
FINAL REPORT

FINAL EVALUATION OF THE 'CATALYTIC
SUPPORT ON LAND ISSUES 'PROJECT

A JOINT PROJECT BY IOM, UNDP AND UN
HABITAT

SUBMITTED BY:

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Last but not the least, I also like to thank all the respondents of KIIs and FGDs in Kathmandu, Morang and Surketh districts; without their support this report would not be possible.

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ABBREVIATIONS

CSO	Civil Society Organisation
CDO	Chief District Officer
CLD	Collaborative Leadership and Dialogue
CPA	Comprehensive Peace Accord
CPP	Conflict Prevention Programme
DDC	District Development Committee
DLLUIC	District Level Land Use Implementation Committee
FAO	Food and Agriculture Organisation
FGD	Focus Group Discussion
GESI	Gender and Social Inclusion
IPWA	Inter-Party Women Alliance
KII	Key Informant Interview
LDO	Local Development Officer
IOM	International Organization for Migration
LPCs	Local Peace Committees
LUIP	Land Use Implementation Plan
LUP	Land Use Plan
MoFALD	Ministry of Federal Affairs and Local Development
MoLRM	Ministry of Land Reform and Management
MLLUIC	Municipality Level Land Use Implementation Committee
MoPR	Ministry of Peace and Reconstruction
MSDF	Multi Stakeholder Dialogue Forum
NAP	National Action Plan
NGOs	Non-Government Organizations
NLUP	National Land Use Project
RFP	Request for Proposal
SCDC	Sagarmatha Community Development Centre
SOLA	Solutions for Open Land Administration
ToC	Theory of Change
UNDAF	UN Development Assistance Framework
UNEG	United Nations Evaluation Group
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNPFM	United Nations Peace Fund Nepal
VDC	Village Development Committee
VLLUIC	VDC Level Land Use Implementation Committee

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EXECUTIVE SUMMARY

IOM, together with UNDP and UN Habitat has worked with the Ministry of Land Reform and Management (MoLRM) and the Ministry of Peace and Reconstruction (MoPR) to implement the "Catalytic Support to Land Issues" project since March 2013. An independent evaluation of the project was conducted between November 2015 and February 2016.

The main purpose of the evaluation was to assess whether or not stated objectives of the project were achieved, and how it contributed to peacebuilding in Nepal. As such, the evaluation of the project was used in assessing its contribution to collective UNPFN peacebuilding results (i.e. UNPFN strategic outcome 4) in order to determine the fund's overall achievement and contribution to peacebuilding in Nepal.

The evaluation has following specific objectives:

- To assess and examine the project's relevance, effectiveness, efficiency, impact and sustainability of the project
- To assess and analyse the extent to which the project has achieved its stated peacebuilding impact including UNPFN strategic outcome 4 and its effective contribution to peacebuilding process in Nepal.
- Analyse lessons learnt and good practices of the project, especially on the issue of developing and executing the joint project, mainstreaming conflict sensitivity, gender and social inclusion.
- Analyse lessons learned and good practices with regard to peacebuilding in Nepal, and provide actor specific, well targeted recommendations on how the project's contribution to peace process could be strengthened or any unintended negative consequences could be mitigated, including one or two stories/examples of success or failure.

The evaluation used five OECD-DAC evaluation criteria, namely relevance, effectiveness, efficiency, impact and sustainability. Additionally, the consultant added conflict sensitivity and Gender and Social Inclusion (GESI) as additional evaluation criteria.

The evaluation used five evaluation tools: 1) Consolidated Output reporting tool; 2) Tool 2: Work plan reporting tool; 3) Literature review of project documentation and products; 4) Key informant interview for IOM, UNDP and UN Habitat staffs as well as project partners, stakeholders and beneficiaries; and 5) Focus group discussions (FGDs).

Fieldwork was conducted in Morang and Surkhet districts between January and February 2016.

Open-ended questions were administered with a total of 53 respondents including government officials, civil society organisations, NGOs, political leaders and beneficiaries. Altogether 22 people participated in 3 FGDs. A total of 75 people were consulted in KIIs and FGDs, out of which 27 per cent were women.

Key finding per evaluation criteria

Relevance

- The project's ToC is relevant and clearly articulated
- The project is highly relevant to current peacebuilding needs in the country
- The project is relevant to create an enabling environment for land reform
- Selection of project location, beneficiaries and project staffs particularly in light of the intended objectives was relevant as the districts were selected on the list of criteria and in consultation with the MoPR and MoLRM; yet the project could have included a district where the government is piloting SOLA
- Documents developed through the project and capacity building of government and non-government and counter parts in national and local level are relevant to contribute to peacebuilding, but the project should have improved dissemination of the documents produced.

Effectiveness

- Achievement of stated outputs and targets against the Results and Resource Framework (RRF) is mixed with some outputs indicators underachieved by the end of the project. Especially output 4.3 is partially achieved.
- With regard to outcome 1, the project created an enabling environment in which political actors, civil society leaders and government officials have come together to engage in deliberations on land reform issues. Progress towards finalising shared list of vocabulary on land is made. However, following issues are identified on on land issues
- Most of dialogue events took place at the national level. The project could have better achieved outcome 1, if dialogue collectively involved political actors and actors from the government especially MoLRM, MoPR and other relevant ministries because land reform also entails administrative and technical process. The dialogue sessions on land issues were sporadic and too centralised events.
- The project has successfully formulated National, and the VDC and District level Land Use Implementation Plans in the three districts; and a participatory approach was developed engaging 3511 participants including local people among whom 34.8% were women¹ in 95 consultations/ workshops/ training sessions in the local, district and national level spanned during the project period;; yet local capacity to formulate and implement the plans is has not been sufficiently enhanced.
- IOM facilitated a process to revise existing laws and policies by the MoLRM which resulted in the production of four documents by the project: A Bill to amend Land Revenue Act 2014; A Bill to amend (seventh amendment) Land Act 2021; A Bill to amend Land (Measurement) Act 2019; and A Unified Land Bill 2071. These Bills were submitted to the Ministry in March 2015. As stipulated in the outcome statement, the unified land regulatory framework is yet to be adopted. These policy documents were prepared through a bottom up consultative process with significant participation of women.
- Land information systems in three districts is assessed, but progress on this outcome

¹ Many of the persons participating in different events would be repeated

is poor because SOLA roll out plan did not work during the project phase. SOLA activities was stalled mainly due to failure of the GoN to pilot SOLA due to technical difficulties. Underachievement of SOLA implementation is therefore, due to factors out side of the project's control.

- Initial achievements to improve capacity to resolve land issues in the three target districts is satisfactory; mediation and conflict transformation training has already shown some positive impact in districts as the training participants reported that they have started applying the skills and knowledge to resolve land related issues in their districts/communities.
- Most project activities were completed as planned in the work plan
- The project has shown some preliminary signs and possibilities to contribute to peacebuilding.

Efficiency

- Coordination between the three implementing agencies and partners at local level was weak
- Management response to mid-term review generated mixed results
- Efficiency and value for money could be improved
- Flexibility in managing the project was satisfactory in the project

Impact

- Given the focus of the evaluation on output and outcome levels, its scope in assessing impact is limited because it is too early to assess the impact of the project. However some positive signs are noticed which are likely to contribute to peacebuilding needs in the country, particularly with respect to UNPFN strategic outcome 4 and UNPBF results 2.

Sustainability

- The project activities are being followed in the second phase under the “Women 4 Women” project which can sustain many activities
- Sustainability of the work on SOLA and Land Regulatory framework depends on how MoLRM and other key ministries intends to take it forward.
- Sustainability of Land Use Implementation Plan will determined by promulgation of Land Acts and Policies, especially the Land Use Act.

Gender and Social Inclusion

- There is good awareness and understanding among the project team and partners to ensure gender and social inclusion in the project.
- Despite efforts by the project team, inclusion women in dialogue and policy workshops is limited due to structural factor that presence of women in political parties and government services is relatively low
- Gender-segregated reporting system practiced by IOM can be replicated in the reporting of other agencies to improve gender responsiveness of the project.

Conflict sensitivity

- Do No Harm workshop organised at the inception phase of the project was a good practice to integrate conflict sensitivity in the project
- The project did not have any unintended negative consequences, but there was a case in Jhorahat VDC Morang where the project failed to manage the expectations of beneficiaries with regard to the idea of land consolidation, which produced negative perceptions towards the project.
- There was huge demand for conflict sensitivity trainings for partners and stakeholders which the project could not address

Lessons learned

- ✓ It is learned that to develop common understanding on contentious issues like land depends on to what extent political parties have intra-party shared understanding of the issue. Therefore such engagement must be planned at two levels: first at intra-party level and then inter-party level.
- ✓ Another important learning in the project is that working on technical issues on land must also simultaneously engage with reforming or formulating required land related policies according the changing to changing context.
- ✓ Lack of higher-level ownership of the government (hence Ministry of MoLRM) on a project can result in low achievement of the outcome as was the case of SOLA in the project.

Good practice

- Although Madhesh was not an exclusive focus of the project, looking at the core issue from the views of a key actors in the conflict dynamics can be considered as a good practice because with on-going conflict and tensions in Terai, it is highly relevant and useful to understand Madhesi views and perspectives on land, which is one of the key contentious issues in Terai.
- In outcome 3, 4 and 5, the project has used a gender-segregated data, which is a remarkable a good practice of the project.
- Tying conflict sensitivity to a funding mechanism of UNPFN was found useful in ensuring that CS is a serious consideration of the project and not just another box to be ticked in a checklist.

Recommendations

- Finalise shared vocabulary on land issues and circulate it to stakeholders as early as possible and share the document with relevant stakeholders from national to local levels
- Engage with civil society leaders level political actors on land related dialogue at

district level

- Improve engagement at the national level by sharing the findings of the study on SOLA to increase national ownership of the project
- Find options to work with with MoFALD in the follow up phase
- Bring political leaders, beaurocrates and technocrats together to the deliberations on land regulatory framework
- Circulate the reports to as many stakeholders as possible and translated them into Nepali where needed or relevant
- Organise follow up trainings on mediation and conflict transformation

INTRODUCTION

1.1 THE COUNTRY CONTEXT

Being a country with its economy heavily relied on agriculture; land is a key economic entity in Nepal. However, in addition to its economic significance, land is also a politically sensitive resource because power and power relations in society have effects on how land is distributed and utilised. Therefore land issues in Nepal have existed for centuries and are deeply entrenched in the feudal economy and informal land tenure systems. As one of the contributing factors for the ten years long Maoist insurgency between 1996 and 2006, land and land reform is one of the top agendas for post-war recovery and peacebuilding in Nepal.

Recognising potential contentious effects that unaddressed land issues can produce, the Comprehensive Peace Agreement (CPA) signed between the Government of Nepal and the Communist Party of Nepal Maoist (CPNM) has clearly stipulated a need for progressive land reform for sustainable peace. However, despite land issues drawing considerable policy attention in the current political transition, initiatives to support the government and civil society to come together to resolve land related issues are very scant at present.

1.2 THE CATALYTIC SUPPORT ON LAND ISSUES PROJECT

IOM, together with UNDP and UN Habitat has worked with the Ministry of Land Reform and Management (MoLRM) and the Ministry of Peace and Reconstruction (MoPR) to implement the "Catalytic Support to Land Issues" project since March 2013.

The project aimed at supporting Nepal's peace process by supporting leaders to develop a national implementation plan for refund and property return. It also aimed at facilitating small changes at national and local levels by mapping the existing situation of land and property issues, engaging stakeholders in dialogue and enhancing institutional capacity. It built on systems and works already put in by the Government of Nepal and further supported the evolution and strengthening of the system.

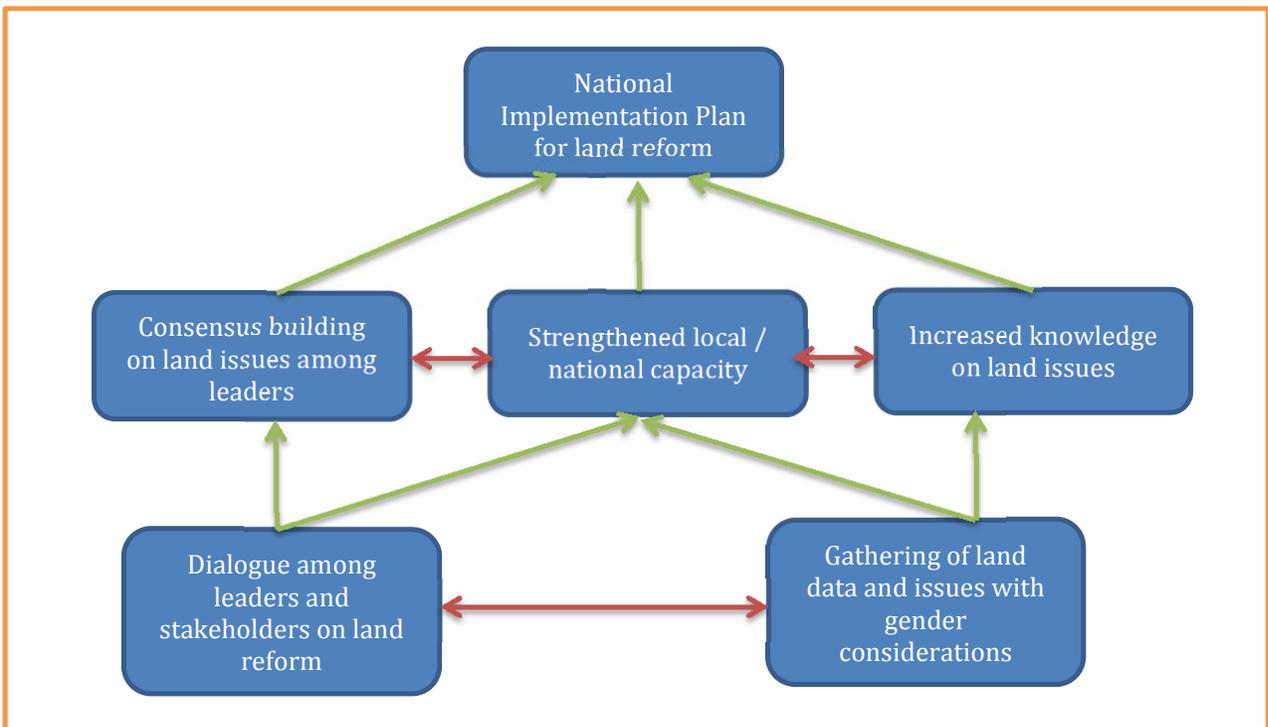
The project has five major outcome areas. Outcome one was managed by UNDP/ CPP, while outcome two was managed by UN Habitat. Similarly outcome areas three, four and five were managed by IOM, as shown below:

Outcome	Outcome statement	Implementing Agency
Outcome 1	Nepal's leaders have agreed on a set of principles to embark on national land reform	UNDP/ CPP
Outcome 2	Central, District, Village Development Committee and Municipality level Land Use Implementation Committees collect and analyze land related data and prepare Land Use Plans in their prioritized areas in	UN Habitat

	three districts	
Outcome 3	Draft unified land regulatory framework adopted	IOM
Outcome 4	Land information systems in three districts assessed and enhanced	IOM
Outcome 5	Improved capacity to resolve land issues in the three target districts	IOM

1.3 THE PROJECT'S THEORY OF CHANGE

The project took dialogue and negotiation approach to address land issues. Furthermore, it also sought to generate data and evidences on land issues of the three project districts. The projects anticipated that dialogue and negotiation would help building common understanding of key social and political leaders on land issues which will also lead to build consensus on engaging in land reform. Similarly, by generating data and evidences, the project sought to build local and national capacity that can be harnessed in developing land related policies and guidelines. As a collective effect of these changes, the project sought to create an enabling environment for land reform. The evaluator has summarized this theory of change in the figure below.



1.4. PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

The main purpose of the evaluation was to assess whether or not stated objectives of the project were achieved, and how it contributed to peacebuilding in Nepal. As such the evaluation of the project used in assessing its contribution to collective UNPFN peacebuilding results (i.e. UNPFN strategic outcome 4) in order to determine the fund's overall achievement and contribution to peacebuilding in Nepal.

The evaluation had following specific objectives:

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- Analyse lessons learnt and good practices of the project, especially on the issue of developing and executing and joint project, mainstreaming conflict sensitivity, and gender and social inclusion.
- Analyse lessons learned and good practices with regard to peacebuilding in Nepal, and provide actor specific, well targeted recommendations on how the project's contribution to peace process could be strengthened or any unintended negative consequences could be mitigated, including one or two stories/examples of success or failure.

This evaluation assessed the progress made towards the outcomes, results and indicators outlined in the project document and a revised Results and Resource Framework (RRF) in relation to prepare Nepal's leaders to develop national transition plan for implementation of land reform and property refund.

In order to assess the project's contribution towards achieving outcomes, the evaluation has reported on the level of achievements in producing the project's outputs. This was mainly be done by IOM, UNDP and UN Habitat self-reporting tools (see TOOLS 1, 2 and 3 in Annex 3), while the evaluator did some sample verifications.

This evaluation covered the complete project duration, from March 2013 to March 2015 as well as a no-cost extension up to 15 December 2015.

The evaluation covered Surkhet, Nawalparai and Morang districts where the project was implemented as well as at the national level where the project worked with government counter-parts, NGO partners and political actors. As elaborated in the methodology section below, a fieldwork was conducted in Morang and Surkhet districts as well as Kathmandu in January and Febraury 2016.

2. METHODOLOGY AND TOOLS

The evaluation used qualitative research design. The indicators and targets of the project included in the RRF are mostly qualitative. Therefore qualitative data collection tools such as Key Informant Interviews (KIIs) and Focus Group Discussions (FGD) were most suitable, though some quantitative information from secondary sources is also used.

2.1. EVALUATION TOOLS

The evaluation used the following tools to identify achievements and the main areas of change induced by this project:

Tool 1: Consolidated Output reporting tool:

This tool was used to measure and analyse actual achievements and progress made by the project against the targets and indicators included in the project's RRF. The consultant developed this tool together with the project staffs. The consultant then sample verified the information provided by the project during the fieldwork.

Tool 2: Work plan reporting tool:

This tool is useful to assess actual progress made by the project with regard to completion of activities timely and effectively. The project staffs provided information to the consultant to finalise this tool.

Tool 3: Literature review of project documentation and products

Literature review was used to collect secondary information to combine with primary data and information; therefore it was useful to inform the analysis in the evaluation

Tool 4: Key informant interview for IOM, UNDP and UN Habitat staffs as well as project partners, stakeholders and beneficiaries

Open-ended questions were administered with the IOM, UNDP and UN Habitat staffs in interviews to collect their views on management and project implementation related issues as well as for management and programme level feedback on issue emerged from fieldwork, requiring clarification. Similarly, this tool was used with project beneficiaries and stakeholders in the field. The selection of KIIs was based on convenient as well as purposive sampling, one that fits to the objectives of the study.

A total of 53 KIIs were conducted with government officials, civil society organisations including NGOs, political leaders and beneficiaries (see Annex 2 for details).

Tool 5: Focus group discussions (FGDs)

Focus group discussion (FGD) with project stakeholders and beneficiaries was another tool of data collection, which supplemented the data collected through KIIs. A total of two FGDs were conducted with project beneficiaries and stakeholders in Morang and one in Surkhet district. Altogether 22 people participated in the FGDs, out of which 8 were women.

A total of 75 people were consulted in the KIIs and FGDs. Following figures demonstrates the proportion of respondents based on their areas of involvement and sex.

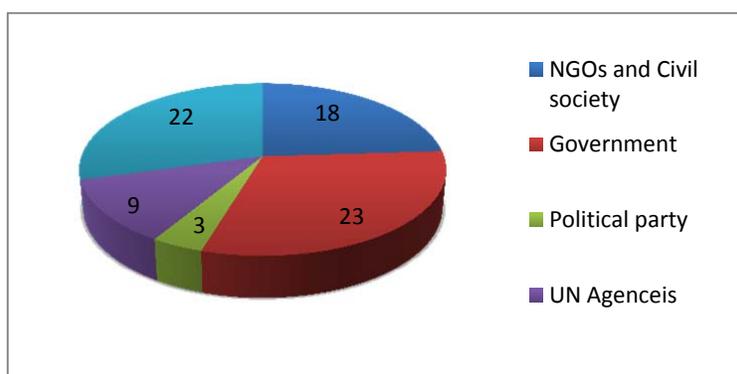


Figure: Respondents by type of their engagement

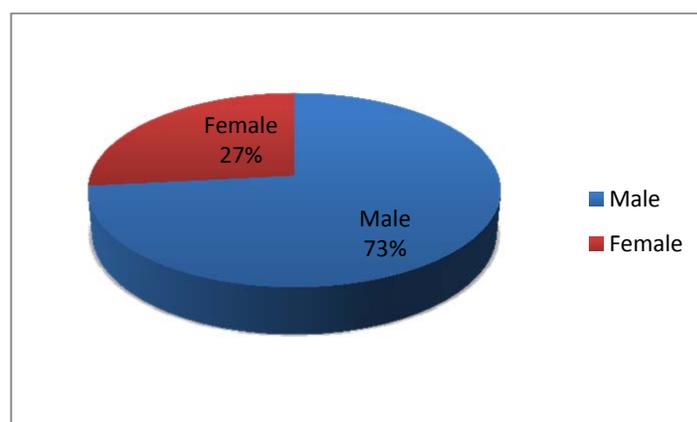


Figure: Respondents by sex

See Annex 2 for the details of evaluation tools.

2.2. DATA ANALYSIS

Triangulation technique was applied to extrapolate frequently repeated themes and concepts to include in the report. This technique was used to supplement as well as complement the data from different sources while cross-checking and cross-verification

of data was another advantage of this technique. Triangulation, therefore, increased reliability and validity of data and its analysis and interpretations. Throughout the evaluation, data was analysed progressively, to ensure maximum quality and completeness. Data was collected as much as possible in the language of the participants but analyses and reporting is done in English.

2.3 GENDER SENSITIVITY AND SOCIAL INCLUSION

The evaluation adhered to the principles of gender sensitivity and social inclusion. Although 35 per cent women respondents were expected in the inception phase, only 27 per cent of the respondents are women. This is mainly because most of the respondents come from government offices in which the number of women staffs is low. However, the evaluation took special considerations in terms of exploring how the project addressed women's conflict, peace and security concerns and priorities and the processes of involving women in the project. Furthermore, a separate evaluation criteria, particularly focusing on GESI, was used to assess gender responsiveness and social inclusivity in the project design, monitoring and reporting.

2.4 CONFLICT SENSITIVITY

Three key principles of conflict sensitivity include 1) understanding context, 2) understanding the interaction between context and an intervention, 3) identifying opportunities to minimise negative impacts of an intervention and maximise positive impacts. This was taken into account when conducting the fieldwork and writing the youth strategy document. In the fieldwork, the evaluation involved techniques of conflict sensitive interviewing - a method that ensures conflict sensitivity when doing research in divided communities.² It particularly made the study sensitive to conflict by:

- Avoiding language and vocabulary that creates disputes and tensions while doing the fieldwork.
- As far as possible, including respondents from different (divided) communities.
- Positioning the researchers neutrally in the fieldwork.
- Avoiding divisive statements and texts in evaluation report.
- Maintaining anonymity of source of interview (if requested by respondents) in the report as disclosing the respondent's identity may have impact on his/her safety and security.

² See Mason, S. A. (2003). Explorative expert interviews as a conflict-sensitive research method, lessons from the project "Environment and Cooperation in the Nile Basin" (ECONILE) Zurich: Centre for Security Studies, Swiss Federal Institute of Technology, ETH Zurich.

2.5 ETHICAL CONSIDERATIONS AND UNEG CODE OF CONDUCT

The evaluator ensured that the evaluation is conducted fulfilling necessary ethical considerations. Following steps were taken to maintaining research ethics.

- No children under the age of 18 were interviewed. If circumstance arises to interview a child, it will be conducted with prior consent and in the presence of parents or guardians.
- The consultant properly explained the process, methods and expected outcome of interviews to respondents.
- No forceful measure was applied to invite participants in consultative workshop or participate in interviews. Respondents are given full freedom to quit interviews at any stage if they desired to do so.
- The evaluator strictly avoided sexist, politically and ideologically biased language and socially, culturally and religiously biased language during the fieldwork.
- Anonymity of respondents is maintained in the report if they preferred to do so.

Furthermore, United Nations Evaluation Group (UNEG) ethical guideline was followed in this evaluation. The purpose of adherence to the UNEG ethical guidelines was to a) responsible use of power in conducting the evaluation task, b) ensuring free, fair and impartial assessment of development works, and c) responsible use of resources used in the evaluation. In particular, following the guidelines, the evaluation team will adhere to the obligations as evaluators including a) maintain independence, b) being impartial, c) ensuring credibility, d) avoiding conflict of interest, e) showing honesty and integrity, f) maintain confidentiality, and g) doing 'No Harm'.

3. FINDINGS PER EVALUATION CRITERIA

4.1. RELEVANCE

- **The project's ToC is relevant and clearly articulated**

The fieldwork for the evaluation explored that addressing land conflict requires a multi-dimensional approach. Respondents were of the view that land conflict partly arises from lack of proper land information, data, records and system, while many other land conflicts are social and political in nature, requiring dialogue and consensus building to resolve them. Similarly, government officials interviewed stressed that addressing land issues also requires formulating new policies, Acts and guidelines. These three dimensions are clearly linked in the ToC (see figure in section 1.3 above), showing how these aim at preparing leaders' to initiative land reform in the peacebuilding context in the country.

- **The project is highly relevant to current peacebuilding needs in the country**

Interviewees consensually stated that land issues are causes of social, political and economic conflicts in Surkhet and Morang districts. Post-CPA peacebuilding process has recognised this need. A Local Peace Committee (LPC) member in Birendranagar, Surkhet highlighted the relevance of the project stating that:

This project should have come long before. Fragmentation of cultivable land is very high which needs to be minimised through a participatory process and political dialogue. The participatory approach taken by this project is very relevant.

Section 3.7 of the CPA states that “Policies shall be formulated to implement a scientific land reform program by doing away with the feudal land ownership practice.” Hence the nature of this project is in line with the government’s priority to land reform for sustainable peacebuilding.

The project is also relevant to the United Nations Development Assistance Framework (UNDAF) for Nepal, 2013-2017. UNDAF outcome 9 states that National actors and institutions have managed conflict risk and are progressively consolidating the peace.³ In this regard, the project aims at supporting the MoLRM, political actors and civil society leaders to address conflict- related property and land issues. However, the focus of the project was on land and property return looks very ambitious because of political sensitivity of and lack of political comments to resolve the issue.

- **The project is relevant to create an enabling environment for land reform**

A focus of the project is on “Implementing land use plan which requires policy changes including land regulatory frameworks, which is in fact a separate outcome area of the project. Similarly, the government at present is working for the revision of four different Acts: Land Survey and Measurement Act, Land Revenue Act, and Land Acquisition Act, which a new Act, the Land Use Act, is being drafted. This has also become a priority of the Office of Prime Minister, as stated in the “Immediate Reform Work Plan 2072.” Thus the project’s focus on supporting the MoLRM to draft land regulatory framework is, therefore, highly timely and relevant to overall land related policy environment in the country. Moreover, stakeholders consulted in Morang and Surkhet believed that land and land policies are contentious issues, which require common understanding and consensus between political parties, in addition to bureaucrats and technocrats in the government system. The project’s strategy to involve a bottom-up planning and policy processes combined with an aim at developing shared agendas on land issues between

³ Government of Nepal and United Nations. (2013). United Nations Development Assistance Framework for Nepal, 2013-2017.

political parties is, therefore, innovative and relevant as it is a requirement for creating an enabling environment for policy reform.

- **Selection of project location, beneficiaries and project staffs particularly in light of the intended objectives is relevant**

Selection of project district is found relevant for a number of reasons. First, the districts covered hills (Surkhet) and terai and inner-terai from central region (Nawalparasi) and Terai from eastern region (Morang). Thus as a piloting project, it balances regional, geographical and ecological areas which was identified through a consultative process. Second, both districts have fast growing peri-urban areas and towards urban areas such as Latikoili VDC (now Birendranagar Municipality Ward number 11-17), Amarout VDC (Nawalparsai) and Jhorahat VDC (Morang). All the VDCs have demographically mixed ethnic population, and that they are fast growing due to internal migration. In this sense the VDCs are a good choice for piloting the project.

However, since the project aimed at piloting the Solutions for Open Land Administration (SOLA) software, the project could have selected or added Sindhupalchowk where the government has a plan for piloting SOLA. Initially, with support from FAO, MoLRM planned to pilot SOLA in Kathamandu district (District and Land Revenue and Survey Offices in Charkhal), but it was eventually moved to Sindhuplachowk, although progress in Sindhuplachowk also lagged behind mainly due to lack of adequate physical infrastructure such as offices and IT system available⁴. However, these limitations could not have prevented the project to collaborate with government to pilot SOLA in Sindhupalchowk. In fact, it could increase government's ownership in the project.

- **Documents developed through the project and capacity building of government and non-government and counter parts in national and local level are relevant to contribute to peacebuilding, but the project should have improved dissemination of documents produced**

More than 50 reports/documents produced by IOM, UNDP and UN Habitat are the strength of the project and that the documents are relevant to land issues and policies at present. There are, however, two issues affecting the project's outcome: First, although significantly a high number of documents are produced, their dissemination is found weak. A senior official of the MoLRM was unaware of submission of the National Level Land Use Plan to the MoLRM, although UN Habitat produced evidence (minutes of the meeting) showing that the plan was submitted to the Ministry. At this point, weak

⁴ A point to note here is that required IT systems were initially bought with the support of FAO.

institutional memory is found to be a source of conflicting information on the part of the Ministry. Additionally, Jhorahat VDC had not yet receive the VDC level Land Use Plan at the time of fieldwork, although it was confirmed that the report was handed over few days after the evaluation mission. UNDP has produced very useful documents such as the one on land issues from Terai/Madhesh perspectives. There is also another document, which highlights international best practices on land issues, just to name some of them. Most of the people (including government officials interviewed in Kathmandu and districts) confirmed their participation in consultative processes, but they were unaware of all these document means that knowledge dissemination system of the project would require to be significantly strengthened.

4.2. EFFECTIVENESS

- **Achievement of stated outputs and targets against the baseline is mixed with some outputs indicators underachieved by the end of the project.**

The evaluation mission assessed the project's output indicators and targets against the RRF. It is found that the project was successful in achieving most of the indicators while some indicators are underachieved due to several external and internal factors as discussed below.⁵

Output 1.1: Nepal's leaders have developed shared vocabulary on land and property issues that contributes to the national implementation plan for land reform
Indicator 1.1.1: The existence of an agreed set of technical terms and their definitions

UNDP/CPP has self-reported that throughout the project period, 15 dialogues were organized including national and regional dialogues, intra group and intra party dialogues, residential dialogue, public consultation and international conference with land stakeholders on various themes. The evaluation has confirmed this reporting. It is also found that UNDP/CPP conducted roundtable meetings with government (MoLRM, MoPR), civil society and academics and experts working on land issues. As a result, the project produced seven discussion papers.⁶ According an interviewee from the Sadbhawana Party, a separate paper was produced on the perspectives of Madesh on land issues. In order to provide technical support to land stakeholders, the project supported to establish Partnership with COLARP for upgrading its land resource centre. This was appreciated by interviewees and considered as a good idea to strengthen civil society capacity work in land related issues Interviews with COLARP, a partner of CPP/CLD, further confirmed that it organised three dialogue sessions on land issues focusing on land issues of indigenous groups and dalits and food security. Title of the

⁵ This section mainly analyses progress against output indicators while overall achievements in terms of outcomes are assessed in the next section.

⁶ These seven documents include: International best practices; Land issues from Madhesh/ Terai; Land issues of Mid-Western region; Land issues of Western region; Land issues in New Constitutions; and Land issues from Indigenous people's perspectives.

dialogue session co-organised by COLARP was 1) “Raute community and challenges to maintain their indigenous ecological knowledge and practice”; 2) “Emerging land issues and constitution of Nepal 2015: A perspectives of Dalits and indigenous people”; and 3) Human rights to adequate food: Recent constitutional reflections”.

These dialogue sessions were useful to achieve the output indicator (1.2), which is to produce “an agreed set of technical terms and their definitions”. It is found that the project has compiled a list of technical terms, yet these terms are yet to be finalised. Although these terms were discussed in a workshop, it is found that relevant stakeholders including political actors and civil society leaders are yet to reach to a consensus to agree on the terminologies. This means, this output is partially achieved.

The evaluation found that many terminologies in the draft are sensitive while many others new terminologies may arise when the country enters into a federal system. Therefore, further continuous engagement with political actors, civil society and land activists will be needed to finalise and context sensitive shared vocabulary on land.

Output 1.2: Nepal’s leaders have an agreed shared agenda on land and property issues that contributes to the national implementation plan for land reform

Indicator 1.2.1: Constructive engagement and emergence of shared understandings among political leaders

A major achievement under this output is that UNDP/CPP has prioritised land issues. These include: land use plan, land administration, rehabilitation of landless people, land ownership of disadvantage community or group, tenancy rights security, tenure of traditional land holding, and land issues related to armed conflict. This has contributed to build political and social leaders’ common understanding on land issues, which is likely to contribute to develop and agree on shared agenda. Another key achievement that can be attributed to the project is that previously political actors had a narrow view on land issues. They would mostly refer land issues either to ‘land ceiling’ or ‘landlessness’. Fieldwork work confirmed that this perception has changed after attending to land related dialogue and workshops. Furthermore, an international conference on land issues was also useful to build a common understanding on land issues.

Interviewees in Morang and Surkhet also mentioned that dialogues, and interactions between central level political leaders and regional level land stakeholders acted as a platform for the stakeholders to provide feedback to the leaders on land related policy and get their public commitments.

The project has identified key land issues that can be considered as a shared agenda; yet only a handful of political actors have endorsed the agendas in their position papers on land. For instance, UCPNM and the NC have their position papers on land issues. Though the papers are not yet endorsed by respective party, it has been shared by Party’s wing

(responsible for land and peasant issues among the senior leaders of the party in an event organised by UNDP/CPP. While production of these documents is a progress towards developing a shared agenda, it cannot be solely attributed to the project. Part of the problem in this regard is also because this output indicator is difficult to measure unless a concrete documents on the agenda of land reform is endorsed by leaders, both political and social as well as leaders in the government. The project could have reformulated the outcome indicator to make it measureable. In this regard, land related bills and policies could be proposed as an indicator of shared agenda on land reform issues.

Output 2.1: Enhanced understanding of international best practices in land use planning and implementation

Indicator 2.1.1: Enhanced documents outlining international best practices available

Indicator 2.1.2: Key MOLRM and other stakeholder officials are exposed to international practices in land use planning

The evaluation mission has found that UN Habitat has prepared a report on International Practices in Land Use Planning and Implementation. This document is a noble contribution made by the project as it documents insights and practices on managing land issues internationally. Interviews with UN Habitat staffs revealed that the best practice document was the initial document to guide the project at the planning level and shared with key MOLRM officials; but many of them are now transferred. Therefore, lack of institutional memory in the MoLRM points towards the document's contribution for enhanced understanding of international best practices which is questionable because none of the stakeholders consulted during the evaluation mission were aware of the best practices document.

A major issue identified in this regard is limited circulation of this valuable output. The project could have increased circulation of this document to enhance understanding of key actors and stakeholders both at national and local levels. Some interviewees also expressed concerns that this document should be translated into Nepali for better impact.

With regard to output indicator 2.1.2, the project organised two international exposure visits to Sri Lanka and Cambodia in March and November 2014 respectively. Altogether 10 government officials (four in Cambodia and five in Sri Lanka) were involved in the visits. Two comprehensive reports on the learning for the visits are documented. Several important lessons are drawn for the visits. For example, in Cambodia visit, it is learned that clear national land policy framework should comprehensively address the different aspects of lands e.g., Land Administration, Land Management including Land Use and Land Distribution/Adjustment for equitable society. The land policy should be compliance with national guidelines and national interests set by supra policy and national policy. Similarly the enabling tools – appropriate legal and institutional

frameworks should be in place to guide the activities so that the vision, goals, standards, outcome/effect, norms and values that are being addressed in the policy documents be realized and that the legal infrastructure should be in compliance with the institutional arrangements so that there is no overlap in territorial and sectoral jurisdiction.⁷

From the Sri Lanka visit, it is learned that local level land use planning should be based on local needs and concentrate mainly on areas having identified land issues like areas deserving special protection, unutilized areas available for development, underutilized areas, areas of misuse and areas with land use conflict. Similarly special land tenure, land administration and land management programmes should be targeted for the benefit of vulnerable groups and areas affected by conflicts. Such programmes should adopt accelerated procedures, supported by mobile offices and field authorities equipped with clear guidelines and terms of reference.⁸ □

Exposure visits of government officials helped increased their understanding about land issues; however, frequent transfer of government officials between departments and / or ministries was cited as an issue in terms of capitalizing on the learning for land reform process. This contention appeared to be important one because many government officials who were involved in the exposure were no longer working in the department/ministries where the project made frequent interactions and collaboration.

Output 2.2: Identification of pilot (prioritized) areas in the three project districts
Indicator 2.2.1: Selected prioritized pilot project areas

UN Habitat, together with its three district partners identified and selected Surkhet, Nawalparasi and Morang districts as pilot districts for developing Land Use Implementation Plan (LUIP). Interviews have confirmed that these districts were selected through local consultations and also according to the provisions of NLUP 2012. Furthermore, as also mentioned in the relevance section above, three VDCs, Latikoili (Surkhet), Amrout (Nawalparasi) and Jhorahat (Morang) were selected using a participatory process. This output was fully achieved by the project.

Output 2.3: Gap analysis and assessment of existing maps, reports and other land related data produced, shared and agreed
Indicator 2.3.1: Review and gap analysis of relevant maps, reports and other land related data of the three project districts

UN Habitat self-reported in the final report of the project that in total the project facilitated 29 consultations and 3 training sessions to advance capacity of central and district level government officials and other stakeholders on Land Use Planning and

⁷ Mission Report on Study visit to Cambodia, 8-18 November, 2014.

⁸ Mission Report on Study Visit to Sri Lanka, 4-10 May 2014.

Management where 39% participants were women. Further, the evaluation mission has found evidences of gap analysis assessment conducted in the three districts. Assessment report was produced and shared with stakeholders in districts, although a few government officials interviewed in Morang and Surkhet were unaware of the analysis documents as they were newly transferred to the district. This shows that frequent transfer of government officials has hampered the project as it resulted into losses of institutional memory. This output is fully achieved by the project.

Output 2.4: Implementation plan for the capacity development of government partners and other stakeholders based on capacity assessment development and initiated

Indicator 2.4.1: Existence of plan for training, workshops, exposure visits and other capacity building strategy for the MOLRM, NLUP, district and VDC level LUI committees, and other stakeholders

UN Habitat has self-reported that a detailed work-plan was prepared and incorporated in the TOR and the AOC for implementation of training/ workshop modules at the local level.⁹ However, despite workshops and interactions on land issues, no evidence of existence of plan for capacity development of government partners and stakeholders is found in the project districts.

Output 2.5: Capacity of staff members of central and district / local level stakeholders and implementation of land use planning enhanced

Indicator 2.5.1: Capacity of key MoLRM staff and stakeholders substantially improved to undertake Land Use Planning

UN Habitat has self-reported¹⁰ that a national workshop and a week-long capacity building training were facilitated by an international expert for GoN officials, university teachers and trainers. A total of 101 participants (with 13.9% females) attended the national symposium, 60 participants (with 26.7% females) attended national workshop/ training. 59 participants (with 20.3% female) attended the district level training programs. UN Habitat also reported that upon returning back to their districts, the trainers at the training conducted local level trainings at the three project districts.

The capacity building model utilized by UN Habitat was a mix of international exposure, central level training/ workshop, local level training/ workshop and engaging different stakeholders including local people in land use planning through a participatory process (a mix of technical input, local inputs, and validation of final results). 95 events were organised where 3511 participants (many of them repeated) including 34.8% of them women were engaged. Yet local capacity in developing and implementing LUP is questionable. Many government partners and stakeholders in Surkhet and Morang informed that they were only involved in workshops and interactions relating to LUIPs,

⁹ Tool 2: Output recording tool, filled out by the project staffs.

¹⁰ Tool 2: Output recording tool, filled out by the project staffs.

however their capacity in developing and implementing similar LUIPs has not been enhanced. There is a LUIP committee at district and VDC levels. A district level committee member informed in Surkhet that in the last two years, the committee met three to four times, mostly to discuss the LUIP developed by UN Habitat and its CSO partners. The capacity of CSO partner was limited to social mobilisation in the course of formulating the plans. Out of nearly 100 people trained in the districts, many are already transferred to different districts. At present there is no capacity at the district level to develop a Land Use Plan. This output is partially achieved.

Output 3.1: Comprehensive and integrated draft regulatory framework on land prepared

Indicator 3.1.1: Existing laws reviewed and legal framework proposed to regulate land and land use, which includes attention to access to land for women

Indicator 3.1.2: Four technical consultations with relevant stakeholders including women for the development of the legal framework

IOM conducted analysis of the gaps, contradiction and overlapping in the three major Land Acts: Land Survey Act 2019 BS, Land Revenue Act 2034 BS and Land Related Act 2021 BS. Additionally workshops were organised with high-level GoN officials and the officials identified areas that need to be revised. Based on the need identified, three separate reports were prepared while a draft for the Unified Land Bill was prepared and submitted to the MoLRM. Analysis of gaps of the existing Acts and proposed Unified Land Bills were designed based on consultative processes. The evaluation mission found that although the target indicator was to conduct four technical consultations, a total of nine consultation meetings (six in three districts with communities) and three consultations in Kathmandu (with high level GoN officials from the MoLRM, its Departments and District Land Offices) were held to collect the views and voices of stakeholders and beneficiaries. Many respondents consulted appreciated district consultations, which can be considered as a good practice to ensure local participation in land reform processes. It is also found that IOM facilitated the process and consolidated GoN and local community's recommendation and submitted the bills to MoLRM; therefore this output is fully achieved.

Output 4.1: Comparative assessment of existing MIS systems in district land offices in the three districts and of SOLA in one district is completed

Indicator 4.1.1: Questionnaires and interviews with district land offices in the three districts

Indicator 4.1.2: Comparative assessment report

IOM self-reported (Tool2 – output recording) that 213 questionnaires were filled out to examine technical capacity of district land offices and 15 semi-structured interviews with districts land officers were completed. This was confirmed in the fieldwork. Further it is explored that currently, the Land Survey Offices are using SAEX and Parcel editor software and the Land Revenue Offices are using DLIS and LRMIS software while the project intended to roll out new software, Solutions for Open Land Administration

(SOLA). In this context, the project carried out a comparative assessment of existing MIS system, which was appreciated by respondents in the fieldwork including Kathmandu. This output is fully achieved.

Output 4.2: Implementation plan of SOLA for each of the three districts developed

Indicator 4.2.1: Existence of an implementation plan of SOLA for each of the three districts

Based on the context analysis and capacity assessment, IOM has developed SOLA roll out plan for Morang, Surkhet and Nawalparasi districts in 2015. The plan clearly outlines technical and human resources as well as physical infrastructures needed to roll out SOLA in the three districts. Thus, the output indicator is achieved by the project. However, two issues in this regard are noticed. First, the SOLA roll out plan has not been handed over to the MoLRM as well as district land survey and land revenue offices. Second, as it will be discussed in detail in the outcome assessment section below, there is minimum ownership of and buy-in by the MoLRM and its line agencies to adopt and implement SOLA roll out plan at this stage, mainly because currently SOLA is not a preferred software of the ministry.

Output 4.3: Piloting of SOLA software in the three districts initiated

Indicator 4.3.1: SOLA software installed in the three district land offices

The evaluation found that output 4.3 is underachieved. In 2015, IOM developed the “Replication Guidelines to Roll out SOLA nationally”. The guidelines is based on the report on “Detail assessment of the SOLA system”, produced by IOM. According the report on the SOLA assessment, there are comparative advantages of SOLA over other software currently being using by the MoLRM. It clearly highlights the facts that open source platform land management software will be less expensive and cost-effective. All government officials interviewed in districts and in Kathmandu agreed on this. Yet, the project failed to pilot the SOLA for at least three reasons mentioned below:

- ✚ First, currently SOLA is not on the preference list of the MoLRM. In the past, MoLRM planned to implement SOLA with support from FAO. But once the FAO supported project discontinued, the work on SOLA discontinued too. In the meantime, the government has already spent a significant human and financial resources on other software mentioned above. There is limited expertise and capacity in district land survey offices and land revenue offices to implement and use the SOLA system. In 2013, the MoLRM planned to pilot SOLA in Land offices in Charkhal, Kathamandu, but over the time, the idea was changed and Sindhupalchowk district was selected for SOLA piloting. However, according interviews conducted in Kathamndu, Sindhuplachowk district did not have adequate infrastructures such as offices spaces, IT system and human resources to run SOLA. Thus the idea to pilot SOLA is side lined by the ministry at present.
- ✚ Second, linked to point one above, another reason for lack of interest in SOLA is due to lack of awareness on comparative advantages of SOLA system. “Officials in the Ministry, the Depart of Land Revenue and the Department of Land Survey Offices are unaware of SOLA and its advantages”, said Mr Janak Raj Joshi, a former

senior official from MoLRM. The project could have engaged with officials of MoLRM to raise awareness on SOLA system so that the ministry could become interested in SOLA.

- ✚ Finally, limited coverage of the project is also a factor behind minimum interest of the ministry in SOLA. “The ministry needs a good software in all 75 districts; working on just three districts do not add any value. If the project comes with a plan to implement SOLA several districts, the ministry will certainly get involved”, said a senior official from the MoLRM.

Output 4.4: Replication Guidelines developed for SOLA roll out at national level based on lessons learned

Indicator 4.4: Replication Guidelines developed and discussed

IOM has developed a SOLA replication guideline in 2015. It is found that the guideline is yet to be rolled out. But the findings of SOLA analysis were shared with the MoLRM in a consultative workshop. Unless the Ministry is ready to implement SOLA at least in the project districts, the replication guidelines will add little value.

Output 5.1: Capacity of institutions to reduce land issues strengthened and awareness for women’s issues related to land increased through trainings

Indicator 5.1.1: Increased institutional knowledge and understanding on how to address land issues in a conflict- and gender-sensitive manner

According to IOM, 150 officials trained on tools and techniques to promote gender equality in land administration and management and 84 staff trained on dispute resolution and mediation and 102 participated in conflict sensitivity workshop in the project districts. The fieldwork has confirmed that the project has achieved this output, although the indicator of the output is highly qualitative so that it is difficult to measure, especially “increased institutional knowledge and understanding”.

Output 5.2: Replication Guidelines on resolution of land issues are finalized and actively disseminated together with advocacy to ensure their future use

Indicator 5.2.1: Guidelines document finalized, disseminated and available for relevant ministries

IOM has developed training modules, which can be replicated for training and capacity building elsewhere. Yet, it is found that the modules are not yet handed to relevant ministries, MoPR and MoLRM.

- Achievement of the project’s outcomes is also mixed

As show above, the project has achieved most of the outputs; yet certain limitations hinder to achieve stated outcomes of the project due to both internal and external factors as discussed hereunder.

Outcome 1: Nepal's leaders have agreed on a set of principles to embark on national land reform

A major achievement of this project with regard to outcome one is that it has sensitized leaders including political actors, government officials and civil society leaders to build a common understanding to embark on land reform. There is now a better understanding about land issues. For instance, leaders have now started looking at land issues from political, social, cultural and economic dimensions. This change has resulted from dialogues, workshops and trainings conducted by the project. The ministry is preparing to present the National Land Use Bill for enactment, which shows that there is some progress made in terms of embarking on national land reform. However, these changes cannot be solely attributed to the project, as many respondents believe, that this change has also resulted from a long policy process on land issues. For instance, the promulgation of the Land Use Policy 2012 prepared the ground for proposing a Land Use Policy Act.

Nonetheless, the project contributed to create an enabling environment in which political actors, civil society leaders and government officials have come together to engage in deliberations on land reform issues. Since land reform is a long-term process, there has to be a comprehensive follow up on what has been achieved in this phase of the project. To achieve outcome 1, the project could have taken the following points into considerations during the implementation phase.

- First, a major weakness with regard to output 1.1 and 1.2 is that most of the dialogue events took place at the national level.¹¹ No single dialogue session was organised in the three project districts. Centralisation of the dialogue process has, therefore, missed the opportunity to collect and integrate the voices of local actors in developing shared agendas on land issues.
- Secondly, the project could have better achieved outcome 1, if dialogue collectively involved political actors and actors from the government especially MoLRM, MoPR and other relevant ministry because land reform also entails administrative and technical processes; although it should be noted that in at least two dialogue workshops, representatives from MoLRM and MoPR were invited.
- Finally, a large number of respondents stated that dialogue sessions on land issues were sporadic and too centralised events. It should also have heavily engaged leaders from districts and regions who also have an important role to play in agreeing on a set of principles for land reform.

¹¹ As per project document the dialogues were basically planned at national level and few were at two different regions. Heavy focus at the central level is also a weakness of the project from the design phase.

Outcome 2: Central, District, Village Development Committee and Municipality level Land Use Implementation Committees collect and analyze land related data and prepare Land Use Plans in their prioritized areas in three districts.

A major issue observed with regard to outcome two is the capacity issue at the local level. The land use plan which was developed in the three districts, was developed by UN Habitat and its partners and experts. Involvement of district and VDC/Municipality level LUICs in collecting and analysing land related data was found low. As such the project has no significant contribution to develop capacity in this regard as envisioned under this outcome. For instance, those involved in international exposures were not from District, Village Development Committee and Municipality level Land Use Implementation Committees; neither the international best practices was shared with local actors. This means an opportunity to expose local actors to international best practices on land issues was lost. In the meantime, in Surkeht and Morang districts, LUICs were found inactive. According to a government official interviewed in Belbari, Morang, members (especially government officials) in the land use implementation committee are hesitant to engage in land use planning in the district because currently there are not appropriate laws and policies in place to support the plan.

Major issues observed under this outcome are as follows:

- The outcome statement reads ambitious in the sense that it intends to engage Central, District, Village Development Committee and Municipality level Land Use Implementation Committees collect and analyze land related data and prepare Land Use Plans. Currently, as noted above, there are time, resources and expertise issues in this regard. Either the project could revise this outcome statement, or invest heavily to enhance the capacity of the LUICs so that they have time, resources and expertise to collect and analyze land related data and prepare Land Use Plans; although the project did its best to engage relevant stakeholders including the three tier committees in the process.
- Despite the project's enormous efforts to develop VDC and district level LUIPs in the three districts, implementation of plan can be impeded due to lack of required laws, polices and acts. There was a unanimous voice from all stakeholders that land revenue and land survey offices cannot implement the plan unless the Land Use Act is passed. VDCs and Municipalities can endorse the plan through respective council meetings, yet this decision will not be legally binding; therefore replicating LUIPs and implementing them depends on external factors that is how and when the government enacts required laws, policies and guidelines.
- UN Habitat drafted a Land Use Bill while the MoLRM has also parallelly prepared another Land Use Plan Bill 2072. Despite the time and resources invested, the draft bill produced by the project is less likely to have a policy impact. There were some contetions around the issue that both Bills are similar therefore it is just a duplication of efforts. The consultant compared the two Bills and came to conclusion that while there are similarities, the Bill drafted by UN Habitat has useful additional information than the one produced by the Ministry does not contain.
- Many respondents suggested that the project could instead develop a set of recommendations targeting to the Land Use Bill rather than drafting a separate one.

Outcome 3: Draft unified land regulatory framework adopted

Initially, the project planned to draft a unified regulatory framework on land issues, an idea that the MoLRM also endorsed. However, following the leadership changes in the ministry, there a new suggestion to analyse existing acts and policies separately. Based on this new understanding, IOM analysed gaps in the existing laws and policies which resulted in production of four documents by the project: A Bill to amend Land Revenue Act 2014; A Bill to amend (seventh amendment) Land Act 2021; A Bill to amend Land (Measurement) Act 2019; and A Unified Land Bill 2071. These Bills were submitted to the Ministry in March 2015. As stipulated in the outcome statement, the unified land regulatory framework is yet to be adopted. Following points are noticed in this regard:

- These policy documents are prepared through a bottom up consultative process with significant participation of women.
- The evaluation found that the idea of unified land could have been revisited and revised in the RRF for this is impossible to achieve, as more preparatory work is needed to get a unified land act endorsed by the government.

Outcome 4: Land information systems in three districts assessed and enhanced

The project has not sufficiently progressed to achieve this outcome. Part of the problem in this regard is the confusion about rolling out SOLA in the districts, which is analysed in detail in the section above. Following issues are noticed.

- Department of Survey is using spatial data softwar (SAEX and Parcel eidtor) while Depart of Land Revenue is using DLIS and LRMIS software which use attribute data. Many interviewees confirmed that SOLA can integrate features for both spatial and attribute data. Furthermore, SOLA uses open source data which will be cheaper over the time. “Those in key decision making are not fully aware of these features”, said a senior government official in the MoLRM. Raising awareness about comparative avantages of SOLA and sensitizing both bureaucrats and technocrats in the ministry could increase the government willingness to implement SOLA.

Outcome 5: Improved capacity to resolve land issues in the three target districts

The project has made significant progress to achieve this outcome. It is verified that 150 officials trained on tools and techniques to promote gender equality in land administration and management. 84 staff were trained on dispute resolution and mediation and 102 participated in conflict sensitivity workshop in the project districts with significant participation of women. In particular mediation and conflict transformation training have induced positive changes in resolving land issues without soliciting legal solutions. Following points are highly noteworthy:

1. The trainings and workshops on land issues, mediation, gender etc. organised in districts were based on needs on the ground.
2. The training made an important contribution to provide knowledge and know-how to government officials on being gender responsive in service delivery.

3. It promoted an understanding that land issues can be resolved locally without applying legal instruments (land issues also has political and social dimensions)
4. The idea to bring government officials and civil society together in training and workshops was cited as a good practice

However, following issues were observed in the fieldwork.

1. The trainings and workshops were one-off kind of events which are less likely to have impact; follow up and refresher is needed. The consultant is informed that IOM has a plan to conduct follow up refresher trainings under the W4W project.
 2. The training could involve beneficiaries and stakeholders from across the outcome areas so that the efforts could maximize changes and impacts
 3. Training and workshop especially targeted to LUIC could be more helpful to enhance local capacity to resolve land issues amicably.
- Most project activities were completed as planned in the work plan

Most of the project activities were completed as planned. However, some issues are observed as discussed below.

1. UN-Habitat self-reported that the land use plan is approved in the project districts (activity 2.7.2). Yet it is found that the plan was, in fact, only accepted, not approved by concerned local authorities and concerned VLLUICs and DLLUICs have agreed to take forward to implement the plans respectively. The evaluation found that in Surkhet, DLUIP was handed to Birendranagar Municipality. Since hand over was delayed, the Municipality missed the deadline to endorse the plan in the Municipality Council. Similarly, in Jhorat VDC, Morang, UN Habitat and its partners handed over the VLUIP to the VDC, but the VDC also missed the deadline to endorse the plan in the VDC council's meeting. Furthermore, VDC demanded the plan translated into Nepali, which was only handed over few days after the field visit.
2. Land consolidation process is essential for Land Use Implementation Plan as stipulated in the National Land Use Policy 2012. UN-Habitat has self-reported that land consolidation scheme was accepted by local stakeholders. However, in Morang district, this was not confirmed. In fact, land consolidation scheme engendered local people's negative perceptions towards the project (this issue is elaborated in Conflict Sensitivity section below).
3. At the national level, the joint secretary from MoLRM stated that the project has not submitted national LUIP to the ministry yet. But there are evidences (minutes and letters by UN Habita) which shows that NLUP and Joint Secretary of MOLRM was engaged in consultations of the draft submitted to NLUP and recorded to submit this to MOLRM (See minutes on Appendix 8)MOLRM has been provided with the documents directly from the project now (See the letter on Appendix 6) This shows that although the plans the LUPs at local and national level are submitted, they are not yet approved by concerned authorities. MoLRM has not yet received the Land Use Implementation Plans (one of the causes of limited national ownership in the final products of the project)

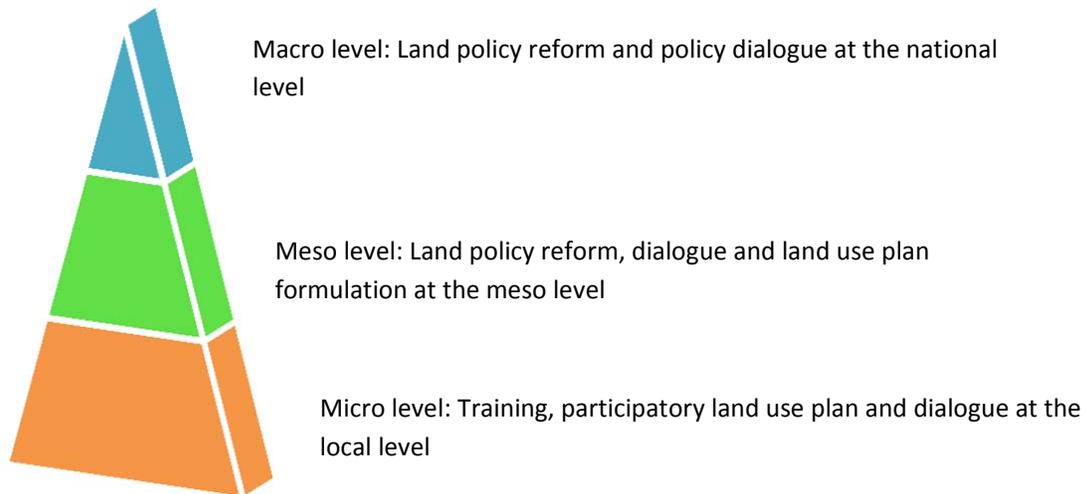
4. Implementing land Use planning including land consolidation schemes is full of risks as it triggers conflict of interests. This was a reason for including a participatory process of engaging multi-stakeholders including local people from central, district to VDC officials. Therefore, while amendment and introduction of land Acts is necessary to implement land use plans, it is also equally important to enforce and ensure a participatory process for buying ownership of local and national level actors.

A detail of activities plan and its completion status is presented in the evaluation tool 4 in Annex 2.

- Contribution to peacebuilding

An assessment of progress and achievements against the RRF shows that the project has made a contribution to achieving UNPFN goals and UNDAF outcomes. The project has generated visible changes in peacebuilding, particularly with regard to changes in perceptions, attitudes and structures as elaborated below

- Changes in perceptions and attitudes towards land issues discussed above and the understanding that land issues can be resolved through dialogue is instrumental to achieve Peace Building Fund Results 2 that “Conflicts resolved peacefully and in a manner that supports the coexistence of all relevant actors/groups that were involved in conflict that undermined peace”.
- Conflict transformation and mediation trainings have also contributed to achieve UN PBF results 2.
- If the project continues to work with the MoLRM in formulating land regulatory framework, it will contribute to achieve UNPFN outcome 4 : “Nepal’s leaders are prepared to develop a national transition plan for implementation of land reform”. Outcome area one of the project has already made initial contribution in this regard, but further engagement will be necessary with leaders to achieve this outcome in future.
- Finally, peacebulding needs inter-connected changes at different levels. From this point of view, a strength of this project is its engagement at micro, meso and macro levels as shown in the figure below.



While the local national connection in the pyramid model was effective, the project should have to strengthen the connections through coordination, which was relatively weak (more on this is discussed in the efficiency section).

4.3. EFFICIENCY

- **Coordination between the three implementing agencies and partners at local level was weak**

Inter-agency coordination is a key to successful implementation of the activities. However, despite regular joint meetings sessions at Kathmandu level, activities were less coordinated between the three agencies at the local level. There were avenues in which UNDP, IOM and UN Habitat could increase coordination at district level (for instance UNDP did not have dialogue session at the project districts). Beneficiaries and stakeholders of one outcome area were not familiar with activities carried out by another outcome areas is an example to demonstrate low level of coordination at local level.

Training and local consultations are two areas where coordination could have improved. To clarify, partners and stakeholders engaged in all five outcome areas could be engaged in mediation and conflict transformation trainings organised by IOM. At the same time, they could be involved as or where relevant in local and district level consultations organised by IOM. UNDP had no dialogue related activities in Surkhet and Morang while dialogue could add more value to resolve local conflict in addition to mediation and conflict management trainings. Other outcome areas missed the opportunities to benefit

from dialogue related activities. Overall, the project missed out creating synergetic effects of the activities due to limited coordination at the district level.

- **Management response to mid-term review generated mixed results**

The mid-term evaluation made four important recommendations. Management response was presented to address the recommendations, which improved efficiency of the project. Yet, overall progress in this regard was mixed as mentioned below

- One of the recommendations in the mid-term review was to increase and strengthen efforts with political parties. Engaging with political actors is key to achieve overall outcome of the project. UNDP/CPP increased number of meetings with political parties, which was confirmed in the interviews with political leaders in Kathmandu. It is also found that UNDP increased regular meeting with political actors both at intra-party levels and inter-party levels. As a result, political actors are sensitized in land issues. The shared vocabulary document in progress shows that political actors are regularly consulted.
- Second, project partners and stakeholders are provided with briefings and orientations to increase gender inclusion and responsiveness in the project. Gender segregated reporting system practiced by IOM and UN Habitat is an example of making the project gender-responsive. In the project districts, partners and stakeholders (including government officials who received the training) confirmed that there were more efforts to include women in the project activities. However, despite this effort, increasing women's participation in political dialogue as well as land related consultations was found challenging in the fieldwork. This is because of structural factor that number of women in political parties and government offices is very low. There is, however, both opportunity and a challenge for the project to increase women's participation in activities in the follow up phase, which exclusively focuses on land issues from women's point of view.
- As also mentioned in the effectiveness section above in detail, despite the project's efforts to address problems related to SOLA, limited progress was made in this regard because of external factor. For instance, although MoLRM was planning to roll out SOLA end of May 14,¹² this did not happen. In this case, the project should have revised the RRF.
- A final recommendation was to improve communication with the land offices. Fieldwork confirmed that the project increased communication in many ways; such as by inviting officers form land offices to trainings and workshops, involving government officials in finalising LUIPs and also inviting government officials in land policy related workshops at national level.

¹² According to the document on the Management response to mid-term review recommendation.

- **Efficiency and value for money could be improved**

The project spent significant resources on drafting land related bills including unified land regulatory frameworks in which there was limited buy-in from the government. But there is limited possible for the MoLRM to take the work forward; therefore, investment one this outcome area has limited value for money if compared with what has been achieved. Many respondents (especially government officials as well as CSO leaders) suggested that for cost effectiveness and outcome maximisation point of view, the project could use some of the resources for providing training to make government officials and civil society familiar with existing laws and policies because there are more than 64 laws, policies and guidelines on land issues of which not all government officials working in land offices are aware.

Similarly, the resource invested in SOLA was less cost effective particularly if compared with the progress made on this outcome with the resources invested.

Another important concern noticed in the fieldwork is that the three implementing agencies had different rate of allowances for participants, for example on transportation etc. While the different practices had negative impact on the way stakeholders were motivated to participate in activities, it is also not considered a good practice from value for money point of view. The project should have set a common standards and criteria in for spending money as incentives for beneficiaries and stakeholders.

- **Flexibility in managing the project was satisfactory in the project**

Peacebuilding contexts are fluid and can change rapidly. Therefore, peacebuilding project needs to undertake regular context analysis and readjust project activities according to changing contexts if or where necessary. In this regard, the management team has ensured flexibility in revisiting the aims and focus of the project. For example, initially the project has an overall aim to property return which proved unrealistic in the given political context. In response, the project revised RRF based on the context, which can be considered as a good practice in a peacebuilding project.

4.4. IMPACT

Given the focus of the evaluation on output and outcome levels, its scope in assessing impact is limited because it is too early to assess the impact of the project. However some positive signs are noticed which are likely to contribute to peacebuilding needs in the country, particularly with respect to UNPFN strategic outcome 4 and UNPBF results 2.

Dialogue on land issues has sufficiently sensitized political leaders in ways that they are now ready to engage in a cross-party discussion on developing shared agenda on land issues. For example, two political leaders (one male and one female) stated that in the past, each political party has other parties have different political, economic and social views on land issues. Through dialogue and interaction, not only distance between major political parties is reduced, but parties also have discovered that they have similar views on land issues. In the meantime, before the intervention of the project, political parties understood land issues mostly in terms of 'land ceiling' and 'landlessness'. According to Manish Suman, Secretary General of Nepal Sadbhawana Party:

“ [this] narrow conception has changed and today political parties have started to acknowledge that land issues are much more broader than land ceiling' and 'landlessness'. As a result, political parties are now ready to engage in policy deliberations to address land issues which was not the case before”.

Thus an immediate impact of the project is the change in perception of political parties (CPNUML, UCPNM, NC and Madhesh-based parties) who have developed their own position papers on land issues and that more constructive deliberations at policy levels have taken place to inform land policy at the national level.

Many respondents stated that land fragmentation is seen as a cause of conflict within families as well as a cause of food insecurity. Lack of women's is further seen as a cause of women's subordination and marginalisation in family and society. Land use implementation plan has significantly sensitised people about proper land utilisation. It is observed this change is contributing towards gaining public support to implement the Land Use Policy 2072. For instance formulation of VDC and district level Land Use Implementation Plan facilitates to implementation of the Land Use Policy; therefore this is example of an initial impact observed in the field of land policy implementation.

Consultations on LUIP has created an enabling environment in which Birendranagar Municipality in Surkhet and Jhorahat VDC in Morang have planned to pass the LUIPs in their upcoming Municipality Council meeting and VDC Council meeting respectively. This progress at local level can be seen as an initial impact of the project.

Here under is a case study, which demonstrates how a participant applied the learning from the training on mediation and dispute resolution to resolve land conflict locally.

Case study of mediation in land conflict in Surkhet

Dila Acharya is a human rights activist as well as a civil society leader who has been advocating single women's issues for last several years. In 2014, Dila participated in mediation and dispute resolution training in Surkhet organised by IOM. An important learning for Dila from the training is that listening capacity is a key to successful

mediation. Upon returning from the training, Dila tended to see conflict between individuals and groups differently; she especially learned that both parties in conflict must be consulted before reaching to a decision as a mediator, without imposing a decision. In July 2015, Dila came across a land conflict in her neighbourhood in Latikoili VDC 6, Surkhet. The conflict emanated from dispute on demarcation of land between two neighbours and that one neighbour built drainage in ways that the neighbouring family was affected. The tension on the drainage issue stretched to an extent that a neighbour very badly humiliated another neighbour which was a female headed family as the male head of the family was in foreign employment. The tension erupted into violence. As a social as well as women's activist, Dila felt it her responsibility to mediate in the conflict. The learning from the training encouraged her to act as a mediator. First, she listened to both sides for two to three rounds before she brought both conflicting parties face to face. Dila said, she listened and facilitated both sides to come up with a solution to end the tension and conflict between them. She also said, if she mediated the conflict before attending the training, she would impose her decision without listening to the conflicting parties. At the end, she was able to resolve the conflict in win-win situation. Today, both families are living happily without any problem. This case demonstrates that the training has built conflict transformation capacity at local level, which can, over the time, have positive impact on peacebuilding in the country.

4.5. SUSTAINABILITY

Ownership of the Government agencies and CSO is mixed in the project. Ownership of political parties and CSOs in developing shared agendas on land as well as formulating a shared vocabulary on land issues is weak. Although the project engaged existing loose land dialogue forum and linked them up with W4W project, the assumption by the project is that it will increase the chances of the forum to be active after phase out of project as NGOs working on land are also involved in dialogues. While this assumption seems valid to a certain extent, even engagement of the loose networks such as Land Rights Forum, is found ad hoc. Furthermore, since dialogue and interactions mostly happened at the national level, it resulted in low ownership in the outcome area I of the project in the project districts.

With regard to land use implementation plan, at the local level, government offices especially the District Land Survey Offices and District Land Revenue Offices had some form of participation in the project, but their ownership is weak. Respondents both District Land Survey Offices and District Land Revenue Offices mentioned that their involvement in the project was limited to the extent of participating in workshop and interactions related to LUIP at the district level. Birendranagar Municipality in Surkhet and Jhorahat VDC in Morang have relatively better ownership. Jhorahat VDC and Birendranagar Municipality expressed their willingness to pass the land use implementation plans through municipality and VDC councils respectively.

Government ownership in SOLA is found very weak because as also mentioned above because the Department of Land Revenue and the Department of Land Survey are using different softwares. With regard to land regulatory framework, the government is keen to work on drafting different land related bills and guidelines, but the Ministry is not yet willing to work on a 'Unified Land Act'.

The project did not formulate an exit or phase out strategy as mentioned in the project document. However, another project titled "Women for Women" (W4W) is being implemented as a follow up of the first phase of the catalytic support project. A follow up project based on the learning and experience of the first phase of the Catalytic project is well received and that aims and objectives of the second phase are designed as continuity of the achievements made in the first phase.

For instance, women's access to land is identified as a key hurdle for conflict-sensitive and gender-responsive land reform; therefore the second phase has a clear focus on gender dimension of land issues and policies.¹³ As a follow up project is already underway covering exactly the same districts covered in the first phase, an exit strategy would not be relevant at this stage, although a clearly discussed and worked exit strategy must be in place if there is no further follow up of the W4W project.

However, it is also found that partnership is less likely to sustain between UN Agencies and CSOs or government because partners from the first phase have not continued in the second phase. For instance, the three partners of outcome area II in the three districts are not involved in the follow up project. This will lead to loss of social mobilisation capacity at the local level. On the other hand, partners and stakeholders, including both CSOs government partners (MoPR and MoLRM) have limited awareness and orientation about the second phase, which means, there will be limited ownership of stakeholders in the project when time comes to develop a comprehensive exit strategy.

The evaluation mission has come a conclusion that if Land Use Act is enacted by the government in near future, the land use implementation plan is likely to sustain and continue in future. Therefore to take benefit of this potential opportunity, in future the project should support the MoLRM to promulgate and implement land related acts and guidelines, especially the Land Use Act.

¹³ For instance, the overall outcome of the W4W project is that "Male and female policy makers design gender responsive land reform processes and policies" (W4W project proposal pp. 17). This overall outcome complements the overall aim of the catalytic support project.

4.6. GENDER AND SOCIAL INCLUSION

Gender and social inclusion approach was well integrated into the project document as well as in the implementation and monitoring phase. For instance, IOM has a very good practice of reporting progress with gender-segregated data. For instance, in 18 different training, consultations and workshops, 523 men and 228 women were participated. This reporting practice ensured gender responsive monitoring of the project. This can be considered as a good practice and can be replicated in the follow up project.

Similarly, under Outcome 5, IOM conducted Gender Responsive Land Administration and Management training to officials from the land offices in the project districts. The training was found to be useful to make government officials sensitive to women's needs and concerns in service delivery. As such the project has made notable contribution towards behavioural change of government officials with regard to their views and perceptions towards gender. A government official from the land office in Belbari, Morang said:

After attending the training, I realised that I was not very sensitive to women's issues. A major learning I had from the training is how to deal with gender issues in my day-to-day work. This has helped me to improve my relations with service bearers and also the relationship with stakeholders and activists working on land issues.

Although gender and social inclusion approach was well integrated in project monitoring and the project partners and implementing agencies were well familiar about it, the project also struggled to increased women's participation in consultative meetings and workshops. For instance, in Surkhet, despite the local partner's efforts, women's participation in consultative meetings for land use plan was low because of women's subordinate position in the society. Existing social structure and unequal power relations between men and women has had some negative implications to the way women were expected to participate in the project. Another area where this limitation was noticed was in political dialogue and interactions with government offices where presence of women is low. This gap was also identified in the mid-term review which recommended increasing gender participation in the project. There has been some progress in this regard since the mid-term review. For example, reports on dialogue, workshop and trainings by UNDP and IOM show that number of women participants has increased while gender and power relations have become one of the central issues on dialogue, trainings and workshops on land issues.

Furthermore, it is found that beside increasing number of women and marginalized community in dialogues, UNDP also organized few dedicated sessions with Dalit and Indigenous People's groups which helped to draw attention of respected community on land issues and capture their voice and concern to share with policymakers. Three dialogues were based on marginalized groups' land issues, which was conducted in

partnership with COLARP. Similarly in a conference organised by UNDP allocated topic on Land Issues from gender perspective.

Through engaging Land Rights Forum (LRF), the project has reached out to vulnerable, landless and people from marginalised communities, there by it has reached out to an important actors in land issues. However, interviews with LRF members in Surkhet and Morang also revealed that the project must manage the expectations of this particular group of stakeholders, which is highly political and also has highly activist in terms of its operational character.

4.3. CONFLICT SENSITIVITY

A one-day workshop on Do No Harm (DNH) was conducted in May 2014. The DNH exercise which was expected to promote conflict sensitivity into the design, implementation and monitoring of development interventions was attended by the representatives from UN-Habitat, IOM, UNDP, MoLRM and partner NGOs. Organising a DNH workshop was a good practice of the project, which was reported to be helpful to assess potential positive and negative consequences by the project. In the meantime, the project also conducted regular context analysis was reported to be useful to assess the changing context and dynamics of peace and conflict. The analysis was then proven useful to revisit and revise activities and RRF. For instance, based on context analysis, the project shifted its focus from a highly politicised issue such as ‘returning land and property’ because in the given context, returning land and property’ was beyond the scope of the issue.

It is found that if partners and stakeholders from the district also attended the workshop, they would be enabled to work in a more conflict sensitive way. Developing LUIP was particularly sensitive, with low physical risks involved especially for partner staffs working in districts. A social mobilizer from Morang mentioned that he received threats from land brokers who perceived LUIP threatening to their land (residential) brokering business. The SM managed to resolve the problem by clarifying the objectives of the project. This case illustrates that conflict sensitivity skill and know-how would be highly relevant to partners and stakeholders who worked with diverse actors at the district level.

The evaluation mission did not find any case of unintended negative consequences produced by the project, although local beneficiaries and stakeholders reported frustration and negative perceptions towards the project in Jharahat VDC in Morang as shown in the case below:

One of the activities in the outcome area 2 was to support local people for land consolidation in the pilot VDC. Land consolidation is also recommended by the National Land Use Policy 2012 as part of formulating land use plan. Accordingly, local people in Jhorahat VDC were consulted and

asked to identify people who would be ready to offer their pieces of land for land consolidation so that the consolidated piece of land could access agriculture related benefits and subsidies from other line agencies such as District Agriculture office. Those who offered land for consolidation were expecting technical and material support from the project means that the level of orientation of the project to the villagers was poor and that the project failed to manage the beneficiaries' expectation from the project. This incident turned to be serious one because when the evaluator was in the field, beneficiaries local people invited for an FGD were found extremely unhappy and angry towards the project. Local partners' lack of proper understanding of the project and the national partners' minimal presence in the field resulted the situation in which the project was at risk of losing local people's support. Comprehensive orientation of the project to beneficiaries could have averted their negative perceptions towards the project.

Context analysis conducted in the three project districts identified 'Land' as one of the prime causes of conflict there. The project conducted trainings on 'Dispute Resolution and Mediation' with an aim of informing the stakeholders and also anticipating that land related disputes in the districts can be solved through 'Mediation'. The evaluation mission has found that the trainings contributed in minimizing land related disputes which is reflected in the report as illustrated in the case study in the impact section above.

It is also found that conflict sensitivity was carefully weaved in the UNPFN mechanism, from the concept note to the project proposal, as well as in the selection criteria. As a result, the project was designed, budgeted and implemented in a conflict-sensitive manner. To this extent, tying conflict sensitivity to a funding mechanism was very effective in ensuring that CS is a serious consideration of the project and not just another box to be ticked in a checklist.

4. CONCLUSIONS

This evaluation assessed and examined the "Catalytic Support on Land Issues" project's relevance, effectiveness, efficiency, impact and sustainability as well as the extent to which the project has achieved its stated peacebuilding impact including UNPFN strategic outcome 4 and its effective contribution to peacebuilding process in Nepal.

With a focus on land issues, which is a key structural cause of conflict in Nepal, the idea of the project is highly relevant in current context in Nepal. The project is further relevant because it aims to address one of the key priorities in the CPA documents. Selection of beneficiaries and key stakeholders are relevant to the current policy landscape of land issues in the country while the project's focus on the three dimensions - political dialogue, technical aspect (LUIP and SOLA), land regulatory framework and mediation and conflict transformation - are highly relevant and are clearly articulated in the project's Theory of Change.

Selection of districts and VDCs is found relevant from geographical, ethnic and regional, and topographical points of view. Nonetheless, selection of the district would be more relevant if it selected a district (hence Sindhuplachowk) where the MoLRM is piloting the SOLA software so that the project could supplement as well as complement to the government's initiative to pilot SOLA system.

From effectiveness points of view, the project has achieved most of the outputs, although outputs related to SOLA and land regulatory frameworks are under achieved due to several external factors explained in the effectiveness section above. While many outputs are achieved, outcome level progress is slow. A reason behind this slow progress is external, basically the mismatch between the priorities of the project (for example SOLA and unified land regulatory framework) and the ministry's priority elsewhere. If this project is extended for the next phase, it should start from reconciling this mismatch to achieve better results, especially with regard to SOLA. Similarly, the project should have enhanced dissemination of many important reports and documents produced to as many stakeholders and beneficiaries as possible.

From efficiency point of view, an encouraging aspect is that the project has taken a flexible management approach based on context analysis. One good example is the case of shifting the focus from 'property return' as the idea is too sensitive to handle in the project at this particular time. This change was later reflected in the revised RRF of the project. The management also proactively formulated management responses to the recommendations of mid-term review, although the results are mixed mainly due to external factors.

A notable weakness of the project is limited coordination of activities at local level; as a result the project lost opportunity to benefit for synergetic effects of activities across the three outcome areas.

Finally, value for money in the project is mixed mainly due to activities on SOLA and land regulatory framework. There is clear evidence that the project has produced most of the outputs yet, despite the resources invested in SOLA and activities around developing land regulatory framework, the outcome is less satisfactory therefore the value for money is hard to justify.

The impact of the project at this stage is difficult to determine and a separate impact study mission may be conducted to examine impact. However, changes in perceptions and attitudes of project stakeholders and beneficiaries and overall policy environment with regard to land issues have changed (see impact section above for details), which have already shown preliminary impacts on creating enabling environment for land reform.

Both partnership sustainability and activities sustainability is possible in the project because of a follow up project (W4W) in the second phase. However, the follow up project needs to develop and implement comprehensive exit strategy and at the same time organise more orientations to project stakeholders and partners to explain the links between the 'Catalytic' project and the W4W project. SOLA will be less sustainable unless government has higher level of buy-in it.

Finally, considering the fact that land issues is massive challenge to sustainable peace in the country, scaling up the coverage of this catalytic project could be relevant and useful for many reasons. First, officials in MoLRM expressed the concern towards the impact of the current phase of the project given its small geographical focus. There are suggestions to scale up the coverage of the project based on learning and experiences made in this pilot phase. Ownership of MoLRM and other relevant line ministries may increase if a follow up project with bigger geographical focus is implemented in collaboration with MoLRM. Second, currently, the project has had only preliminary contributions to UNDAF and UNPFN goals and outputs. Given the enormity of land issues, more efforts are needed to consolidate the gains made in the first phase and then to sustain them with more impact in future.

5. LESSONS LEARNED

A number of lessons learned by the project are worth noting as mentioned below.

- First of all, as also mentioned above, the project aimed at preparing Nepal's leader (both political and social) to engage in land reform including policies on land and property seized during and after the Maoist insurgency. Achieving this objective would require bringing a shared understanding of key political parties. The project aimed to foster the understanding through inter-party dialogue and interaction on land issue. However, major political parties themselves do not have a common understanding on land issues even within the parties; therefore, it would require to encourage political parties first to have intra-party dialogue which would then prepare them to engage at inter-party level. Based on this learning, the project worked with key political parties (NC, CPNM, UML, UCPNM and Madhesh Based Parties) to develop party-wise position paper on land. This experience suggests that to develop common understanding on contentious issues like land depends on to what extent political parties have intra-party shared understanding of the issue. Therefore such engagement must be planned at two levels: first at intra-party level and then inter-party level.
- Another important learning in the project is that working on technical issues on land must also simultaneously engage with reforming or formulating required land related policies according to the changing context. This reality was in fact envisioned in the design phase and that there is a separate outcome (no. 3) focused on land regulatory framework. It is learned from the fieldwork that to achieve results on policy related areas needs deeper and collective engagement and interaction with

policy makers and leaders in the Ministry so that both types of important actors are motivated to engage in policy formulation process.

- Lack of higher-level ownership of the government (hence Ministry of MoLRM) on a project can result in low achievement of outcome. This lesson learned can be particularly justified in the case of SOLA in the project. Despite significant amount of time and resources invested for SOLA, the output is very low due to lack of ownership on this process at the Ministry level. A project should not set up an outcome indicator whose success depends on external factors such as Ministry level buy-in in this case.
- As mentioned in the Conflict Sensitivity section above, tying conflict sensitivity to a funding mechanism was very effective in ensuring that CS is a serious consideration of the project and not just another box to be ticked in a checklist.

6. GOOD PRACTICES

At least four examples of good practices are observed by the evaluation mission.

- First, looking at land issues from divers perspectives such as from the perspectives of Madhesh. Although Madhesh was not an exclusive focus of the project, looking at the core issue from the views of a key actors in the conflict dynamics can be considered as a good practice because with on-going conflict and tensions in Terai, it is highly relevant and useful to understand Madhesi views and perspectives on land, which is one of the key contentious issues in Terai.
- Second, in outcome 3, 4 and 5, the project has used a gender-segregated data, which is a remarkable a good practice of the project. This practice ensures gender responsive monitoring of the project.
- Finally, it is learned that if government officials and CSO leaders are brought together in capacity building trainings on issues which concerns both groups, it can produce better lasting results For example, IOM provided mediation and conflict management training to CSO leaders and government officials (especially those from District Land Survey Offices, District Land Revenue Offices, Women and Children Offices, DDC, VDC, Agriculture Office, Land Reform Offices and so on). This practice is found to have good results not only in capacity building but also building societal relations between government and non-sectors. Better societal relationship is key to peacebuilding.
- Sharing of project information through IOM's official social media such as Facebook, Twitter and blog (<http://transitionandrecoverynepal.com/>) was used to share and update project related activities with a larger audience can be considered as a good practice to disseminate information to wider group of stakeholders.

6. RECOMMENDATIONS

Based on the findings and analysis, the evaluation mission has provided following recommendations. Since this is a summative evaluation, the recommendations are meant either to draw a lesson from the past or to improve the practice in the follow up phase of the project

- Finalise shared vocabulary on land issues and circulate it to stakeholders as early as possible

The output pertaining to developing a share vocabulary is very important to achieve the outcome one of the project. As of today, a shared vocabulary is drafted therefore the output is achieved; yet outcome one will remain unachieved unless the shared vocabulary document is finalised and shared with political actors, civil society as well as government officials. Hence it is recommended to finalise the document and circulate as widely as possible so that it helps creating a common understanding on land issues.

- Engage with civil society leaders level political actors on land related dialogue at district level

Currently dialogue related activities on land issues are limited to mostly national level with one or two exceptions at regional level. However, given that contentions on land issues exists at district headquarters and village level, it will significantly important to take dialogue activities beyond national level so as to reach out to important actors at district levels. At the same time, it is also recommended to include civil society leaders in dialogue forums because the evaluation has found that political actors and civil society actors must work together to build common understanding on land issues as well as to resolve conflicting issues amicably.

- Improve engagement at the national level by sharing the findings of the study on SOLA to increase national ownership of the project

Ownership of MoLRM in SOLA is limited at this stage. To increase national on this, it is recommended to engage with senior most officials at the Department of Land Survey and the Department of Land Revenue to increase their awareness on SOLA. In the follow up phase, the project could share the findings on the comparison of land use softwares to demonstrate comparative advantage of SOLA. Thus it is recommended that either the project works closely with MoLRM to prepare it to pilot SOLA effectively. Otherwise, continuity in working on SOLA adds no value; therefore, in the absence of government support, the project can drop out SOLA in the follow up phase.

- Find options to work with with MoFALD in the follow up phase

Land use implementation plans are key outputs of outcome II. The LUIPs are handed over to municipalities and VDCs where relevant in the project districts. As VDCs and Municipality can endorse the plans to implement locally, their role in future will be crucial for the success of land use implementation plan. Although the project has engaged with VDC, DDC and Municipality at the local level, it has no connection with their line ministry, MoFALD at the national level. It is recommended to address this design mistake by involving MoFALD if a follow up project is designed in future.

- Bring political leaders, beaurocrates and technocrats together to the deliberations on land regulatory framework

Developing land regulatory framework entails legal, administrative, and political processes which are interconnected. This means any deliberations regarding land related legal and policy framework including policies, guidelines, Acts etc require input from bureaucrats, technocrats and political actors. Therefore, it is recommended to bring these three types of actors together to engage in policy workshops, dialogue and deliberations so that they collectively own the process.

- Circulate the reports to as many stakeholders as possible and translated them into Nepali where needed or relevant

A strength of this project lies on several reports, analysis documents and briefing papers produced on land issues. However, at present the documents are either inaccessible to stakeholders (due to language issue) or not properly circulated. In the follow up phase, it is strongly recommended to circulate these reports to wider stakeholders including government officials, political actors and civil society leaders. It is also recommended to translate some of the reports, which are targeted to stakeholders and beneficiaries into the Nepali language.

- Organise follow up trainings on mediation and dispute resolution

As shown in the effectiveness section above, mediation and dispute resolution trainings have produced good results. There is high demand of these training events means that the training packages were useful. In this regard it is recommended to plan follow up and refresher trainings in the follow up phase, so that mediation and dispute resolution skills imparted through trainings in the first phase of the training will sustain and be scaled up.

ANNEXES

ANNEX 1: STAKEHOLDER MAPPING

Agency	Partners		Stakeholders		Consultancy
	National	Local	National	Local	
IOM	<p>MoPR- Mrs. Laxmi Basnet, Joint Secretary (member of Project Management Committee(PMC)</p> <p>MoLRM Mr. Nagendra Jha, Joint Secretary, Member of PMC.</p> <p>Mr. Janak Raj Joshi, Under Secretary, focal person of the project.</p> <p>Land Management Training Centre- Mr. Krishna Raj BC, Joint Secretary (former PMC member)</p>		Community Self Reliance Centre	<p>Training Beneficiaries</p> <p>District Land Revenue Office; District Land Survey Office; Land Reform Offices, District Women and Children Offices, Local Peace Committees, District Administration Office, District Police Office, District Land Rights Forum, District Court, Town Development Committee, District Development Committee, and Non-Governmental Organizations (NGOs) namely Indreni Social Development Forum, Sagarmatha Community Development Centre, Sundar Nepal Sanstha, INSEC, WOREC, Maiti</p>	<p>Project Engineering and Environmental Studies Consultant (P.) Ltd. In association with Yomari Incorporated (Pvt.) Ltd.</p> <p>Mr. Uma Shankar Joshi, Legal Expert</p> <p>Mr. Ratnakaji Bajracharya, Gender Expert</p> <p>Dr. Prakash Bhattarai, Peace and Conflict Expert</p>

	<p>Department of Survey- Mr. Susheel Dangol, Chief Survey Office (former SOLA Focal Person)</p>			<p>Nepal, WHRD, Department of Survey, Department of Land Reform and Management</p>	
UNDP	<p>MoPR- Mrs. Laxmi Basnet, Joint Secretary (member of Project Management Committee(PMC)</p> <p>MoLRM Mr. Nagendra Jha, Joint Secretary, Member of PMC.</p> <p>Mr. Janak Raj Joshi, Under Secretary, focal person of the project.</p> <p>Ms. Sarita Gurung Section Offer (Engineer)</p> <p>COLARP (Consortium for Land Research and Policy Dialogue)</p>		<p>Political Leaders of National Land Dialogue Forum</p> <ol style="list-style-type: none"> Land Focal Person (of the Party) Second Tier Leader of the Party Former Land Reform Commission chair and members (selective) Members of land related committee of Parliament (selective) Parliamentarians with background of Land Rights activism <p>Civil Society Dalit NGO Federation (DNF); NEPAL Federation of Indigenous Nationalities; Political parties ; CSRC, NLRF, Mahila Ekata Samaj, RTF</p>	<p>Local Peace Committees; Land Related NGOs/CBOs, Human Rights organization, NGOs related to vulnerable groups, District Land Revenue Office; District Land Survey Office; Land Reform Offices</p>	<p>Land Experts (who involved as consultants)</p> <ol style="list-style-type: none"> Jagat Basnet (CSRC) Jagat Deuja (CSRC) Dr. Purna Nepali (CoLARP) Prof Dr. Bhim Subedi (CoLARP) Dr. Ganesh Man Gurung (CoLARP) Dil Raj Khanal, Legal Expert

	Mahendra Sapkota Executive Director				
UN Habitat	MoLRM, National Land Use Project under MoLRM; MoPR, World Vision Advocacy Forum (WVAF), Rajdevi Engineering Consultant Pvt Limited, Kathmandu	Sundar Nepal Sanstha (BNA) Surkhet; Indreni Social Development Forum (ISDF) Nawalparasi; Sagarmatha Community Development Centre (SCDC) Morang; District Level Land Use Implementation Committees; VDC Level Land Use Implementation committees, District Land Revenue Offices; District Land Survey Offices; Land Reform Offices ; Local Peace committees Individual Local Partners Mr. Ambhu Bista, District Coordinator, Morang Mr. Rajan Regmi, Social Mobilizar, Morang Mr. Bhim Bastola, District Coordinator, Surkhet Mr. Milan Kr. Shrestha, Social Mobilizar, Surkhet Ms. Sabitri Poudel, District Coordinator, Nawalparasi Ms. Sangita Thapa, Social Mobilizar, Nawalparasi	Beneficiaries of study visit to Sri Lanka Mr. Sadhu Ram Sapkota, Joint Secretary, Ministry of Peace and Reconstruction Ms. Laxmi Kumari Basnet, Joint Secretary, Ministry of Peace and Reconstruction Mr. Krishna Raj B.C., Joint Secretary, Ministry of Land Reform and Management Mr. Narayan Chaudhary, Project Chief, National Land Use Project Mr. Rohit Kumar Bhattarai, Joint Secretary, Ministry of Land Reform and Management Beneficiaries of study visit to Cambodia Mr. Laxmi Sharan Ghimire, Joint Secretary, Ministry of Peace and Reconstruction Mr. Narayan Chaudhary, Project Chief, National Land Use Project Mr. Rohit Kumar Bhattarai, Director General, Department of Land Reform and Management	Training Beneficiaries Members of District/VDC level land use implementation committees in the project districts, Local level stakeholders including women	Rajdevi Engineering Consultant Pvt Limited, Mr. Dilli Raj Khanal, Legal Expert Dr. Bhagawat Rimal, Team Leader Prof. Dr. Pushkar Kumar Pradhan, Land Use Planner Dr. Krishan Bahadur, Karki Soil Scientist Dr. Prakash Das Ulak, Geologist Mr. Awadh Kishor Deo, Agriculture Expert Mr. Saurav K. Shrestha, NRM Expert Mr. Arjun Jung Shah, Socio-economist Mr. Umesh Kumar Mandal, GIS Expert

			<p>Mr. Sushil Narsingh Rajbhandari, Chief Survey Officer, Survey Department</p> <p>Training Beneficiaries</p> <p>MoLRM officials, Survey Department, Kathmandu University, DoLRM, CBS, COLARP, Emory University, SCDC, ISDF,SNA, SDE, MOI, NLUP, Project Districts Land Revenue Offices, Project District Survey Offices, Land Reform Office (Morang), MoAD, WVAF, Raj Devi Engineering Consult</p>		
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ANNEX 2: EVALUATION TOOLS

Tool 1: Literature review

Below is the list of key documents reviewed during the inception phase.

- Dufvenmark, Fanny (2014). Mid-term evaluation report of the "Catalytic Support to Land Issues" Project. IOM, UNDP and UN Habitat, Kathmandu
- GoN (2006). Comprehensive Peace Agreement document, Kathmandu, Nepal
- IOM, UNDP and UN Habitat (2013). Signed Project Document for the "Catalytic Support to Land Issues" Project, submitted to UNPFN, Kathmandu
- IOM, UNDP and UN Habitat (2013). Project Status Update for the period of April - June 2013. Kathmandu
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- Land Use Plans of Morang and Surkhet districts
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- Comprehensive Peace Agreement (CPA) document, Government of Nepal
- Minutes of various meetings and validation workshops with MLLUIC/VLLUICs in the three project districts, UN Habitat
- List of Key Meetings and Workshops relating to land and land use planning issues conducted by UN-Habitat and its implementing partners under UNPBF funded project

Tool 2: Output recording tool

	Performance Indicators	Current indicator progress	Level of verification is done in the effectiveness section above
Outcome 1 Nepal's leaders have agreed on a set of principles to embark on national land reform	Indicator 1.1 Consensus among principal political leaders and key stakeholders on the basis for moving ahead to develop a national		