2.</b> Clearer criminal justice procedures would reduce disagreements and obstacles between relevant institutions, and overall performance on criminal justice delivery would improve.</li> <li>• <b>Assumption 3.</b> If obstacles and disagreements were reduced and each criminal justice institution carried out its responsibilities according to clear guidelines, citizens would have better access to justice.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that new Criminal Procedure Guidelines, prepared with the support of stakeholders, would contribute to improving the delivery of criminal justice.</p>   | <p>of change:</p> <p><b>Support to the judiciary</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 5.</p>   |
| <p><b>Support to the media</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The media’s role in contributing to a democratic society with respect for human rights is inhibited by a shortage of professional journalists, especially outside Kathmandu.</li> <li>• <b>Assumption 2.</b> Information provided by the media, particularly related to the circumstances of women, Dalit and other disadvantaged groups, would be improved by the selection of journalists for training fellowships with deliberate inclusion of women, Dalits and other target groups.</li> <li>• <b>Assumption 3.</b> The capacity of the rural and smaller media to contribute to increased coverage and pluralism is constrained by a lack of access to loans and grants with which to obtain new technology.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that targeted support for the training of journalists and the financing of diversified media outlets through a dedicated media fund would improve the quality and coverage of reporting for the benefit of Nepalese society.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <p><b>Support to the media</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> moderately plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 4.</p> |
| <p><b>Support to the Dalits</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The marginalisation of Dalits and the lack of respect for their rights is partly due to low public awareness of their life experience, and can be corrected by improving this awareness.</li> <li>• <b>Assumption 2.</b> Dalits are capable of using capacity support at national and regional levels to carry out advocacy, and thereby to create greater awareness of their rights and circumstances.</li> <li>• <b>Assumption 3.</b> Weak legal support constrains Dalit access to rights and this would be relieved through targeted legal assistance to the Dalit community.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that improvements in Dalit circumstances would result from focusing support directly on the Dalits and their organisation(s).</p>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <p><b>Support to the Dalits</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> strongly plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p>    |
| <p><b>Component 5: Decentralisation Support Programme (a merger of three former decentralisation components)</b></p>  |  |
| <p><b>Theory of change.</b> The ‘people’s war’ that began in 1996 drew much of its energy from public outrage at a remote, unaccountable, corrupt and ineffective system of governance. Decentralisation reforms were seen as a way to start re-building public confidence. Urgent needs were considered to include capacity building among local elected bodies and staff, numerous amendments to national legislation on division of competences and resources between national and local levels, reorganisation of the government administration and civil service, and a far greater integration between line ministries and elected local authorities.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Democratic governance can be strengthened by making local governments responsible (as ‘duty</li> </ul>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> <li>• <b>Assumption 4:</b> strongly plausible.</li> </ul>                             |

bearers) for more decisions and services.

- **Assumption 2.** Democratic governance can be strengthened by making local governments more transparent and accountable to local people (as 'rights holders').
- **Assumption 3.** Local governments can be encouraged and enabled to improve service delivery to the poorer segments of the populations (as 'rights holders' targeted for poverty relief).
- **Assumption 4.** These increments to responsibility, transparency, accountability and targeted service delivery can be obtained through capacity building among local institutions and elected representatives, a process that can be piloted in selected districts but that requires: (a) the compliance and participation of institutions at all levels from the most local to the national, including associations of districts; and (b) a national-level 'champion' institution with the mandate to push through controversial changes.
- **Assumption 5.** The external assistance modality best suited to encourage and enable the necessary changes would be an advisory unit with the independence and flexibility to undertake lobbying, knowledge management and experimentation as necessary.

Accepting the validity of assumptions 1-5, it was reasonable to expect that Danish-funded technical assistance would be effective if it was channelled through a Decentralisation Advisory Support Unit (DASU) in coordination with the Ministry of Local Government and other key institutions.

- **Assumption 5:** strongly plausible.

**Score for design quality:** 5.

## Annex E.2 Human Rights and Good Governance Programme, 2003-2008

| <b>Component 1: Human Rights</b>  |  |
|---|--|
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Structural imbalances related to caste, ethnic, gender, poverty, and geography result in human rights violations. Universal and national human rights standards require that such violations are responded to, in terms of documentation and preparation of human rights cases so that victims can access justice and redress.</li> <li>• <b>Assumption 2.</b> State institutions' capacity to document and prepare human rights cases is low, and in some cases state institutions (e.g. the police) participate in violations. Supporting state institutions is not an adequate remedy, therefore, and there is a demand for support to human rights organisations as well.</li> <li>• <b>Assumption 3.</b> Human rights organisations are considered (by observers) to play a significant role in protecting human rights in Nepal, and with additional support would be able to play this role more effectively.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that if Danida provides financial and technical assistance to build capacity of a number of human rights organisations as well as key state human rights stakeholders (such as the National Human Rights Commission) it will enable them, among other things, to particularly monitor and document civil and political rights violations which then will lead to greater adherence to and respect for human rights, as more victims will get access to justice and redress.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumptions 1 &amp; 2.</u> Sources include literature, international human rights organisations, and Danida reports.</p> <p><u>Assumption 3.</u> Reference can be made to cases from previous phases; however, the fact that more human rights violations are monitored and documented does not always lead to greater adherence and respect for human rights, since it depends on the judiciary system whether the documentation is accepted.</p> |
| <b>Component 2: Social Inclusion</b>  |  |
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The persistent exclusion of Dalits, Janajatis and women from the national mainstream is a serious threat to a democratic, peaceful and just development process in Nepal, which support to their organisations would help to correct.</li> <li>• <b>Assumption 2.</b> Advocacy activities by umbrella organisations like the Dalit NGO Federation, Feminist Dalit Organisation and Dalit Welfare Organisation would be effective in promoting social inclusion.</li> <li>• <b>Assumption 3.</b> Support to district-based organisations in terms of capacity development will enable them to engage in empowerment activities primarily at the local level which will promote social inclusion.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that if Danida provides targeted support to individual and umbrella Dalit organisations then their capacity will increase and they will be able to engage themselves in advocacy activities and claim their rights.</p>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 5.</p>  |
| <b>Component 3: Independent Media</b>   |  |
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> In the post 1 February 2005 (i.e. 'Palace Coup') context, Nepalese media may continue to be intimidated and directly or indirectly censored and there is therefore a need to support independent media.</li> </ul>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> </ul>   |

|  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• <b>Assumption 2.</b> There is demand for training in journalistic skills, editorial judgment, management and in use of new media technology, and enhanced media skills will contribute to media accountability and professionalism.</li> <li>• <b>Assumption 3.</b> Radio is the most accessible and affordable medium for reaching ordinary people, so community radio stations would offer a strong alternative communication tool that can overcome barriers of illiteracy and geography.</li> <li>• <b>Assumption 4.</b> Women, Dalits and youths from disadvantaged ethnic minorities are poorly represented in the media and wish to be become involved, so would respond to enhanced opportunities to do so.</li> </ul> <p>Accepting the validity of assumptions 1-4, it was reasonable to expect that that continued support to media freedom by Danida and other donors would contribute to media pluralism, fulfilling people’s right to information, monitoring of violations of press freedom, and advancing the peace-building and conflict mitigation agendas, while reinforcing awareness-raising about the rights of underprivileged groups and ways to combat poverty.</p> | <ul style="list-style-type: none"> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> strongly plausible (see note).</li> <li>• <b>Assumption 4:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumption 2.</u> There are signs from the previous phase that training has contributed to media professionalism. The need for training ranges from basic courses to training in high-level investigative journalism and conflict-sensitive reporting. Regional resource centres, Media Support Fund and the Media Development Fund have been instruments to promote skills.</p> <p><u>Assumption 3.</u> There are signs from the previous phase that community radios will continue to operate and contribute to pluralism and diversity.</p> <p><u>Assumption 4.</u> There are a some signs that focus on providing training and fellowship to women, Dalit and other marginalised groups will help them to increase their representation.</p> |
| <b>Component 4: Justice</b>  |  |
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Poor and disadvantaged Nepalese have very limited access to justice.</li> <li>• <b>Assumption 2.</b> Access to justice by poor and disadvantaged Nepalese would be improved if formal structures (e.g. the courts) and informal ones (e.g. community mediation) were strengthened.</li> <li>• <b>Assumption 3.</b> Access to justice by poor and disadvantaged Nepalese would be improved if communication and coordination between the justice sector and non-state actors were strengthened.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that if Danida provides financial and technical support to promote coordination in the justice sector and in the coordination between the informal and professional court system, then the access to justice for the poor and disadvantaged will be improved.</p>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumption 2.</u> All documentation indicates that at community level informal mechanisms are used to mitigate conflicts.</p> <p><u>Assumption 3.</u> Findings from the previous Danida phase suggest that stakeholders see a lack of coordination as an obstacle.</p>  |
| <b>Component 5: Anti-corruption</b>  |  |
| <p><b>Theory of change.</b> There is widespread public demand for an effective anti-corruption strategy, but such a strategy should be based on a balanced mixture of measures that target the relevant actors, and sectors, and the tools and techniques to be used.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Anti-corruption should not be the responsibility of a single agency, as inclusion of many actors (government agencies, civil society, media and the private sector) gives a feeling of ownership and partnership in anti-</li> </ul>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> Moderately plausible (see note).</li> <li>• <b>Assumption 2:</b> Moderately plausible (see note).</li> </ul>   |

|   |  |
|---|--|
| <p>corruption campaigns.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 2.</b> Actors should focus on three distinct sectors of anti-corruption work: awareness generation, corruption prevention, and legal sanctions and enforcement.</li> <li>• <b>Assumption 3.</b> International experience suggests that various tools should be used, including those which target awareness raising, corruption in procurement, election campaigns, access to information, public institutions, business ethics, and diagnostic studies and surveys.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's support to multiple stakeholders and sectors in using proven tools and techniques would enhance anti-corruption effectiveness.</p>  | <ul style="list-style-type: none"> <li>• <b>Assumption 3:</b> Moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 2.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> The fight against corruption is not defined clearly, so it is hard to predict effectiveness.</p> <p><u>Assumption 2.</u> It is not clear how 'anti-corruption work' is defined.</p> <p><u>Assumption 3.</u> Activities are suggested without indicating previous experiences with their use or their relevance for Nepal.</p>  |
| <b>Component 6: Elections &amp; Democratic Processes</b>  |  |
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The lack of credibility of elections has created a need to ensure that all technical preconditions are in place to ensure free and fair elections as a step towards electing politicians with legitimacy, who can attend the structural causes for conflict in Nepal.</li> <li>• <b>Assumption 2.</b> Reliable voter registration has particular importance for fair elections, and the Election Commission is key for this.</li> <li>• <b>Assumption 3.</b> Enhancing transparency and understanding of a democratic political culture among CSOs and political parties would promote democracy.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's support to the Election Commission, CSOs and political parties would be an effective way to promote good governance.</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Note.</b> Exactly how the civil society organisations convert new knowledge to promotion of democracy should be further explored during the field visit.</p> <p><b>Score for design quality:</b> 4.</p> <p><b>Notes.</b></p> <p><u>Assumption 2.</u> Phase I results showed considerable progress.</p>   |
| <b>Component 7: Local Governance</b>  |  |
| <p><b>Theory of change.</b> Effective and accountable local government is central to peace and development, and enables people to organise and participate in decision making at local level. Trust in this process encourages growth in democratic values and skills and can result in enhanced representation of political, social, ethnic and religious groups, which can then lead to greater citizen involvement and political legitimacy.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Existing village and district development councils (VDCs and DDCs) and CSOs can ensure accountable and transparent local governance to some extent, even in the absence of elections.</li> <li>• <b>Assumption 2.</b> Delivery of local public services by VDCs and DDCs would be enhanced through capacity development among key national institutions in charge of decentralisation.</li> <li>• <b>Assumption 3.</b> The decentralisation process would be enhanced through support to policy development in key political, fiscal and administrative areas.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's financial and technical support to selected VDCs and DDCs, capacity development at key national institutions, and policy development in key areas would</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> There were no local elections during the period, so the assumption could not be tested.</p> <p><u>Assumption 2.</u> Capacity building seemed to have good effects in some districts in previous phases, although the Local Development Training Academy (LTDA) was not successful.</p> |

improve the performance of local government, including service delivery.

Assumption 3. Danida's initial support to the Performance Based Grant Mechanism has helped to model the fiscal policy for decentralisation.

## Annex E.3 Human Rights and Good Governance Programme, 2009-2013

| <b>Component 1: Inclusive Democracy</b>  |   |
|--|---|
| <p><b>Theory of change.</b> The Comprehensive Peace Agreement (CPA) and Interim Constitution provide a key policy framework, including their emphasis on strengthening “multi-party democracy with constitutional checks and balances, transparency and accountability in the conduct of political parties”, their appeals for the promotion of people’s participation, press freedom and civil society, and their recognition of the close link between deepening democracy and the promotion of peace and security. Identical concepts are embedded in the Danish development policy framework, mandating efforts to put them into practice.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Many observers see political instability, dead-lock, and the exclusion of many groups from politics as key obstacles to sustainable rights-based development, to overcome which would require development of an inclusive and democratic political culture and system through support for reform and strengthening of democratic actors and institutions and enhanced public dialogue and communication.</li> <li>• <b>Assumption 2.</b> Inclusive democracy can be promoted through changes in the political system, most importantly in the political parties and the electoral systems. For political parties, a change is needed in relation to culture and practice in political parties and sister organisations to become more democratic, inclusive and transparent. In addition, legal frameworks for elections and political parties and voter registration system are in need to be improved.</li> <li>• <b>Assumption 3.</b> There is a need to promote a demand for democratic changes which will lead to a more inclusive democracy. Media (such as community radios) and youth initiatives can act as channels to promote such demands.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida’s targeted technical assistance and funding to political parties, the Election Commission, CSOs and the media would promote changes in the political system and encourage the greater involvement of marginalised groups in the democratic process.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Overall.</u> Danida could only ever meet part of the need, and the whole component may have benefited from a stronger focus.</p> <p><u>Assumption 1.</u> Danida interventions only address a small part of marginalised groups’ needs.</p> <p><u>Assumption 2.</u> Based on Danida’s earlier experiences with the Election Commission.</p> <p><u>Assumption 3.</u> These changes are expected to be slow.</p> |
| <b>Component 2: Human Rights &amp; Justice</b>   |   |
| <p><b>Theory of change.</b> A deeply-embedded culture of impunity in Nepal, reinforced by the armed conflict and the close relationship between the Army and the political establishment, meant that four issues needed to be addressed: a very low level of human rights awareness, particularly at grassroots level and among public officials; an extremely inequitable distribution of land rights, with caste, gender and ethnicity being powerful determinants; lack of access to justice, particularly for vulnerable groups; and weak independence and capacity of the National Human Rights Commission (NHRC), with poor morale and weak links to civil society and OHCHR-Nepal.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Support for civil society action would offset weak capacity among institutions that should be protecting human rights and the rule of law, and to challenge the culture of impunity in relation to human rights violations, especially for the most marginalised groups.</li> <li>• <b>Assumption 2.</b> Support for the National Human Rights Commission (NHRC) would help it exercise its mandate as the key national institution for promoting respect for human rights.</li> <li>• <b>Assumption 3.</b> Support targeting women, marginalised groups and others who suffer particularly from problems of</li> </ul>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Overall.</u> Danida could only ever meet part of the need, and the whole component may have benefited from a stronger focus.</p>  |

|   |  |
|---|--|
| <p>access to land, justice, human rights, and conflict-resolution services would help relieve these injustices.</p> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's support for the NHRC and for CSOs that specialise in promoting human rights and access to justice would result in improved capacities and outcomes among deprived, excluded and marginalised groups.</p>  |  |
| <b>Component 3: Local Governance</b>  |  |
| <p><b>Theory of change.</b> The Ministry of Local Government's efforts to consolidate multiple donor activities through the Local Government and Community Development Programme (LGCDP) were relevant in Nepal's post-conflict environment, but the LGCDP was marked by inaccessible and inequitable public services, skewed planning and project selection dominated by elite interests, and weak accountability from local government institutions to the people they were supposed to serve. Supporting donor coordination while contributing to the LGCDP and promoting local-level Ward Citizen Forums and Citizen Awareness Centres to increase service expectations would promote effectiveness and efficiency in service delivery.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Poverty is widespread at local level, among other reasons due to the lack of involvements in decision-making on resources, especially for women, Dalits and other disadvantaged groups, which would be relieved by promoting inclusive, responsive and accountable local governance and participatory community-led development y.</li> <li>• <b>Assumption 2.</b> The joint donor programmes in support of the decentralisation process have proven to be an efficient and effective vehicle to support local governments and promote accountability, including involvement of specific, marginalised groups.</li> </ul> <p>Accepting the validity of assumptions 1 and 2, it was reasonable to expect that Danida's support for the LGCDP and other joint donor-government arrangements to improve local government capacity and enhance accountability and equity in resource management at local level would encourage and enable local government to provide better services, including involvement and improvement of the living conditions of marginalised groups.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 6.</p> <p><b>Notes.</b></p> <p><u>Overall.</u> Assumptions are based on earlier experience and programmes in other countries.</p> |

## Annex E.4 Peace Support Programme, 2006-2013

| Overview of the Peace Support Programme  |   |
|--|---|
| <p>While the Peace Support Programme (PSP) changed somewhat over time, Danida's analysis of the causes of conflict consistently included: lack of accountability; exclusion of large sections of the population from political, economic and social development; subversion of the rule of law; weak institutions; and an unresponsive state. Lack of trust between political parties and the government were also seen as critical areas of weakness in governance. Its theories of change therefore start with the premises that social justice and economic security are preconditions for peace, and that to be sustainable peace must meet the needs of many groups and interests. The result was a programme comprising a wide range of actions. Although not based on formal conflict analysis at the strategic level, the PSP was based on Danida's 2006 Interim Strategy for development cooperation, and it tied in with the efforts of development partners through the National Peace Trust Fund (NPTF) and United Nations Peace Fund for Nepal (UNPFN). Evaluations endorsed this approach and helped adjust the focus of the programme as it has evolved. The Human Rights and Good Governance Programme (HRGGP) relied on clearer theories of change and took a more transformational approach, but both programmes were complementary and highly relevant to the situation in Nepal.</p> |   |
| PSP Phase I and some elements of Human Rights and Good Governance Programme  |   |
| <p><b>Theory of change.</b> Social justice and economic security are preconditions for peace, and to be sustainable peace must meet the needs of many groups and interests, so a diverse approach is required that works on many levels in the spheres of politics, governance, rights and development.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Peace in Nepal can be achieved and maintained through the development of a democratic political environment and respect for human rights and rule of law.</li> </ul> <p>Accepting the validity of the assumption, it was reasonable to expect that Danida's support to the NPTF, the UN, the NHRC and other national CSOs oriented to promoting human rights, conflict resolution and access to justice would contribute to a lasting peace.</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p> |
| PSP Phase II and III   |   |
| <p><b>Theory of change.</b> Social justice and economic security are preconditions for peace, and to be sustainable peace must meet the needs of many groups and interests, so a diverse approach is required that works on many levels in the spheres of politics, governance, rights and development.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> An inclusive peace process will contribute to building a peaceful, democratic, socially just and economically prosperous Nepal.</li> </ul> <p>Accepting the validity of the assumption, it was reasonable to expect that Danida's support to the NPTF, UN, and key national organisations and CSOs committed to promotion of peace would contribute to a lasting peace..</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p> |
| Human Rights, Decentralisation and Good Governance 2005-2013   |   |
| <p><b>Theory of change.</b> Social justice and economic security are preconditions for peace, and to be sustainable peace must meet the needs of many groups and interests, so a diverse approach is required that works on many levels in the spheres of politics, governance, rights and development.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> An inclusive democracy based on respect for human rights requires the state and CSOs to fulfil their</li> </ul>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p> |

governance, rights and rule of law roles properly alongside the establishment of transparent and democratic political processes and good local governance supported by adequate accountability, participation and empowerment.

Accepting the validity of the assumption, it was reasonable to expect that Danida's support to relevant institutions and processes would contribute to establishing and maintaining an inclusive democracy.

## Annex E.5 Peace, Rights & Governance Programme, 2014-2018

| All components  |  |
|---|--|
| <p><b>Theory of change.</b> Much had been achieved in the years following the 2006 CPA: physical infrastructure had largely been repaired, most former combatants had been reabsorbed into society, there had been national elections and a new national Constitution was taking shape, the Election Commission had prepared new voter rolls, and civil society awareness of human and political rights had grown greatly. There was a sense that peace, rights and governance were processes that now required completion: of last commitments under the CPA, of the new Constitution, of systems for public financial management (PFM), of administrative reform, and of local elections to put accountability in place at all levels of the polity, and the ‘soft’ values and habits of inclusion, participation, and democracy required consolidation. The 2014-2018 programme was designed to support these steps, targeting the institutions and systems for consolidating peace and democracy (i.e. the NPTF and Election Commission) in Component 1, accountable and effective local governance (i.e. the LGCDP) in Component 2, and access to justice and the rule of law (i.e. the responsible ministry, the courts, and the NHRC) in Component 3. The latter led to an additional ‘transition component’, involving the phasing out of the advisory unit known as DanidaHUGOU and the establishment of a Governance Facility as a way to wind down interventions and help stakeholders consolidate gains while adjusting to new circumstances.</p>   |  |
| Component 1: Peace Building and Democratic Development  |  |
| <p><b>Theory of change.</b> Sustainability of the peace process depends on continued effort by government through the NPTF, and by civil society, to promote social cohesion, build trust and address the root causes of the conflict at local level. The peace process is closely related to democratic participation and this requires building stronger democratic institutions including well-run, representative and competitive elections that are seen as legitimate by the Nepalese people. There is also a need to expand conflict transformation efforts by state institutions (as ‘duty bearers’) and civil society (as ‘rights holders’), to foster a more collaborative, inclusive and responsive approach with a focus on the local levels, and to mainstream the four HRBA principles of non-discrimination, participation, transparency, and accountability among all actors in peace-related programmes.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> With additional support, the Election Commission will complete its task of becoming capable of running free and fair elections with full participation by all eligible citizens.</li> <li>• <b>Assumption 2.</b> With additional support, the NPTF will complete implementation of the CPA while contributing to further strengthening of peace and democracy</li> <li>• <b>Assumption 3.</b> With additional support to the Election Commission, NPTF, and a Governance Facility to encourage and enable greater civil society participation, free and fair local elections will be achievable.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida’s continuing support to the Election Commission, NPTF, and Governance Facility would lead to sustainable peace and democracy.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumptions 1 and 2.</u> Based on previous phases.</p> <p><u>Assumption 3.</u> The electoral system had been improved, but local elections have not been carried out since 1997 so the system had not yet been tested.</p> |
| Component 2: Local Governance   |  |
| <p><b>Theory of change.</b> The LGCDP is government’s flagship programme for bringing together actors in support of improved local governance and community development. Danida’s support in its first phase trialled a number of measures to establish a model SWAp in the local governance sector (e.g. by incorporating project management units into the Ministry, integrating donor funds into the blended block grant system, and improving the management of fiduciary risks). Building capacity for devolved local government and new relationships between local agencies and local people was expected to be a slow process, and as the first phase drew to a close, the participatory systems and structures that had been</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul>  |

|  |   |
|--|---|
| <p>established, such as the Citizen Awareness Centres (CACs) and Ward Citizen Forums (WCFs), were seen as needing consolidation and/or institutionalisation, which would be done through a second phase of support.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Reliable service delivery and effective participatory oversight are needed if democratic systems and state institutions are to retain legitimacy, resist corruption, and sustain a momentum towards lasting peace.</li> <li>• <b>Assumption 2.</b> The LGCDP will continue to facilitate investment in infrastructure and services, to institutionalise local state and community structures, and to improve living conditions in a visible and responsive way.</li> <li>• <b>Assumption 3.</b> The LGCDP can be improved through Local Governance Accountability Facility (LGAF) arrangements that promote accountability and civil society involvement in monitoring service delivery, supported by free access to information.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's support to Phase II of the LGCDP, there will be further improvement in living conditions and trust in local political structures.</p>   | <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> Based on previous phases and international experience.</p> <p><u>Assumptions 1 and 2.</u> Based on previous phases, but it should be noted that funds allocated to each project are very small relative to need and demand for public services.</p>                                       |
| <p><b>Component 3: Access to Justice and Human Rights</b></p>  |   |
| <p><b>Theory of change.</b> Efforts had been narrowly focused on specific institutions and projects, with Danida support having had an impact on the Office of the Attorney General (in strengthening prosecutorial and monitoring capacity), the Police (in a broad modernisation programme done jointly with the UK), the Office of the Prime Minister (in the Universal Periodic Review of human rights reporting and implementation of UPR recommendations), the International Commission of Jurists (in justice sector reform targeting access by vulnerable women affected by gender violence, and with the International Center for Transitional Justice in establishing a multi-donor basket fund on transitional justice), the Centre for Legal Research and Resource Development (CeLRRd, in community mediation, trafficking, and legal aid in prisons), and the Advocacy Forum (in legal aid for detainees, reporting human rights violations and filing cases, and in supporting victim groups, done jointly with Switzerland). Opportunities were now being seen to promote more systemic change across the justice sector.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Opposing impunity, human rights violations, and neglect of the rule of law required new and/or consolidated initiatives at local level to improve coordination of justice sector institutions and the police with the participation of civil society actors.</li> <li>• <b>Assumption 2.</b> Improving access to justice and respect for human rights required efforts at national and local level to be coordinated and scaled up alongside legislative and administrative reforms to facilitate access to state-funded legal services and to empower legal aid committees at local level to promote local collaboration in the handling of court cases, and also community-based mediation and alternative dispute resolution services through CSOs.</li> </ul> <p>Accepting the validity of assumptions 1 and 2, it was reasonable to expect that Danida's support to the Supreme Court, the Ministry of Law and Justice, Constituent Assembly and Parliamentary Affairs and the NHRC (through UNDP), further progress would be made on access to justice and human rights.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b></p> <p><u>Assumptions 1-3.</u> Based on previous phases.</p> |
| <p><b>Transition component: from DanidaHUGOU to Governance Facility</b></p>  |   |
| <p><b>Theory of change.</b> Although government was credibly committed to improving governance in partnership with civil society, deficits in accountability and effectiveness remained, requiring investment in capacity building on the civil society side and also in improved dialogue with government, and that a new Governance Facility would be just as effective as DanidaHUGOU in delivering these things.</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see notes).</li> </ul>  |

- **Assumption 1.** With additional capacity-building support, civil society will be better able to fulfil its role in encouraging and enabling government to overcome accountability gaps and barriers in managing the post-war transition.
- **Assumption 2.** With additional awareness-raising support and facilitated dialogue, civil society and communities will be better able to work with government in understanding and addressing governance issues.
- **Assumption 3.** Increased capacity in civil society and dialogue among stakeholders will result in systematic and sustainable gains in governance, democracy and development, regardless of the mechanism by which support is delivered.

Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida's support to CSOs, first through strategic partnerships and projects mediated by DanidaHUGOU and then through projects alone under the Governance Facility, would contribute to improved public participation, oversight, security, access to justice, and protection of human rights, and that these gains would be better reflected in and sustained by state policies and implementation arrangements.

- **Assumption 2:** moderately plausible (see notes).
- **Assumption 3:** moderately plausible (see notes).

**Score for design quality:** 4.

**Notes.**

Assumption 2. Other factors are required and/or may intervene, and impacts cannot be guaranteed.

Assumption 3. While DanidaHUGOU had accumulated considerable experience regarding how support to CSOs could link up with government interventions, the same is not the case for the newly established Governance Facility. It was not based on strategic partnership, but mainly on specific projects within an Integrated Results Framework. The changed modality meant that experiences from the DanidaHUGOU phase may not be fully used. One of the donors supporting the Governance Facility found that it has some design flaws, namely that the projects are “unconnected” and do not go in the same direction. Others indicate that some of the bigger projects (e.g. on land rights, legal aid) are designed to link up with government institutions at local level.

## Annex E.6 Tax Reform (VAT) Programme, 1997-2015

### Support for Administrative Reforms within the Revenue Administration, Nepal (based on the Programme Document for 2001-2004)

#### Theory of change.

- **Assumption 1.** Multiple taxes on goods and services collected by an inefficient bureaucracy with limited public confidence results in unnecessarily low levels of collection and compliance, and unnecessarily high levels of evasion and corruption.
- **Assumption 2.** Simplifying the tax system by replacing diverse taxes with a single VAT will make it easier to collect and record revenues, and to detect and deter leakage.
- **Assumption 3.** Technical support can have a decisive influence in enabling sustainable transition from a weak, low-revenue system to a strong, high-revenue system that enjoys adequate public support.
- **Assumption 4.** Government will spend increased revenues wisely and well, and largely on development priorities acceptable to the donors.

Accepting the validity of assumptions 1-4, it was reasonable to expect that enhanced performance by tax institutions would result from delivery of training, equipment and management information systems, combined with education targeting tax-payers, and that this would lead to improvements in development status, rule of law, and governance.

Judgements on the validity of assumptions underlying the theory of change:

- **Assumption 1:** strongly plausible.
- **Assumption 2:** strongly plausible (see note).
- **Assumption 3:** strongly plausible.
- **Assumption 4:** moderately plausible (see notes).

**Score for design quality:** 6.

#### Notes.

Assumption 2. VAT is a non-progressive tax the burden of which inevitably falls most heavily on the poorer among those who pay it at all. This can be addressed by paying attention to the selective VAT-registration of goods and services that are used mostly by relatively rich people. However, a VAT system must also be joined by a progressive income tax in order to meet government revenue targets without undermining equity objectives.

Assumption 4. The validity of this assumption is questionable in any country, since all are vulnerable to political polarisation and failures of governance. It is judged to be plausible in the long term in Nepal, however, taking into account the context of a democratising country with increasing public participation in governance, and increasing media oversight of it.

## Annex E.7 Education Sector Reform & Development, 1992-2012

| <b>Component 1: Improving access</b>  |   |
|---|---|
| <p><b>Theory of change.</b> Improved literacy and education were seen as essential if Nepal was to succeed in a globalised world, but large numbers of children, Dalits, Janajatis and women were being excluded from education. Structural issues in schools and communities impeded access and progress in education and needed to be addressed for all children to be able to go to school and stay in school.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Removing key ‘supply-side’ barriers (i.e. improving facilities, reducing costs through scholarships, etc.) will make education more attractive to children and to communities.</li> <li>• <b>Assumption 2.</b> Making communities and local organizations aware of the importance of education and increasing their involvement will increase their willingness to ensure that children – and in particular - community mobilization and girls and minority groups can access education. Communities will have the capacity to engage.</li> <li>• <b>Assumption 3.</b> Donors will align behind government plans and priorities and provide harmonised and aligned support and provide the necessary funding which will lead to increased availability of key inputs at school level.</li> <li>• <b>Assumption 4.</b> The economy of Nepal will develop in such a manner that it can sustain investments needed beyond the duration of the direct intervention by development partners.</li> </ul> <p>Accepting the validity of assumptions 1-4, it was reasonable to expect that if Danida provided financial and technical assistance it would enhance access to education.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> strongly plausible (see note).</li> <li>• <b>Assumption 4:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 6.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> The assumption is supported by literature, but not all supply-side factors were identified early in the intervention, although this was corrected later.</p> <p><u>Assumption 2.</u> Consistent evidence from experience in the literature and other countries shows that combining supply and demand side education interventions can be effective.</p> <p><u>Assumption 3.</u> At the start of the intervention there was support among a core group of donors for alignment with government plans, and a generally strong commitment to global education agendas and to harmonisation and alignment among education support initiatives.</p> <p><u>Assumption 4.</u> GDP growth rates ranged between 0.1% and 8.6% between 1993 and 2016 (<a href="https://tradingeconomics.com/nepal/gdp-growth-annual">https://tradingeconomics.com/nepal/gdp-growth-annual</a>).</p> |
| <b>Component 2: Learning Achievement (quality education)</b>  |   |
| <p><b>Theory of change.</b> There was understood to be a serious challenge within the education sector of low quality of its graduates. Achieving sustained results from investments in education access (in terms of reaching the development goals of the country) would need to be accompanied by interventions that ensured that the outcomes were of sufficient quality, i.e. that school graduates were literate and capable of contributing effectively in society and to their own well-being.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Ensuring that teachers receive better training would ensure that pupils receive better quality instruction.</li> <li>• <b>Assumption 2.</b> Support to district planning and capacity development will lead to better planning and empower schools and bring about structural change in education systems.</li> </ul>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> <li>• <b>Assumption 4:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 4.</p>   |

|   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• <b>Assumption 3.</b> Parents and community organizations will take up the challenge of being part of planning processes and are capable of providing quality inputs into decisions that improve what happens in schools.</li> <li>• <b>Assumption 4.</b> The education plan implementation (financial resources/capacity) would allow for parallel attention across all three components in such manner that they were mutually supportive and that where priorities needed be made this would be done effectively.</li> </ul> <p>Accepting the validity of assumptions 1-4, it was reasonable to expect that if Danida provided targeted support in a number of key areas, and if this was done in coordination with other donors, then learning achievement would improve.</p>   | <p><b>Notes.</b></p> <p><u>Assumption 1.</u> Teacher training is an important factor, but needs to take place in a context where other supporting conditions are in place such as strong management, wage and other employment conditions. The assumption did not take account of the high level of politicisation of staffing decisions.</p> <p><u>Assumption 2.</u> The assumption is supported by literature, but it depends on strong educational management and support.</p> <p><u>Assumption 3.</u> This may be questioned in a highly centralised and hierarchical culture (and/or a very fatalistic one).</p> <p><u>Assumption 4.</u> Evidence from other countries consistently showed the challenges in addressing quality agendas in parallel with efforts to expand access.</p>   |
| <p><b>Component 3: Strengthening capacity of educational institutions</b></p>   |   |
| <p><b>Theory of change.</b> Capacity constraints was understood to be seriously limiting management and decision making in education and this led to capacity development being identified as key area of focus in the successive phases of Danida support. Support to this area was considered essential to ensuring progress in the two main areas of improving access and addressing quality.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Strong school plans and strengthening of decentralised education offices/services would result in more accountability in education and facilitate achieving education objectives.</li> <li>• <b>Assumption 2.</b> Other donors and the government will align behind a common strategy and approach to addressing capacity challenges.</li> <li>• <b>Assumption 3.</b> Government will allot the necessary resources to sustain capacity development efforts.</li> <li>• <b>Assumption 4.</b> Civil service will function in such a way that provides conditions for trained staff to stay in position and work as agents of change.</li> <li>• <b>Assumption 5.</b> Decision making in education can be influenced by convincing research evidence. Successful pilot initiatives will be taken over by government, and supported other donors. Setting up a separate facility would ensure resources are available to conduct key research and would eventually lead to buy in by other donors and by government to allow for sustainability.</li> </ul> <p>Accepting the validity of assumptions 1-5, it was reasonable to expect that if Danida provided support to capacity development this would make a significant difference to the system's capacity for ensuring improved access and quality.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> moderately plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> <li>• <b>Assumption 4:</b> weakly plausible (see note).</li> <li>• <b>Assumption 5:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 4.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> Based on international experience/evidence.</p> <p><u>Assumption 2.</u> While commitment to alignment was reasonably strong in principle, in practice it was much harder to achieve and approaches to capacity development were clearly very different among different donors.</p> <p><u>Assumption 3.</u> Government was showing strong commitment to education funding, but capacity development requires a high level of investments and would clearly be a challenge.</p> <p><u>Assumption 4.</u> Staffing decisions in Nepal are highly politicised and characterised by rapid turn-over.</p> <p><u>Assumption 5.</u> There was substantial commitment to piloting, but evidence from elsewhere has consistently shown high resistance by education systems to change and challenges for these kind of donor</p> |

managed facilities to be taken over by government.

## Annex E.8 Energy Sector Assistance Programme (ESAP), 1999-2012

| <b>Component 1: Institutional Strengthening of Rural Energy Sector Component (Technical and Financial Support to AEPC in ESAP I)</b>   |  |
|--|--|
| <p><b>Theory of change.</b> Institutional weakness among national partners and stakeholders was inhibiting the delivery of renewable energy solutions to rural stakeholders, and could be improved through development of a rural energy policy, capacity building among partners, and better cooperation among donors.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Government’s policy and legislative framework continues to develop in a way that is appropriate to supporting coherent development of the renewable energy sector</li> <li>• <b>Assumption 2.</b> Renewable energy will continue to be a high priority both for donors and for government.</li> <li>• <b>Assumption 3.</b> Investment in measures to improve the capacity of relevant institutions to adopt best practices and apply rural and renewable energy policy effectively and transparently will improve service delivery and promote renewable energy uptake.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida’s support to relevant institutions would be an effective way to promote the use of renewable energy in rural areas in Nepal.</p>  | <p>Judgements on the validity of assumptions underlying the theory of change.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 4.</p> <p><b>Note.</b><br/><u>All assumptions.</u> The review in 2011 states that this component was not designed to meet its objectives of strengthening the institutional capacity of AEPC.</p>   |
| <b>Component 2: Support to Rural Energy Investment: Rural Energy Fund (Interim Rural Energy Fund in ESAP I)</b>  |  |
| <p><b>Theory of change.</b> Potential demand for renewable energy technologies among communities and households in rural Nepal was being inhibited by a lack of adequate and affordable financing, so establishing an REF to offer subsidies and loans to these stakeholders would result in them investing in renewable energy.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Demand for renewable energy credit exists or can be stimulated among communities and households through REF availability and awareness raising.</li> <li>• <b>Assumption 2.</b> High-quality governance mechanisms at the REF will attract multiple donors and their involvement will guarantee governance and ensure adequate capitalisation.</li> <li>• <b>Assumption 3.</b> Pre-qualification of companies will ensure technical competence of loan/subsidy-financed projects and facilitate the distribution of funds, thus supporting the emergence of a strong renewable energy private sector providing quality technology and services.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that Danida’s support to REF governance, capitalisation, donor coordination, technical solutions and policy/practice development would contribute to the growth of renewable energy uptake in rural Nepal.</p> | <p>Judgements on the validity of assumptions underlying the theory of change.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 5.</p> <p><b>Notes.</b><br/><u>Assumption 1.</u> Demand for credit was assumed because subsidy distribution was already high and significant numbers of technologies had been installed, while credit uptake remained low.<br/><u>Assumption 2.</u> Although there is a ‘which comes first’ issue between governance and capitalisation, several donors had already entered the REF and had increased its resources and coherence.<br/><u>Assumption 3.</u> Subsidies and pre-qualification arrangements inevitably distort markets and create opportunities and incentives for prices and corruption to increase.</p> |
| <b>Component 3: Technical Components on Biomass (3.1), Solar Energy (3.2), and Mini-grid/Micro-hydro (3.3)</b>   |  |
| <p><b>Theory of change.</b> Energy sources available in rural Nepal include forest and farm-waste biomass, sunlight and flowing</p>  | <p>Judgements on the validity of assumptions underlying the theory of</p>  |

water, all of which can be turned into accessible, useful and affordable heat or electricity using technology adapted to the needs and resources of local people. With institutional and financial support through components 1 and 2, the technical components would offer improved cooking stoves, solar energy and micro-hydro systems to allow the capture of multiple lifestyle, livelihood and health benefits from increased renewable energy use by rural households.

- **Assumption 1.** Initial demand for renewable energy systems exists or can be stimulated among communities and households through awareness raising and demonstration of the technology and its associated benefits.
- **Assumption 2.** Initial uptake, installation and management of renewable energy systems will be undertaken by rural communities and households with access to appropriate training and support services.
- **Assumption 3.** Financial support services can be made available through the Rural Energy Fund on stable, predictable and acceptable terms to allow safe renewable energy investing.
- **Assumption 4.** Technical support services can be made available through the Regional Service Centres reliably and with adequate resources and coverage to sustain renewable energy technologies across target areas.
- **Assumption 5.** The introduction of renewable energy systems to off-grid households using open fires for cooking will have such demonstrable beneficial impacts on lifestyles (by providing light and pumped water, and relieving drudgery), livelihoods (by creating educational, communication and business opportunities), and health (by reducing indoor smoke) that further uptake will spread.

Accepting the validity of assumptions 1-5, it was reasonable to expect that Danida's support to awareness raising, demonstration and financial and technical support services would encourage proliferation of renewable energy use in rural areas.

change.

- **Assumption 1:** strongly plausible.
- **Assumption 2:** strongly plausible.
- **Assumption 3:** moderately plausible (see note).
- **Assumption 4:** moderately plausible (see note).
- **Assumption 5:** strongly plausible.

**Score for design quality:** 5.

**Note.**

Assumptions 3 & 4. It appears that the tendency for subsidies to distort markets (i.e. to make prices unrealistic and encourage dependency) and for pre-qualification systems to reduce competition (i.e. to encourage collusion, price-fixing and reduced quality) were not taken very seriously. The programme either disregarded or understood too late the distortions and collusion enabled by the subsidies and pre-qualification system.

## Annex E.9 National Rural & Renewable Energy Programme (NRREP)

| <b>Component 1: Central Renewable Energy Fund</b>   |  |
|---|--|
| <p><b>Theory of change.</b> Following on from the earlier phases of renewable energy support, it was understood that a barrier to the uptake of RE technologies is adequate financing – both grants and loans – and therefore if a suitable system was established, the community would invest in RE in a sustainable fashion.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The CREF Component will support the establishment of the CREF as an independently resourced and managed organisation with the capacity to effectively deliver subsidies and credit financing support to help implement RET deployment at a household and community levels.</li> <li>• <b>Assumption 2.</b> Enacting legislation to establish the CREF and recruiting a qualified and experienced management team will permit effective management of the Fund.</li> <li>• <b>Assumption 3.</b> Design and delivery of an appropriate credit support mechanism as well as a revised subsidy programme conducted in close cooperation with the AEPC will support flow of funds.</li> <li>• <b>Assumption 4.</b> Easier access to credit and subsidies will encourage households, businesses and communities to purchase RE technologies.</li> </ul> <p>Accepting the validity of assumptions 1-4, it was reasonable to expect that Danida’s support to the CREF component of NRREP would be an efficient tool to finance and promote renewable energy uptake.</p>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> weakly plausible.</li> <li>• <b>Assumption 3:</b> weakly plausible.</li> <li>• <b>Assumption 4:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 3.</p> <p><b>Note.</b><br/><u>All assumptions.</u> While the subsidies have been distributed easily, the credit uptake has been slow. There were also serious delays with setting up the system, although it is now running smoothly.</p> |
| <b>Component 2: Technical Support</b>   |  |
| <p><b>Theory of change.</b> Earlier stages of RE support have shown that there is a need and interest in RE technologies in rural areas, and that these have the potential to reduce environmental damage and improve the lives of women, girls and those from disadvantaged groups. Therefore it was assumed that if the technology and technical assistance is made available, these RE technologies would be installed.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The GoN provides a suitable policy and legislative framework to ensure availability of established RE technologies in the rural areas and development of more efficient RE technologies.</li> <li>• <b>Assumption 2.</b> There is community interest in greater uptake of RE technologies in rural areas, including by disadvantaged households.</li> <li>• <b>Assumption 3.</b> Access to RE technologies will lead to improved household environments with less smoke and more time for women and girls due to savings in cooking time and firewood collection.</li> <li>• <b>Assumption 4.</b> Use of RE technologies will lead to less deforestation and reduced use of fossil fuels to provide energy in rural areas, and less greenhouse gas emissions.</li> <li>• <b>Assumption 5.</b> There will be local level business and job creation to support the roll-out.</li> </ul> <p>Accepting the validity of assumptions 1-5, it was reasonable to expect that Danida’s support to the AEPC via the NRREP would be an efficient tool to promote economic development and environmental protection.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible.</li> <li>• <b>Assumption 2:</b> moderately plausible.</li> <li>• <b>Assumption 3:</b> strongly plausible.</li> <li>• <b>Assumption 4:</b> moderately plausible.</li> <li>• <b>Assumption 5:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 4.</p>  |
| <p><b>Note.</b> Other assumptions were too specific to treat as parts of the underlying logic of the programme as a whole, including that: (a) government decisions affecting the NRREP will be timely</p>  |  |

and rational (including subsidy revision, AEPC Bill, GESI policies, used battery legislation); (b) sufficient funds will be available through the Central Renewable Energy Fund; (c) demand is intact for ICS and increasing for domestic, community and institutional biogas plants; (d) interest for new technologies (wood gasifiers, bio-briquetting) exists among potential users; (e) targeted RETs remain eligible for CDM and the price of carbon remains stable or increases; (f) radical simplification of the eligibility and verification system is acceptable to AEPC; (g) battery recycling facility positively decided upon and being established; (h) demand for solar thermal domestic devices exists; (i) more efficient and effective approaches accepted for completing community electrification projects at a faster rate; (j) private sector community electrification technology companies are willing to invest in higher standard technologies; (k) AEPC Bill is passed in time and provide full autonomy to AEPC; (l) the Strategic Organisational Development Plan aligned to the mandate of AEPC approved; (m) required level of professional integrity prevails in AEPC; (n) staff turnover of AEPC remains manageable; (o) AEPC receives government sufficient budget ; (p) government is committed to make DEESs a regular unit in DDCs; (q) political interference is kept to a low minimum; (r) DEESs are sensitive to actively address GESI issues and needs; (s) RSCs are transparently and professionally selected; and (t) GESI-related mandates are in the job description of RSC staff and are being followed.

### Component 3: Business Development for Renewable Energy and Productive Energy Use

**Theory of change.** There is a history of the energy from micro-hydro plants being under-utilised due to very few ‘micro, small and medium-sized enterprises’ (MSMEs) being in place and operating during the daytime. By strengthening the productive use of the energy produced, users will be better able to pay their contributions and the scheme will operate more sustainably. There was a particular focus on increasing the income and employment generation potential for men and women belonging to socially and economically disadvantaged groups.

- **Assumption 1.** Nepal remains politically stable during the programme period and the GoN further promotes a conducive environment for private sector development.
- **Assumption 2.** A sufficient number of MSMEs are located in catchments areas.
- **Assumption 3.** Market demand is sufficient to support an increase in output of products.
- **Assumption 4.** MSMEs trust RE sufficiently to invest in new electrical equipment.
- **Assumption 5.** There exist a minimum variety of BDS providers at regional and local level showing interest in new markets

Accepting the validity of assumptions 1-5, it was reasonable to expect that Danida’s support to the Component 3 development plan would be an efficient tool to promote small business, employment and income generation linked to renewable energy.

Judgements on the validity of assumptions underlying the theory of change:

- **Assumption 1:** weakly plausible.
- **Assumption 2:** weakly plausible.
- **Assumption 3:** moderately plausible.
- **Assumption 4:** moderately plausible.
- **Assumption 5:** weakly plausible.

**Score for design quality:** 3.

**Notes.**

All assumptions. (a) The political environment has been very unsettled. India’s blockade of the border in 2015-6 damaged the economy considerably, as the flow of supplies to companies was almost totally stopped. (b) Considerable focused capacity building and institutional support is needed to establish MSMEs.

## Annex E.10 Environmental Sector Programme Support (ESPS)

| <b>Component 1: Establishment of Institute of Environmental Management (IEM)</b>   |   |
|--|---|
| <p><b>Theory of change.</b> There was understood to be a serious lack of capacity for environmental management in the industrial sector (and weakness too in air quality management), which training, standards (and laws and enforcement) would be required to correct. Taking advantage of favourable government policy, the opportunity was seen to deliver training and standards through a new institution, the IEM, and to place it on a sustainable footing, with a market for its services and the capacity to sell those services effectively and profitably.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Objective circumstances (protected and unregulated industries, new technologies, large markets, weak labour rights, etc.) had created a need for improved environmental management training and standards (EMTS).</li> <li>• <b>Assumption 2.</b> Policy and law had created a theoretical demand for improved EMTS services.</li> <li>• <b>Assumption 3.</b> Theoretical demand could be translated into real demand and real willingness to pay through (peace and the rule of law, and) the further development of environmental institutions, regulations and procedures, monitoring and enforcement capacity, and public awareness and insistence on environmental protections.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that an institution (the IEM) could be created through which internationally-subsidised EMTS services would be offered, their utility and value demonstrated, demand and willingness to pay for them consolidated and diversified, an effective business model operationalised, and sustainability achieved based on the willingness to pay among local users such as government, industry owners, trade federations and trades unions.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> not plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 2.</p> <p><b>Notes.</b></p> <p><u>Assumption 2.</u> Although there was some enthusiasm for receiving free training and, in principle, for improving the environment and OHS conditions, there was no evidence that local willingness to pay was systematically assessed; there was no evidence that underlying social issues had been resolved sufficiently to allow peace and the rule of law to permit the other assumptions to be met; and there was no evidence that under the circumstances the IEM alone could achieve the necessary general transformations in capacity and motivation.</p> |
| <b>Component 2: Promotion of Cleaner Production and occupational health and safety (OHS) in Industries</b>   |   |
| <p><b>Theory of change.</b> Taking advantage of favourable government policy, the opportunity was seen to demonstrate the feasibility and cost-effectiveness of achieving cleaner production (and energy efficiency) and improving OHS, to test supportive financial services, and to establish that a new normal could be created and cemented in place.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Objective circumstances (protected and unregulated industries, technologies, markets, weak labour rights) had created a need for cleaner production and higher OHS standards. An additional factor for the renewable energy sub-component was that fossil fuels and hydropower were expensive sources of electricity in Nepal.</li> <li>• <b>Assumption 2.</b> Policy and law had created a theoretical demand for cleaner production and higher OHS standards. An additional factor for the renewable energy sub-component was that energy efficiency is a relatively easy way to cut costs for businesses, while saving hard currency and reducing net GHG emissions.</li> <li>• <b>Assumption 3.</b> Theoretical demand could be translated into a real willingness to invest in cleaner production and higher OHS standards through the raising of awareness of needs and opportunities, the design and costing of specific investments that would lead to cost-savings and/or increased profitability and/or better labour relations, and the provision of grants and loans for these purposes that could or would not otherwise be obtained. An additional factor for the renewable energy sub-component is that cost-effective improvements are relatively easy to do, to monitor,</li> </ul>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p>   |

|  |   |
|--|---|
| <p>and their effects to demonstrate.</p> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that: (a) businesses would (at first reluctantly but with increasing enthusiasm) participate in learning about the commercial advantages of cleaner production, energy efficiency, and (under pressure from militant trades unions) improved OHS; (b) that the formulation of options, design of investments, facilitation of financing, and demonstration of success through monitoring at numerous industrial facilities would lead to accelerating up-take; and (c) that the up-take of cleaner production, energy efficiency, and improved OHS would be so beneficial financially and socially that demand and willingness to pay among businesses for technical advice and financing would naturally grow, resulting in transformation of sectoral conditions, and that the whole system would become sustainably self-financing (in a realistic time-frame).</p>  |   |
| <b>Component 3: Wastewater Treatment in Hetauda</b>  |   |
| <p><b>Theory of change.</b> It was realised that uncontrolled discharge by industries and industrial districts was polluting surface and ground waters, and the need to establish waste water treatment facilities routinely in all industrial districts was widely recognised in government policies (e.g. NEPAP), plans and vision statements (e.g. IDPP Vision 2020), although financial and technical constraints on government meant that little had been done. The opportunity was seen to establish a capacity for comprehensive waste water management in IID as an integral part of the ESPS. It was also intended that the WWTP would demonstrate an investment model, a set of technologies, and the ‘polluter pays’ principle, thereby promoting replication to other locations.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> A willingness existed or could realistically be created among the industrial environmental authorities to encourage and/or compel businesses to adopt pollution control measures.</li> <li>• <b>Assumption 2.</b> A willingness existed or could realistically be created among businesses to invest in improved OHS, in cleaner production, and in pre-treatment of effluents, and to pay increased tariffs for drainage, sewage collection and treatment.</li> <li>• <b>Assumption 3.</b> All businesses were already or could realistically be connected to the sewage system, with all waste waters being discharged into that system (after pre-treatment, and rather than being dumped directly into surface or ground waters).</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that an effective WWTP could be built, its operation and maintenance privatised, and its running costs paid for by users, so that replication would be likely.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> weakly plausible (see note).</li> <li>• <b>Assumption 2:</b> not plausible(see note).</li> <li>• <b>Assumption 3:</b> not plausible(see note).</li> </ul> <p><b>Score for design quality:</b> 1.</p> <p><b>Notes.</b></p> <p><u>All assumptions.</u> The design phase did not adequately specify the need for pre-treatment of influents by most businesses, and there was a lack of communication with businesses on the need for pre-treatment and the costs of connection to the WWTP; the design phase did not adequately specify the need for solid waste management by the WWTP; and the overflow system for the WWTP was improperly designed and incapable of protecting the plant from observed high rates of inflow (which can also be seen as a sign of serious inadequacy with respect to the climate proofing of the investment).</p> |
| <b>Component 4: Institutional Strengthening of the Ministry of Population and Environment (MOPE), the Ministry of Industry, Commerce and Supplies (MOICS) and the Ministry of Labour and Transport Management (MOLTM)</b>  |   |
| <p><b>Theory of change.</b> None of the targeted ministries were equipped to fulfil their respective mandates, which was to be corrected by delivering a wide variety of environmental and OHS standards (e.g. for water and air quality), protocols for monitoring, and training courses in fields such environmental administration, management systems, toxicology and technology, cleaner production and energy efficiency, OHS, vehicular emissions control and monitoring, as well as specialised subjects for target audiences such as on OHS for safety officers and women, chemical hazards, fire safety and first aid, safety in construction work, etc.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> The realisation that pollution negatively affects society resulted in government policies and the establishment of government institutions to protect society from it, but these institutions lacked the necessary</li> </ul>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 6.</p>   |

|   |   |
|---|---|
| <p>capacity and coordination to work effectively.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 2.</b> By providing training to the staff of these institution, technical help with inter-institutional dialogue and formulation of regulations, and facilitating outreach to other stakeholders, effectiveness of the whole system would be improved.</li> <li>• <b>Assumption 3.</b> The institutions concerned recognised their own lack of capacity and were willing to receive various kinds of technical assistance with which to correct it.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that supplying capacity-building inputs to concerned ministries and other stakeholders would be effective in building their capacity.</p>   |   |
| <b>Component 5: Air Quality Management in the Kathmandu Valley</b>  |   |
| <p><b>Theory of change.</b> Air pollution has long been a serious environmental problem in the Kathmandu Valley, especially during the dry winter months, with high concentrations of pollutants in the lower atmosphere being a health risk to residents and leading to a high and increasing incidence of respiratory disorders, eye, throat, and skin problems, and cardiovascular diseases in Kathmandu during the 1990s (Pradhan, 2012). This was largely driven by increasing numbers of vehicles, which multiplied more than four-fold in that period. The component was established (rather later than the others) to head off some of the worst consequences of unregulated growth in pollution sources, and to facilitate the emergence of regulatory and monitoring systems that would continue to work after project's end.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Air pollution in the Kathmandu Valley was serious, increasing, and politically unpopular, and government was committed to reducing it.</li> <li>• <b>Assumption 2.</b> The main sources of air pollution in the Kathmandu Valley were obsoletely-designed brick kilns and old, poorly-maintained, dirtily-fuelled petrol, LPG and diesel vehicles.</li> <li>• <b>Assumption 3.</b> Policy, technology, public opinion and pilot programmes underway during the 1990s had converged to make it feasible to begin phasing out many sources of air pollution, and replacing some of them with electric vehicles (EVs).</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that enough sectoral actors could be recruited into a cooperative partnership, and public demand for change increased, for a systemic process to be advanced of replacing the older and fossil-fuel vehicles with EVs and/or by newer, better-maintained and more cleanly-fuelled units, and that this would result in improved air quality.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> strongly plausible.</li> </ul> <p><b>Score for design quality: 7.</b></p> |

## Annex E.11 Natural Resource Management Sector Assistance Programme (NARMSAP)

| <b>Component 1: Community and Private Forestry (CPF)</b>   |  |
|--|--|
| <p><b>Theory of change.</b> The livelihoods of many rural people in Nepal depend on goods and services provided by natural forest ecosystems. These livelihoods can be safeguarded and potentially improved if groups (communities, or, in principle, companies or individuals) possess the authority, ecological knowledge and managerial skills to control specific forest areas and use them exclusively and permanently in their own interests. Since 1978, first with World Bank and later Danida support, the Government of Nepal accepted this logic and established a framework of policy and law to encourage and enable the process of appointing Community Forest User Groups (CFUGs) among traditional forest users as exclusive and autonomous managers of Community Forests within the national forest estate. The expectation was that community forest owners would have an interest in maintaining and improving forest condition and in inventing ways to generate revenues and other livelihood benefits, so they would be willing to accept, adopt and apply new ideas and skills that facilitate these outcomes. <b>Component 1 thus focused on offering training to CFUG members and government forest staff.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Community integrity is sufficient to allow inclusive and accountable CFUGs to be established and empowered over local forests.</li> <li>• <b>Assumption 2.</b> CFUGs and government forest staff (as trainers, co-managers, and supervisors) would be willing to accept training in ecology and forest management to support actions to maintain and improve forest condition and seek livelihood improvements.</li> <li>• <b>Assumption 3.</b> Stakeholders will use the existence of a secure forest under their own control as a resource to plan more sustainable ways to meet demand for fuel-wood and other forest products, and to invent and build new livelihood strategies that will contribute to reduced poverty without undermining the integrity of the ecosystems concerned.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that training opportunities for CFUGs and government forest staff would be welcomed, and would lead to greater ecological knowledge and managerial skills among community forest managers, which would result in forest conservation and livelihood benefits.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> Strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 6.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> Community forestry may be vulnerable to civil discord if it is seen as a priority of one faction and is opposed by another. In practice, however, both Maoist and government groups were willing to accept the strategy (although government staff were progressively excluded from rural areas).</p> <p><u>Assumption 2.</u> The assumption was plausible both initially (based on local lobbying and international experience), and later (based on local experience).</p> <p><u>Assumption 3.</u> Forests are vulnerable to conflict and competitive over-exploitation of particular resources in the course of individual enterprises, so requiring strong, informed and accountable governance (e.g. by CFUGs) to prevent and resolve conflict.</p> |
| <b>Component 2: Community Forestry Field Implementation (CFFI)</b>   |  |
| <p><b>Theory of change.</b> The livelihoods of many rural people in Nepal depend on goods and services provided by natural forest ecosystems. These livelihoods can be safeguarded and potentially improved if groups (communities, or, in principle, companies or individuals) possess the authority, ecological knowledge and managerial skills to control specific forest areas and use them exclusively and permanently in their own interests. Since 1978, first with World Bank and later Danida support, the Government of Nepal accepted this logic and established a framework of policy and law to encourage and enable the process of appointing Community Forest User Groups (CFUGs) among traditional forest users as exclusive and autonomous managers of Community Forests within the national forest estate. The expectation was that community forest owners would have an interest in maintaining and improving forest condition and in inventing ways to generate revenues and other livelihood benefits, so they would be willing to accept, adopt and apply new ideas and skills</p>  | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> Strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> Strongly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 6.</p> <p><b>Notes.</b></p> <p><u>Assumption 1.</u> Community forestry may be vulnerable to civil</p>  |

|  |   |
|--|---|
| <p>that facilitate these outcomes. <b>Component 2 thus focused on facilitating the legal establishment of Community Forests, the CFUGs to be responsible for managing them, and the Operational Plans to guide management activities within them.</b></p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Community integrity and policy/legislative support is sufficient to allow inclusive and accountable CFUGs to be established and empowered over local forests.</li> <li>• <b>Assumption 2.</b> CFUGs and government forest staff (as trainers, co-managers, and supervisors) would be willing to participate in actions to maintain and improve forest condition and seek livelihood improvements.</li> <li>• <b>Assumption 3.</b> Stakeholders will use the existence of a secure forest under their own control as a resource to plan more sustainable ways to meet demand for fuel-wood and other forest products, and to invent and build new livelihood strategies that will contribute to reduced poverty without undermining the integrity of the ecosystems concerned.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that support for the legal establishment of Community Forests, the CFUGs to be responsible for managing them, and the Operational Plans to guide management activities within them would all be welcomed, and would result in forest conservation and livelihood benefits.</p>  | <p>discord if it is seen as a priority of one faction and is opposed by another. In practice, however, both Maoist and government groups were willing to accept the strategy (although government staff were progressively excluded from rural areas).</p> <p><u>Assumption 2.</u> The assumption was plausible both initially (based on local lobbying and international experience), and later (based on local experience).</p> <p><u>Assumption 3.</u> Forests are vulnerable to conflict and competitive over-exploitation of particular resources in the course of individual enterprises, so requiring strong, informed and accountable governance (e.g. by CFUGs) to prevent and resolve conflict.</p>   |
| <b>Component 3: Soil Conservation and Watershed Management (SCWM)</b>  |   |
| <p><b>Theory of change.</b> The cultivation, deforestation, and over-grazing of catchment lands can be relieved by giving local communities the knowledge, skills and capital needed to use the land and its ecosystems more carefully. To do this, community development groups (CDGs) must be established and engaged through environmental education and training to introduce new farming, forestry and grazing systems, supported by technical advice and laws, policies and governance systems that encourage and enable adaptive, responsive and accountable participation in ecosystem management and equitable access to benefit flows. This can best be done in manageable areas bounded by watersheds (i.e. small sub-catchments, with an average size of 58 sq. km), where a critical mass of interventions can be concentrated. If a new pattern of self-sustaining social organisation and land use can be demonstrated, the ideas will spread spontaneously or with little additional investment to new areas.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> A lack of locally-accountable governance and responsibility for local ecosystems is keeping people from participating, innovating and investing in sustainable land use.</li> <li>• <b>Assumption 2.</b> A lack of knowledge, funding and other resources is keeping farmers from managing catchments sustainably.</li> <li>• <b>Assumption 3.</b> Once constraints are removed, successes will be so obviously attractive that other people in other catchments will wish to copy the processes and achieve the same outcomes.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that organising CDGs, reforming governance, offering them resources and teaching them how and why to use them in new ways would result in stabilised ecosystems and enhanced sustainable livelihoods, which would then be copied spontaneously.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> moderately plausible (see note).</li> <li>• <b>Assumption 2:</b> moderately plausible (see note).</li> <li>• <b>Assumption 3:</b> not plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 3.</p> <p><b>Notes.</b></p> <p><u>Assumptions 1 &amp; 2.</u> Lack of locally-accountable governance and responsibility for local ecosystems may be only one among several complex factors that keep people from participating, innovating and investing in sustainable land use.</p> <p><u>Assumption 3.</u> Where a model of interlocking technical and organisational change facilitated by intensive external subsidy is being used, low-cost changes that provide quick returns are hard to secure, thus inhibiting demonstration effects.</p> |
| <b>Component 4: Tree Improvement and Silviculture (TIS)</b>  |   |
| <p><b>Theory of change.</b> Residual natural forests in Nepal were increasingly being handed over to local control as community forests. Communities lacked the knowledge and skills to manage these forests sustainably, however, and government foresters lacked the skills needed to advise them. To manage forests sustainably requires adequate knowledge and skills on</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> </ul>  |

|   |  |
|---|--|
| <p>forest genetics, the genetic dimension of ecosystem restoration, the conservation of naturally-occurring genetic lineages, and the selective management of lineages for human use, and on the handling and management of seeds, seedlings and saplings as they become useful adult trees within functioning natural or artificial ecosystems. These challenges of genetics and silviculture were to be addressed: (a) by ensuring the supply of seeds for commonly-used species; (b) by training people in how to grow trees better; (c) by formulating a seed procurement policy for endorsement and use by government; and (d) by promoting ‘conservation through use’ (i.e. the care, harvesting, processing and marketing of NTFPs from local tree species). These ideas and services would contribute to improved and more sustainable land use and livelihoods across Nepal.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> A widespread lack of appreciation of how and why to manage genetic resources was contributing to deterioration of Nepal’s ecosystems under human management.</li> <li>• <b>Assumption 2.</b> A widespread lack of knowledge of how to grow trees better and make productive use of tree products meant that opportunities for sustainable livelihoods were being missed and/or foreclosed.</li> <li>• <b>Assumption 3.</b> Communities newly-empowered through the community forest user group (CFUG) mechanism would be interested enough to accept and apply new knowledge on forest genetics and silviculture, and government foresters would be willing to accept new training and assist communities in acquiring new knowledge on silviculture.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that communities and government would willingly cooperate in using services offered by the Component to improve forest management.</p> | <ul style="list-style-type: none"> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> weakly plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 4.</p> <p><b>Notes.</b></p> <p><u>All assumptions.</u> The approach was undermined by a lack of interest among government foresters, and the Maoist insurgency that inhibited participation in fieldwork by government staff, both of which could have been predicted.</p> <p><u>Assumption 3.</u> A fair amount of education and vision is required to to sustain interest in seeking long-term and intangible benefits at the community level, and specific incentives to sustain a willingness to participate among government foresters.</p>   |
| <p><b>Component 5: Central Level Support (CLS)</b></p>  |  |
| <p><b>Theory of change.</b> Weak capacity at the MoFSC was undermining the ability of government to participate in and fulfil its necessary roles in the processes that NARMSAP sought to encourage. These weaknesses were at first identified as a lack of training, equipment and cash-flow (to be corrected directly), and later seen as a lack of strategic organisational purpose (to be corrected through support for a more strategic, sector-wide approach). Once these weaknesses were corrected, MoFSC would have a greater capacity and willingness to participate in and support NARMSAP operations, allowing fuller collaboration in field work, and especially with the Community Forestry and SCWM components of NARMSAP.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Weaknesses in training, equipment and cash-flow could be corrected by organising and subsidising training, procurement of equipment, and recurrent costs, and this would build trust that would allow a deeper strategic partnership to emerge.</li> <li>• <b>Assumption 2.</b> A weakness in strategic organisational purpose could be corrected through measures to encourage and enable the understanding, agreement and leadership needed for a more strategic, sector-wide approach.</li> <li>• <b>Assumption 3.</b> As weaknesses in capacity were corrected, the aims of MoFSC and NARMSAP would converge and the two sides would increasingly work well together at all levels of activity.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that the capacity of MoFSC to lead and implement a forest SWAp would steadily increase.</p>   | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible (see note).</li> <li>• <b>Assumption 2:</b> strongly plausible (see note).</li> <li>• <b>Assumption 3:</b> moderately plausible (see note).</li> </ul> <p><b>Score for design quality:</b> 4.</p> <p><b>Notes.</b></p> <p><u>All assumptions.</u> The approach was undermined by the Maoist insurgency that inhibited participation in fieldwork by government staff, and by political shocks linked to it.</p> <p><u>Assumption 1.</u> The investments needed to build trust might create a risk of dependency and unsustainability.</p> <p><u>Assumption 2.</u> A more strategic, sector-wide approach is only possible once trust has been established on both sides.</p> <p><u>Assumption 3.</u> Convergence would require continuity, dialogue, leadership, and no political shocks.</p> |

## Annex E.12 The dairy sector interventions

| The dairy sector interventions  |   |
|---|---|
| <p><b>Theory of change.</b> Milk produced in Nepal was of low quality and irregular in supply. It was thought that quality could be improved by organising milk producers into co-operatives and unions, and providing them with technical advice, and that production could be increased by targeting inputs and marketing opportunities on farms in the hills near the roads, with both strategies needing to be organised in accordance with a ten-year Dairy Development Plan, and orchestrated by a new parastatal institution, the National Dairy Development Board (NDDB) according to lessons learned from a previously successful NDDB intervention in India.</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1.</b> Milk-producer co-operatives and unions could be organised and would be receptive to technical advice, and this would result in higher quality.</li> <li>• <b>Assumption 2.</b> Inputs and marketing opportunities targeting farms in the hills near roads would increase production.</li> <li>• <b>Assumption 3.</b> A co-operative and parastatal based development planning approach, combined with targeted investment in specific institutions, facilities and technologies, would allow coordinated and effective development of dairy industries.</li> </ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that by supporting the establishment and operation of the NDDB, the dairy sector would develop in an effective and sustainable way.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"> <li>• <b>Assumption 1:</b> strongly plausible.</li> <li>• <b>Assumption 2:</b> strongly plausible.</li> <li>• <b>Assumption 3:</b> moderately plausible.</li> </ul> <p><b>Score for design quality:</b> 5.</p> |

## Annex E.13 HIV/AIDS prevention and care

| The HIV/AIDS Prevention and Care Project   |   |
|--|---|
| <p><b>Theory of change.</b></p> <ul style="list-style-type: none"><li>• <b>Assumption 1.</b> Nepal is in the stage of a concentrated epidemic among migratory populations, commercial sex workers and their clients, and intravenous drug users, with many others at risk.</li><li>• <b>Assumption 2.</b> Prevention, awareness and treatment literacy programs are essential part of the overall treatment rollout in Nepal to fight HIV/AIDS efficiently.</li><li>• <b>Assumption 3.</b> Specialised NGOs are efficient in providing awareness, prevention and treatment literacy programmes.</li></ul> <p>Accepting the validity of assumptions 1-3, it was reasonable to expect that by supporting an NGO specialised in awareness and training as well, the risk could at least be mitigated.</p> | <p>Judgements on the validity of assumptions underlying the theory of change:</p> <ul style="list-style-type: none"><li>• <b>Assumption 1:</b> strongly plausible.</li><li>• <b>Assumption 2:</b> strongly plausible.</li><li>• <b>Assumption 3:</b> strongly plausible.</li></ul> <p><b>Score for design quality:</b> 6.</p> |

## Annex E.14 Design Quality Summary

| Component   | Design quality (DQ) score |
|---|---------------------------|
| <b>1. Human Rights, Good Governance and Decentralisation Support, 1999-2003</b> |                           |
| 1. Support to the Election Commission   | 4                         |
| 2. Support to the Parliamentary Secretariat                                     | 1                         |
| 3. Support to the Central Police Science Laboratory (CPSL)                      | 4                         |
| 4. Human Rights and Good Governance Advisory Unit (HUGOU)                       | 5                         |
| 5. Decentralisation Support Programme (DSP)                                     | 5                         |
| <b>2. Human Rights and Good Governance Programme, 2003-2008</b>                 |                           |
| 1. Human Rights   | 5                         |
| 2. Social Inclusion   | 5                         |
| 3. Independent Media  | 5                         |
| 4. Justice  | 5                         |
| 5. Anti-corruption  | 2                         |
| 6. Elections & Democratic Processes   | 4                         |
| 7. Local Governance   | 5                         |
| <b>3. Human Rights and Good Governance Programme, 2003-2008</b>                 |                           |
| 1. Inclusive Democracy  | 5                         |
| 2. Human Rights & Justice   | 5                         |
| 3. Local Governance   | 6                         |
| <b>4. Peace Support Programme, 2006-2013</b>                                    |                           |
| 1. PSP Phase I  | 6                         |
| 2. PSP Phases II & III  | 6                         |
| 3. PSP-relevant Human Rights, Decentralisation and Good Governance              | 6                         |
| <b>5. Peace, Rights &amp; Governance Programme, 2014-2018</b>                   |                           |

|  |   |
|--|---|
| 1. Peace Building and Democratic Development                                 | 5 |
| 2. Local Governance  | 5 |
| 3. Access to Justice and Human Rights  | 5 |
| Transition from DanidaHUGOU to Governance Facility                           | 4 |
| <b>6. Tax Reform (VAT) Programme</b>   |   |
| Whole project (Programme Document, 2001-2004)                                | 6 |
| <b>7. Education Sector Reform &amp; Development, 1992-2012</b>               |   |
| 1. Improving Access  | 6 |
| 2. Learning Achievement/Quality Education                                    | 4 |
| 3. Strengthening Capacity of Educational Institutions                        | 4 |
| <b>8. Energy Sector Assistance Programme (ESAP), 1999-2012</b>               |   |
| 1. Institutional Strengthening of Rural Energy Sector                        | 4 |
| 2. Support to Rural Energy Investment  | 4 |
| 3. Technical Solutions using Biomass, Sunlight and Water Flow                | 5 |
| <b>9. National Rural &amp; Renewable Energy Programme (NRREP)</b>            |   |
| 1. Central Renewable Energy Fund   | 3 |
| 2. Support to Rural Energy Investment  | 4 |
| 3. Business Development for Renewable Energy and Productive Energy Use       | 3 |
| <b>10. Environmental Sector Programme Support (ESPS)</b>                     |   |
| 1. Institute of Environmental Management                                     | 2 |
| 2. Cleaner Production and Occupational Health and Safety                     | 6 |
| 3. Wastewater Treatment Plant in Hetauda                                     | 1 |
| 4. Institutional Strengthening of key ministries (MOPE, MOICS and MOLTM)     | 6 |
| 5. Air Quality Management (AQM) in the Kathmandu Valley                      | 7 |
| <b>11. Natural Resource Management Sector Assistance Programme (NARMSAP)</b> |   |
| 1. Community and Private Forestry (CPF)                                      | 6 |

|  |                     |
|--|---------------------|
| 2. Community Forestry Field Implementation (CFFI)    | 6                   |
| 3. Soil Conservation and Watershed Management (SCWM) | 3                   |
| 4. Tree Improvement and Silviculture (TIS)           | 4                   |
| 5. Central Level Support (CLS)                       | 4                   |
| <b>12. Dairy sector interventions</b>                |                     |
| 1. Dairy sector interventions                        | 5                   |
| <b>13. HIV/AIDS prevention and care</b>              |                     |
| 1. HIV/AIDS Prevention and Care                      | 6                   |
| <b>Mean score all interventions</b>                  | <b>4.6 (strong)</b> |