

Mid -Term Evaluation of the Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II)



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Cover photo: Rangola water supply and sanitation plan, Nawalparasi (Photo: Hannu Vikman)

Preface

The Mid-term Review is part of the project cycle of the Ministry for Foreign Affairs of Finland (MFA). The Mid-Term Evaluation (MTE) of the Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II) was conducted during January – April 2016.

The purpose of the Mid-Term Evaluation was to provide the Governments of Finland and Nepal as well as the project implementer an external, independent and objective analysis and assessment of the value, worth and merit of the project achievements (intended and unintended) based on the OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact). As appropriate, the three EU criteria of cooperation, complementarity and coherence were also to be considered. MTE was expected to provide recommendations on ways to improve the performance of the project in the remaining years. MTE was also expected to give recommendations on continuation of the Finnish support in the water sector beyond RWSSP-WN II in terms of the possible modality, scope and size. The Terms of Reference (TOR) of MTE is attached as Annex 1.

The Consultant's team initially comprised Ms Kristiina Mikkola, International Team Leader, Mr Hannu Vikman, International Water Supply and Sanitation Expert, Dr Dhruva Raj Gautam, National Social Inclusion Expert, Mr Ram Chandra Shrestha, National WASH Expert, and Ms Jyoti Tiwari, Junior Expert on Climate Sustainability and Disaster Risk Reduction. Due to health reasons, Ms Mikkola was forced to cancel her participation in the field mission on a last minute. The field mission was thus led by Mr Vikman. Subsequently, also one Nepalese expert, Ms Homa Thakali was introduced to the team as the additional National Social Inclusion Expert. After the mission all six team members have contributed to the data analysis and writing of the MTE report. Quality assurance inputs have been provided by Mr Tashi Tenzing, Quality Assurance Expert.

The mission in Nepal was carried out between the 21st of February and 11th of March, 2016. The Team reviewed relevant documentation, listed in Annex 2, and interviewed people involved in or familiar with the Project or relevant aspects. In total, the Team met more than 600 stakeholders representing stakeholders and beneficiaries at central government, local government (district and Village Development Committee (VDC)) and community levels. The Team visited eight districts and 20 schemes/user groups. The list of persons consulted is attached as Annex 3 and the programme of the mission is attached as Annex 4. The Team presented initial findings and recommendations in a debriefing workshop in Kathmandu on the 11th of March 2016; the notes of this meeting are in Annex 5. A brief note summarising the MTE process and evaluation methodologies is attached as Annex 6.

The interpretations, views and opinions presented in this Mid-Term Evaluation Report are those of the Team and are not to be considered official statements of the Governments of Finland or Nepal. The Team's views are those of an independent external observer. The competent authorities of the Project through the Supervisory Board should make clear decisions to what extent the Team's views and recommendations should be adopted and operationalised.

The Team wishes to thank the officials of the Ministry for Foreign Affairs of Finland, relevant ministries and other organisations in Nepal, the Embassy of Finland and other international stakeholders, relevant representatives of local authorities, communities and Project staff, who provided relevant information and documents and facilitated MTE by constructive support and valuable discussions.

ABBREVIATIONS AND ACRONYMS

ADB	Asian Development Bank
CBO	Community Based Organization
CBS	Central Bureau of Statistics
CCA	Climate Change Adaptation
CLC	Community Learning Centre
CLTS	Community Led Total Sanitation
CTA	Chief Technical Adviser
DAC	Development Assistance Committee (of OECD)
DAG	Disadvantaged Group
DDC	District Development Committee
DMC	District Management Committee
DDF	District Development Fund
DRR	Disaster risk reduction
DoHS	Department of Health Services
DoLIDAR	Department of Local Infrastructure Development and Agricultural Roads
DRWASH+	Department of Rural WASH+
DTO	District Technical Office
DUWSS	Department of Urban Water Supply and Sewerage
D-WASH	District WASH
D-WASH-CC	District WASH Co-ordination Committee
DWSS	Department of Water Supply and Sewerage
DWSSCC	District Water Supply and Sanitation Coordination Committee
EU	European Union
EUR	Euro
FEDWASUN	Federation of Drinking Water and Sanitation Users Nepal
FY	Fiscal Year
GESI	Gender and Social Inclusion
GoF	Government of Finland
GoN	Government of Nepal
HRBA	Human Rights Based Approach
HVCA	Hazard, Vulnerability and Capacity Analysis
ICS	Improved Cooking Stove
ILO	International Labour Organization
INGO	International Non-governmental Organisation
JSR	Joint Sector Review
KVWSMB	Kathmandu Valley Water Supply Management Board
LDO	Local Development Officer
LSGA	Local Self Governance Act
MDG	Millennium Development Goal
MEUR	Million EUR
MFA	Ministry for Foreign Affairs
MICS	Multiple Indicator Cluster Survey
MIS	Management Information System
MNPR	Million NPR
MoE	Ministry of Education
MoF	Ministry of Finance
MoFALD	Ministry of Federal Affairs and Local Development
MoH	Ministry of Health
MoU	Memorandum of Understanding
MoUD	Ministry of Urban Development

MoWSS	Ministry of Water Supply and Sanitation
MTE	Mid-Term Evaluation
M&E	Monitoring and evaluation
NGO	Non-governmental organisation
NMIP	National Management Information Project
NPC	National Planning Commission
NPR	Nepalese Rupee
OECD	Organization of Economic Co-operation and Development
O&M	Operation and maintenance
ODF	Open defecation free
OHT	Overhead tank
PCO	Project Co-ordination Office
PPP	Public Private Partnerships
PMU	Project Management Unit
PSU	Project Support Unit
QARQ	Quantity, Access, Reliability and water Quality
RBM	Results Based Management
RVWRMP	Rural Village Water Resource Management Project
RWSSFDB	Rural Water Supply and Sanitation Fund Development Board
RWSSP-WN	Rural Water Supply and Sanitation Project in Western Nepal
RWSSP-WN II	Rural Water Supply and Sanitation Project in Western Nepal, Phase II
SB	Supervisory Board
SC	Steering Committee
SDG	Sustainable Development Goal
SDP	Water, Sanitation and Hygiene National Sector Development Plan
SEIU	Sector Efficiency Improvement Unit
SO	Support Organisation
SP	Service Provider
SSG	Sector Stakeholders Group
TA	Technical Assistance
TBC	Total Behaviour Change
TOR	Terms of Reference
UNICEF	United Nations Childrens' Fund
VDC	Village Development Committee
VMW	Village Maintenance Worker
V-WASH	VDC-wide WASH
V-WASH-CC	VDC WASH Coordination Committee
WASH	Water supply, sanitation and hygiene
WASH+	WASH, micro-hydro, micro-irrigation, etc.
WHO	World Health Organization
WSSDO	Water Supply and Sanitation Division Office
WSSSDO	Water Supply and Sanitation Sub-Divisional Offices
WSP	Water Safety Plan
WUSC	Water User and Sanitation Committee

Rate of exchange (March 2015): 1 EUR equals 115 NPR.

EXECUTIVE SUMMARY

Background

Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II) Phase II is a bilateral project between the Government of Nepal and Government of Finland. The duration of Phase II is from September 2013 to November 2018. It builds on Phase I that was implemented during August 2008 – August 2013.

RWSSP-WN is implemented through the decentralised governance system following the rules and regulations of the Government of Nepal. The responsible agencies at the national level are the Ministry of Federal Affairs and Local Development (MoFALD) and its Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR). The TA consultant for RWSSP-WN II is FCG International, Finland.

The overall objective which RWSSP-WN II supports the Government of Nepal to achieve is “improved health and fulfilment of the equal right to water and sanitation for the inhabitants of the Project area”.

The purpose of Phase II is “the poorest and excluded households’ rights of access to safe and sustainable domestic water, good health and hygiene ensured through a decentralised governance system with improved effectiveness of rural water supply and sanitation services”.

During Phase II, project works in 14 districts out of which twelve are in the Western Development Region and two in the Mid-Western Development Region. The districts are further categorised as core, sanitation only and district-driven mode depending on the scope and type of support received from the project.

It is expected that by the end of Phase II all working districts will be declared Open Defecation Free (ODF; estimated new beneficiaries at ODF level approximately 1.85 million people, in total 4.4 million people with access to post-ODF support¹) and that more than 100,000 (target 150,000 people if additional investment budget is available) previously unserved persons would have access to improved water supply.

The budget for Phase II is estimated at approximately MEUR 21.9 out of which Government of Finland contribution is MEUR 13.7, Government of Nepal contribution MEUR 5.85, District Development Committee (DDC)/Village Development Committee (VDC) contribution MEUR 0.8 and user contribution MEUR 1.55.

Findings

In general, project is well in line with the goals and aims Government of Finland development co-operation and Government of Nepal policies and strategies.

Result 1 (Component 1 Sanitation and Hygiene) is “access to sanitation and hygiene for all achieved and sustained in the project working districts”. Progress has been good and the pace of ODF declaration, total sanitation and implementation of post-ODF strategy is following the path to achievement of mid-line and end-line targets. The implementation of both ODF and post-ODF is still a challenge, particularly in Terai.

¹ Estimated based on original targets in the Project Document and in the Semi-Annual Progress Report FY03 (January 2016). The figures do not take into account population growth or migration.

Result 2 (Component 2 Rural Water Supply) is “access to safe, functional and inclusive water supply services for all achieved and sustained in the project working VDCs”. The progress of improved water supply has been good in the first two years of Phase II but FY03 has been affected by the unofficial Indian blockade. The project has managed to reach the unreached very well. However, progress in institutional water supply is behind the schedule. The expansion of Water Safety Plan concept to capture also climate change adaptation, disaster risk reduction, reliability and sustainability of water supply and paying attention to operation and maintenance (O&M) aspects is well received.

Result 3 (Component 3 Capacity Development) is “strengthened institutional capacity of government bodies to plan, coordinate, support and monitor the Water Use and Sanitation Committees (WUSCs) and other community groups in the implementation, operation and maintenance of domestic water, sanitation and hygiene programmes in a self-sustainable manner”. The progress at the district level capacity looks quite good when assessed against the target indicators and milestones. This is especially the case with district water supply, sanitation and hygiene (D-WASH) plans, annual performance evaluation and studies, guidelines and operational tools prepared by the project. The status of VDC water supply, sanitation and hygiene (V-WASH) plans does not look as good.

Overall, the project has achieved the interim targets and is likely to achieve most of the end results and objectives – including the overall objective. The project has successfully involved its target population in designing, planning, implementing and monitoring on project activities. About 53,400 previously unserved people had access to improved water supply in 128 schemes (January 2016). At the time of the Mid-Term Evaluation (MTE) there were almost one hundred schemes under preparation or implementation with about 56,500 additional beneficiaries, suggesting achievement of the target. Only three districts are not yet declared ODF. The actual situation in the field is, however, more challenging than the indicator status suggests. Based on observations of the MTE team, the quality aspects still seem to need more emphasis in the implementation of monitoring. For example, all ODF declared VDCs do not actually qualify for ODF status and all water supply schemes cannot secure safe drinking water.

The project has a strong focus on Human Rights Based Approach (HRBA), gender equality and social inclusion (GESI) working towards the fulfilment of equal rights to benefits from WASH based initiatives. Climate sustainability is inbuilt in project guidelines and tools, most notably in Water Safety Plans and district and VDC WASH plans.

Institutional sustainability at all levels is a concern to MTE. At the central level, WASH is not a priority of DoLIDAR. Institutional capacities vary between districts, VDCs and user committees despite strong capacity development efforts of the project. For example, D-WASH Units have been understaffed with varying combinations of human resources and at the VDC level it may not be easy to maintain V-WASH-CCs active after the achievement of total sanitation. Financial sustainability of WUSCs (due to low or no charges from water users) is a risk to the O&M of schemes.

Recommendations

In terms of sanitation and hygiene one of the key recommendations to the project is that it would need to focus more on ensuring the true ODF status where it has been declared and on ODF follow-up and monitoring rather than further ODF declarations. Also more intensive and diversified promotion methods for ODF, post-ODF and total sanitation as well as source protection should be applied, especially in Terai.

With respect to water supply the project has been very successful in reaching the unreached but this is becoming increasingly costly and, at the same time, more vulnerable in regard to financial and technical sustainability. It is, therefore, recommended that structures of old water supply schemes would be used to the extent possible and that the project will consider setting a ceiling per capita cost, adjusted to the capacity of the users to cover O&M costs. It is also recommended to carry out a study on appropriate principles and criteria for rehabilitation/reconstruction of old schemes while new schemes become too costly, jointly with the Rural Village Water Resource Management Project (RVWRMP). The project should not support rehabilitation and reconstruction of such water supply schemes that need investment because of neglect of maintenance.

In regard to safe water supply, it is recommended that the project does not support construction of shallow tube wells, due to high risk of arsenic in shallow aquifers on Terai, high risk of micro-biological contamination, and low cost suitable for private wells.

In order to improve the quality of water supply schemes, it is recommended that all required items shall be included in design estimates (faults, resulting in problems in completing schemes, were observed in the field), and that design and construction errors of Phase I and Phase II schemes shall be identified and rectified, in order to leave behind usable and sustainable schemes.

The recommendations to improve the likelihood of sustainability of water supply schemes include paying more attention to training delivery – instead of standardised training content more tailored refresher training, responsive to capacity gaps should be provided.

A number of recommendations is provided to improve institutional sustainability, e.g. MoFALD should make WASH performance one of the indicators of Performance Appraisal Review of relevant senior officials (duty bearers). The project shall explore the performance of districts and their institutional capacity with reduced project support, possibly jointly with other sector actors (GoN or external) who could continue resourcing of D-WASH Units. With respect to ongoing institutional changes in Nepal, the project shall be adapted to new institutional structure (if such emerges). It is also recommended that there should be a no-cost extension of Phase II by one full year, including 1 MEUR from the Government of Finland (GoF) and another 1 MEUR from the Government of Nepal (GoN); and that the project working area should not be expanded from the 14 districts to ensure sustainability of achieved results.

Also a proposed concept for sector reorganisation is incorporated in the recommendations. The recommendations are summarised in a form of an evaluation matrix below.

Issue	Finding	Recommendations	Responsibility
<p>Sanitation (Result 1)</p>	<p>In terms of ODF declarations, RWSSP-WN II has performed well; the actual situation in many ODF declared VDCs is below ODF standard. Situation is better in the Hills but in the Terai, ODF has often been forced by local authorities and politicians. More simplistic sanitation and behaviour change promotion tools would be needed.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> focus more on ensuring the true ODF status where it has been declared and on ODF follow-up and monitoring rather than further ODF declarations; <input type="checkbox"/> emphasize strong community-wide hygiene education programs before, during, and after physical water and sanitation interventions are implemented; <input type="checkbox"/> ensure adequacy of water supply as part of total sanitation; <input type="checkbox"/> apply more intensive and diversified promotion methods for ODF, post-ODF and total sanitation as well as source protection, especially in the Terai, and use students in school-led total sanitation more intensively <input type="checkbox"/> integrate solid waste management in promotion of total sanitation; <input type="checkbox"/> work out drainage improvement measures in the Terai in order to maintain hygiene and sanitary conditions at the level compliant with ODF and total sanitation. <input type="checkbox"/> discourage and penalise local authorities using forceful measures when aiming at ODF and total sanitation; 	<p>RWSSP-WN PSU, PCO and WASH Advisers DMCs in three Terai districts</p>
<p>Water supply (Result 2)</p>	<p>The project has been very successful in reaching the unreached but this is becoming increasingly costly and, at the same time, more vulnerable in regard to financial and technical sustainability. Concerns include (financial) sustainability of schemes and safety of water (to some extent).</p>	<p>Technical and financial sustainability:</p> <ul style="list-style-type: none"> <input type="checkbox"/> use the structures of old WS schemes to the extent possible; <input type="checkbox"/> consider setting a ceiling per capita cost, adjusted to the capacity of the users to cover O&M costs; <input type="checkbox"/> assess the applicability of rainwater harvesting where piped water supply is unfeasible; <input type="checkbox"/> continue to consider options, such as protection of communities' water sources, i.e., point source improvement (without piping) to provide safe water, albeit below the "basic" level in terms of accessibility; <input type="checkbox"/> advocate for mainstreaming WASH initiatives in VDC and DDC periodic plans for resource leveraging, ownership and sustainability; <input type="checkbox"/> carry out a study, jointly with RWWRMP, on appropriate principles and criteria for rehabilitation/reconstruction of old schemes while new schemes become too costly. <p>Safe water supply:</p> <ul style="list-style-type: none"> <input type="checkbox"/> no support to construction of shallow tube wells, due to high risk of arsenic in shallow aquifers in the Terai, high risk of micro-biological contamination, and low cost suitable for private wells; <input type="checkbox"/> instruct designers of schemes to pay particular attention to contamination risks; <input type="checkbox"/> put more emphasis to visual inspections (in WSPs) to be applied in monitoring of schemes by WUSCs, especially in the Hills. 	<p>DoLIDAR and district authorities RWSSP-WN PSU, PCO and WASH Advisers RWSSP-WN PSU and RWWRMP PSU RWSSP-WN PSU, PCO and WASH Advisers</p>

Issue	Finding	Recommendations	Responsibility
		<p>Quality of water supply schemes:</p> <ul style="list-style-type: none"> ❑ ensure that all required items are included in design estimates (faults, resulting in problems in completing schemes, were observed in the field); construction works shall be completed before final monitoring of schemes (not always the case in spite of guidelines); and ❑ identify and rectify all design and construction errors of Phase I and Phase II, in order to leave behind usable and sustainable schemes. <p>Sustainability of water supply schemes:</p> <ul style="list-style-type: none"> ❑ pay more attention to training delivery – instead of standardised training more tailored re-fresher training, responsive to capacity gaps should be provided; ❑ design minimum requirements for the quota of women to be appointed as Treasurers and Secretaries of WUSCs or, if women are unavailable, there should be flexibility, possibly in exchange of female majority in WUSC; ❑ explore cooperation with livelihood projects/activities in order to enhance financial sustainability; and ❑ prepare and distribute ledger books, O&M diaries, templates/forms for meeting minutes, etc. with relevant training to WUSCs and VMWs. 	<p>RWSSP-WN PSU, PCO and WASH Advisers</p> <p>RWSSP-WN PSU, PCO and WASH Advisers</p>
<p>Institutional aspects (Result 3)</p>	<p>The project has a very systematic approach in WUSC capacity building but the impact of training has not always been permanent. The future of the key actors at the district level – D-WASH Units is not ensured. The project has produced and updated a considerable number of manuals, guidelines, briefs, brochures, etc., some of them innovative, some too comprehensive.</p>	<p>Improved institutional sustainability:</p> <ul style="list-style-type: none"> ❑ Appoint DDC-WASH focal persons and information and communication officers to be ex-officio member of D-WASH Units for institutional memory and sustainability (the crucial role of D-WASH Units); ❑ make WASH performance one of the indicators of Performance Appraisal Review of relevant senior officials (duty bearers); ❑ explore the performance of districts and their institutional capacity with reduced project support, possibly jointly with other sector actors (GoN or external) who could continue resourcing of D-WASH Units; ❑ actively explore new channels and approach more active sector institutions (other than DoLIDAR) – especially SEIU – to have its knowledge products adopted in wider use 	<p>District authorities</p> <p>MoFALD and district authorities DoLIDAR, MoFALD</p>
<p>Exit and future Financial support</p>	<p>The investment budget of Phase II would allow the continuation of scheme implementation at the pace of the first two years of Phase II by additional four months. Thereafter there would be a dramatic decline of implementation capacity.</p>	<ul style="list-style-type: none"> ❑ there should be a no-cost extension of Phase II by one full year (for FY06), including 1 MEUR from GoF and another 1 MEUR from GoN; ❑ the project shall prepare a proposal for an overall plan for the remaining period of Phase II, including the one-year extension; and ❑ the project working area should not be expanded from the 14 districts to ensure sustainability of achieved results. ❑ the project shall be adapted to new institutional structure (if such emerges); 	<p>RWSSP-WN PSU</p> <p>Competent Authorities Supervisory Board</p>

Issue	Finding	Recommendations	Responsibility
WASH sector enhancement	As long as the key WASH sector players continue their operations in isolation, there is little hope – if any – to have sustainable institutional capacity to efficiently provide support to sustainable community based rural WASH.	<p>Implementation pace and project exit:</p> <ul style="list-style-type: none"> <input type="checkbox"/> slow down the implementation down for FY04; slowing down would also allow more time for adaptation to new institutional arrangements, which are expected to be in place by then; there would be more time to prepare districts (if they then exist) to continue the work for the benefit of WUSCs. <input type="checkbox"/> Finnish support, possibly from RWSSP-WN and/or RWRMP should increasingly be directed to sector development at the central level simultaneously with RWSSP-WN II in its remaining time. This should be part of profound efforts to improve sector efficiency and ultimate strengthening of national and local institutional capacity in a sustainable manner. <input type="checkbox"/> at the central level, a rural department should be established under MoWSS, combining resources from DWSS, DoLIDAR and RWSSFDB; <input type="checkbox"/> a financing mechanism, providing WUSCs with access to borrowing capital for major rehabilitation, repair and upgrading of water supply schemes should be developed at the national level; <input type="checkbox"/> at the district level, D-WASH Units, accountable to DDC, should be replicated throughout the country and take the overall responsibility for facilitating rural WASH <input type="checkbox"/> 	<p>Supervisory Board RWSSP-WN PSU and PCO</p> <p>Competent Authorities Supervisory Board</p> <p>GoN, MoWSS, MoFALD, RWSSFDB, key sec- tor supporters</p>

TIIVISTELMÄ

Väliarviointi Länsi-Nepalin maaseudun vesihuolto-, hygienia- ja sanitaatiohankkeesta

Taustaa

Rural Water Supply and Sanitation Project in Western Nepal -hanke (RWSSP-WN) keskittyy maaseudun vesi-, sanitaatio- ja hygienia-tilanteen parantamiseen ja sitä kautta köyhyyden vähentämiseen Länsi-Nepalissa. Hankkeen ensimmäistä vaihetta toteutettiin 2008-2013. Hankkeen toinen vaihe alkoi syyskuussa 2013 ja jatkuu marraskuuhun 2018 asti.

Ulkoasiainministeriön toimeksiannosta Hannu Vikman Consulting toteutti väliarvioinnin tammi-huhtikuussa 2016. Sen tarkoituksena oli tuottaa riippumaton ja puolueeton arviointi hankkeen toteutuksesta sekä arvioida hankkeen tuloksia suhteessa sen tavoitteisiin.

RWSSP-WN on osa Suomen kehitys yhteistyövaroista rahoitettua kahdenvälistä yhteistyötä Nepalin hallituksen kanssa. Hankkeen toteutuksesta Nepalissa vastaa Ministry of Federal Affairs and Local Development (MoFALD) ja sen Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR). Hanke toimii 14 piirikunnan alueella etupäässä Länsi-Nepalissa. FCG International Oy tuottaa hankkeen teknisen avun palvelut.

Hankkeen pitkän aikavälin kehitystavoite on tukea Nepalin hallitusta parantamaan projektialueen asukkaiden terveyttä ja yhdenvertaista oikeutta puhtaaseen veteen ja sanitaatioon. Hankkeen tarkoituksena on, että köyhimpien ja syrjityimpien kotitalouksien oikeudet puhtaaseen juomaveteen, hyvään terveyteen ja hygieniaan toteutuvat parantamalla maaseudun vesihuolto- ja sanitaatiojärjestelmiä ja niiden toimivuutta. Tavoitteena on, että hankkeen loppuun mennessä kaikissa piirikunnissa jokainen asukas siirtynyt käyttämään kotitalouksien itselleen rakentamia (tai julkisia) käymälöitä kylä ympäröivien metsien ja peltojen sijaan.

Tavoitteiden saavuttaminen merkitsisi muutosta miljoonien ihmisten elämään Nepalissa. Tavoitteena on, että noin 1.850.000 ihmisellä olisi käytössään uusi käymälä ja että yhteensä 4.400.000 alueen asukasta pystyisi ylläpitämään hyviä hygieniakäytäntöjä. Näistä asukkaista ainakin 100.000 tai 150.000 hyötyy myös hankkeen tuella itse rakentamistaan uusista vesihuoltojärjestelmistä (korkeampi määrä edellyttää hankkeen rahoitukseen varattujen lisämäärärahojen irrottamista). Hankkeen hyödynsaajat ovat valtaosin syrjäisten maaseutukyläin asukkaita ja monet heistä kuuluvat aiemmin syrjittyihin vähemmistöihin.

Hankkeen budjetti on yhteensä 21,9 miljoonaa euroa. Budjetin rahoitus jakautuu seuraavasti: Suomelta 13,7 miljoonaa, Nepalin keskushallinnolta 5,85 miljoonaa euroa, Nepalin paikallishallinnolta 800.000 euroa sekä 1,55 miljoonaa euroa asukkailta itseltään.

Väliarvioinnin tärkeimmät tulokset

Hanke on tarkoituksenmukainen, sen tulostavoitteet ovat Suomen ja Nepalin hallitusten tavoitteiden, strategioiden ja lainsäädännön mukaisia ja edistävät niiden saavuttamista.

Sanitaatiojärjestelmien eli käymälöiden ja hygieniatapojen parantaminen on yksi hankkeen kolmesta tulosalueesta. Tällä tulosalueella RWSSP-WN on edistynyt valtaosin hyvin ja on aikataulussa saavuttaakseen keskeiset osatavoitteensa hankkeen loppuun mennessä. Vaikka valtaosalle (11) hankkeen piirikunnista on virallisesti kirjattu saavutetuksi ns. ODF-taso (Open Defecation Free eli metsiä ja peltoja ei enää kukaan pidä käymälänä), jäljellä on paljon tehtävää, jotta muutokset ovat pysyviä koko alueella. Lisäksi kahdessa kolmesta Terain tasangon piirikunnasta ollaan muuta kohdealuetta jäljessä myös ODF-tason saavuttamisessa. Tämä johtuu osin mm. siitä, että paikallistason toimijat

eivät ole toteuttaneet hankkeelle valittua CLTS-konseptia (Community Led Total Sanitation) asianmukaisella ja tuloksellisella tavalla.

Maaseudun vesihuoltojärjestelmiin keskittyvällä tulosalueella edistyminen oli hyvää kahden ensimmäisen toimintavuoden aikana (elokuusta 2013 heinäkuuhun 2015). Kolmannen toimintavuoden tavoitteita ei liene mahdollista saavuttaa kokonaan, koska syyskuusta 2015 alkaneet uuteen perustuksiin liittyneet poliittiset levottomuudet johtivat mm. pulaan rakennustarvikkeista ja polttoaineista sekä vaikeuttivat liikkumista hankkeen toiminta-alueella. Projekti on kuitenkin erityisen hyvin onnistunut tavoittamaan vähemmistökansallisuuksien tai muuten syrjittyjen vähemmistöjen (esim. Dalit-yhteisöt) asuinalueet. Ns. institutionaalisen vesihuollon parantamisessa (mm. koulut) hanke on tavoitteistaan jäljessä. Hanke soveltaa WHO:n 'Water Safety Plan' -konseptia (WSP) sitä onnistuneesti laajentaen. Hankkeen WSP-konsepti sisältää myös ilmastokestävyyden, ympäristöriskien hallinnan, vesihuoltojärjestelmien pitkän aikavälin kestävyys ja niiden toimintavarmuuden ja ylläpidon (O&M). Nämä muutokset ovat merkittäväällä tavalla kehittäneet konseptia.

Hankkeen kolmas tulosalue keskittyy sekä paikallishallinnon toimijoiden että yhteisöjen kykyyn toteuttaa ja ylläpitää vesihuolto-, sanitaatio- ja hygieniaratkaisuja kestävästi ilman ulkopuolista tukea. Mm. piirikuntien laatimat vesihuollon, sanitaation ja hygienian kehittämissuunnitelmat ('D-WASH Plans') ja hankkeen tekemä arvio piirikuntien toimitakyvystä ('district performance assessment') osoittavat hyvää edistystä. Sen sijaan VDC- eli kylätasolla paikalliset kehittämissuunnitelmat ('V-WASH Plans') eivät ole edistyneet odotetusti.

Hanke on pääosin aikataulussa ja on menestyksekkäästi osallistanut kohdealueen asukkaat suunnitteluun, toteutukseen ja seurantaan. Tammikuuhun 2016 mennessä noin 53,400 ihmistä oli päässyt osalliseksi hankkeen tuella rakennetu vesihuollosta (yhteensä 128 pientä "vesilaitosta"). Lisäksi tuolloin oli suunnitteilla tai rakenteilla yli 100 järjestelmää noin 56,500 asukkaalle. Toiminta-alueen piirikunnista kolmessa oli työ ODF-tason saavuttamiseksi vielä kesken. Väliarvion mukaan sekä vesihuollon että sanitaatio- ja hygieniakäytäntöjen kehittämisessä hankkeen tulisi kuitenkin panostaa määrällisten tavoitteiden saavuttamisen sijasta enemmän laatuun ja järjestelmien kestävyys.

Hanke on omissa linjauksissaan ja toimintaohjeissaan suunnitelmallisesti soveltanut ihmisoikeusperustaisia lähestymistapoja ja tukenut sekä sukupuolten että yhteisöjen välisen tasa-arvon saavuttamista. Hanke on myös sisällyttänyt vesi- ja sanitaatioaktiiviteettien osalta keskeiset ilmastokestävyyden ja ympäristöriskeihin liittyvät varautumis- ja hallintamekanismit ohjeisiinsa ja työkaluihinsa.

Väliarviossa esitetään huoli hankkeen tuloksista kolmannella tulosalueella eli instituutioiden toimintakyvyn vahvistamisessa. Valtakunnallisella tasolla on ilmeistä, että DoLIDAR on ensisijaisesti kiinnostunut tiehankkeista – ei niinkään maaseudun vesihuollosta ja sanitaatiosta. Piirikuntatasolla osaaminen, kyvyt ja taidot vaihtelevat niin piirikuntien toimijoiden ('districts'), kylätason toimijoiden (VDC) kuin yhteisöjenkin (WUSC, 'Water User and Sanitation Committee') kesken huolimatta hankkeen tarjoamasta koulutuksesta. Esimerkiksi piirikuntien D-WASH toimistoihin kaikki piirikunnat eivät ole panneet sitoumustensa mukaista henkilöstöä. Samoin VDC-tasolla oli nähtävissä, että sanitaatio- ja hygienitavoitteiden saavuttamisen jälkeen kiinnostus kestävyys ylläpitämiseen vähenee. Vesihuoltojärjestelmistä vastuussa olevissa yhteisöjen WUSC't eivät ole riittävän systemaattisesti alkaneet kerätä vesimaksuja veden käyttäjiltä, mikä vaarantaa järjestelmien ylläpitoa kestävyttä.

Keikeiset suositukset

Ensimmäisellä tulosalueella hankkeen tulee jatkossa keskittää enemmän voimavaroja aidon ODF-tason saavuttamiseen siellä missä se on jo virallisesti kirjattu mutta asukkaiden käymälätavat ja hygieniatottumukset eivät ole tosiasiallisesti muuttuneet. Kaiken kaikkiaan ODF-tason seurantaan on nyt tärkeämpää kuin jäljellä olevien piirikuntien ja niiden kylien nopea kirjaaminen paikallisviranomaisten toimesta ODF-tasolle. Erityisesti Terrain piirikunnille hankkeen on tarpeen kehittää monipuolisempia

työkaluja ja lähestymistapoja ODF-työhön, sen jälkiseurantaan ja kestävien sanitaatiomuutosten aikaansaamiseen.

Vesihuollossa on nähtävissä, että ns. kriittinen raja lienee lähellä: uusien järjestelmien rakentamisen yksikkökustannukset henkeä kohden ovat aiempaa korkeampia ja niiden ylläpito ja ylläpitokustannukset kustannukset voivat ylittää käyttäjien teknisen osaamisen ja maksukyvyn. Siksi hankkeen tulee jatkossa entistä enemmän hyödyntää jo rakennettuja vesihuoltojärjestelmien osia (uusinvestointi yhdistettynä korjausrakentamiseen). Hankkeen tulee myös harkita yksikkökustannuksille ylärajaa – ottaen kuitenkin huomioon myös kohderyhmien kyvyt käyttää ja rahoittaa järjestelmien ylläpitoa. Hankkeen ei kuitenkaan tule tukea sellaista korjausrakentamista, jonka syynä on ylläpidon laiminlyönti tai yhteisön välinpitämättömyys.

Turvallisen käyttö- ja juomaveden saannin edellytysten takaamiseksi suositellaan, että jatkossakaan hanke ei tue matalakaivojen rakentamista Terailla, sillä ylemmissä pohjavesikerroksissa on riskinä terveydelle haitallisen korkea arseenipitoisuus sekä vaikeus suojata näitä kaivoja pilaantuneiden pintavesien tunkeutumiselta niihin. Lisäksi suositellaan, että RWSSP-WN tutkii kaikkien hankkeen tuella (sekä I että II vaihe) rakennettujen vesihuoltojärjestelmien laadun ja rakenteiden toimivuuden varmistaakseen, että hankkeen päättyessä kaikki järjestelmät ovat kunnossa ja käytössä.

Kestävien vesihuoltojärjestelmien edellytysten parantamiseksi suositellaan, että hanke muokkaa eri toimijaryhmille suunnattujen koulutuspakettien sisältöä ja laajuutta tarvittaessa niin, että koulutus kohdistuu juuri kyseisen kohderyhmän tarpeisiin.

Vuonna 2015 voimaantullut perustuslaki sekä vuoden 2016 alussa edelleen käynnissä ollut vesi- ja sanitaatiosektorin strategiatyö eivät vielä tarjoa selvää käsitystä piirikuntien ja ministeriöiden (Ministry of Water and Sanitation ja MoFALD) tulevista tehtävistä vesihuolto- ja sanitaatiosektorilla. Hankkeen on siksi seurattava tiiviisti hallinnon selkiyttämistä ja toimijoiden roolien tarkennuttua sopeutettava toimintansa vastaamaan muuttunutta tilannetta. Lisäksi suositellaan, että tehdyt sitoumukset hankkeen lisämäärärahoista pannaan toimeen ja samalla hankkeen toteutusta jatketaan yhdellä vuodella (marraskuuhun 2019 asti). Hankkeen toimialue suositellaan pidettävän nykyisessä 14 piirikunnassa hankkeen tulosten kestävyuden varmistamiseksi ja turvaamiseksi.

Väliarvioon sisältyy myös ehdotus Nepalilain hajanaisen maaseudun vesihuolto- ja sanitaatiosektorin kehittämiseksi tuoreimman sektorilinjauksen (Sector Development Plan, luonnos tammikuu 2016) mukaiseksi.

1. PURPOSE OF MID-TERM EVALUATION

The Mid-Term Evaluation (MTE) of the Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II) was conducted during January – April 2016.

The purpose of the Mid-Term Evaluation was to provide the Governments of Finland and Nepal as well as the project implementer an external, independent and objective analysis and assessment of the value, worth and merit of the project achievements (intended and unintended) based on the OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact). As appropriate, the three EU criteria of cooperation, complementarity and coherence were also to be considered. MTE was expected to provide recommendations on ways to improve the performance of the project in the remaining years. In particular, MTE was expected to:

- ❑ Provide evidence of the performance of the project to date and likely performance in the future (is the project achieving its objectives, incl. the cross-cutting objectives?)
- ❑ Analyse the reasons, that explain success and/or failure (understanding why?)
- ❑ Provide recommendations for changes in the project to ensure smooth closing after the current phase and sustainability of project's results after completion phase (if needed)
- ❑ Provide recommendations for the Government of Finland for the future support of water sector in Nepal and how the remaining years of RWSSP-WN II can contribute towards this.

MTE was also expected to give recommendations on continuation of the Finnish support in the water sector beyond RWSSP-WN II in terms of the possible modality, scope and size. The Terms of Reference (TOR) of MTE is attached as Annex 1.

2. DESCRIPTION OF THE CONTEXT AND RWSSP-WN PHASE II

2.1 Development Context of RWSSP-WN II

2.1.1. Country Context

In 2015, Nepal experienced two devastating earthquakes (April and May), but in September it also received a New Constitution after many years of deliberations by the political parties. The Constitution was considered a great achievement but it was not dispute free. The period from September 2015 until February 2016 saw a series of strikes in Terai and the unofficial Indian blockade. These disturbances significantly hampered all economic activities and development work. The unavailability of fuel impacted on mobility of people, the delivery of construction materials and their costs hampering both reconstruction activities and infrastructure development.

The total population of Nepal, as of 22 June 2011 (CBS 2014), was 26.5 million with a decadal increase of 14.4% from 2001. The average annual population growth rate from 2001 to 2011 was 1.35%, compared to 2.25% of the previous decade. The decline in the growth rate was attributed both to a decline in fertility and the emigration of youth.

Migration has become a prominent phenomenon in the population dynamics of Nepal. The proportion of the population is gradually declining in Mountains and Hills and is steadily increasing in Terai. Internal migration is an important aspect of Nepalese demography; 2.6 million inter-district migrants were reported to be lifetime migrants in 2011. Out of the total internal migrants, 84% were literate and 60% were women. Horizontal (Hill to Hill) and vertical (Mountain and Hill to Terai) migration has substantially changed the spatial distribution of the population in Nepal. The population movements have been fuelled by the political changes in this millennium.

Emigration has been outnumbering in-country migration, which is also thought to have had a substantial effect on the decline in fertility. A large number of the youth has moved abroad. One in

every four households has at least one member absent or is living out of country. A recent report by ILO (2015) finds that 71% of households with male migrants (compared to only 23% of the households with female migrants) reported that their absence had a negative impact on their families during and immediately after the earthquake.

The current level of urbanisation is projected to grow due to two major factors: declaration of new municipalities and migration to urban areas. In 2014, 133 new municipalities were added to the municipal category bringing the number of municipalities to 191 and urban (municipal) population to 38.26% of the total. Kathmandu Valley is the hub of Nepal's urbanisation with nearly 24% of national urban population. Regional levels of urbanization vary markedly with high levels of urbanisation in valleys and in the inner Terai compared to the more economically potential Terai. Urbanisation is dominated by few large and medium cities in the Hills. 14 urban centres with over 100,000 residents make up 43.51% of national urban population (MoUD 2015).

The total number of castes identified in the census of 2011 was 125, an increase from 100 in 2001 and from 60 in 1991. The increase in the number of castes in the census of 2011 was mainly due to people's awareness of their identity. There are 123 languages spoken as mother tongue, and ten types of religion categories (CBS 2014).

The number of households stands at 5.4 million in 2011, including 4,000 institutional households (barracks, hostels, monasteries, etc.). The average household size has decreased from 5.44 in 2001 to 4.88 in 2011 at the national level. Household size varies by caste. For example, Musulman (Muslim) has a household size of 6.5 persons, Madhesi 6.0, Newar 4.5 and hill Brahmin 4.2. Households with 1 to 4 members are highest in the census 2011, whereas 5 person households were highest in the 2001 census. Female-headed households have increased by 11 percentage points from 14.87% in 2001 to 25.73% in 2011 (CBS 2014).

Most people live in their own house, but ownership of housing in Terai was found to be comparatively low. The average number of households per house has increased from 1.16 in 2001 to 1.21 in 2011 (CBS 2014).

The sex ratio (number of males per 100 females) is 94. The ratio was found to be lowest in age groups 20-24, 25-29 and 30-34. Thus, there are 796,000 more women than men in the country. The proportion of children age 0-4 was 9.7%, a sharp decline from 15.4% in 1981, whereas the older population (age 65 +) has increased from 3.3% in 1981 to 5.3% in 2011 (CBS 2014).

The overall literacy rate (for population aged 5 years and above) has increased from 54.1% in 2001 to 65.9% in 2011. Male literacy rate is 75.1% compared to female literacy rate of 57.4%. Despite remarkable achievements in the status of literacy, educational attainment and/or school attendance rates of both the male and the female population over the years, disparities continue to exist across sex, rural-urban, districts and regions (CBS 2014).

According to Population Monograph of Nepal 2014, "People of Mid-West Mountain and Hill, and Central Terai are lagging behind compared to the more developed parts of the country in terms of most socio-economic indicators. Eastern, Central, Western Hill and Western Terai are reported to be relatively well-off, although some pockets and selected caste groups of Hill are also reported to be deprived of facilities and amenities. Most Madhesi people are engaged in elementary works whereas Hill people are engaged in professional work" (CBS 2014).

Gender equality is a key component of human development but Nepal still has a gender gap. Economic empowerment is a challenge; women's economic activity is low in non-agriculture sectors – possibly due to a lack of education and a tradition of working in agriculture. Proportion of women (64%) engaged in self-employment activities and/or unpaid family labour is very high (CBS 2014).

2.1.2. Coverage of Rural Water Supply and Sanitation

The most comprehensive data on water supply and sanitation in Nepal is provided by the National Management Information Project (NMIP), launched by the Department of Water Supply and Sewerage (DWSS). Data from about 38,000 piped schemes and 1,125,000 point sources were collected in 2007-2008 and published in 2010. The second NMIP report, published 2014, contains 2012 data, collected from all districts through the District WASH Co-ordination Committees (D-WASH-CCs). According to the Second NMIP report basic level water supply² coverage was 83.6% and basic level sanitation coverage 70.3%, respectively. The progress in sanitation has been remarkable; the coverage in 2010 was only 40.3%. NMIP data base has limitations but provides the most inclusive basis for the assessment of the sector status in Nepal. The limitations include:

- ❑ there is no disaggregation of data between urban and rural sub-sectors;
- ❑ functionality data of water supply only covers piped water supply schemes; and
- ❑ water quality data is not included.

The water supply coverage in the project districts in 2012³, as per the second NMIP report, are shown in Table 1. The report summarises the sector status as follows:

- ❑ national water supply coverage is 83.6% of the population and national sanitation coverage is 70.3%, of the population;
- ❑ the Central Development Region had the highest water supply coverage in mid-2014 (85.2%) and the Mid-Western Development Region had the lowest (80.9%),
- ❑ the Mid-Western Development Region had the highest sanitation coverage (86.3%) and the Eastern Development Region had the lowest (62.6%); and
- ❑ the Hills had the highest sanitation coverage (87.1%) and Terai had the lowest (56.9%).

Table 1 Water supply and sanitation coverage in project districts in 2012 (Source: Second NMIP report, 2014))

District	Water supply	Sanitation
Arghakhanchi	84.3	98.3
Baglung	88.7	100
Gulmi	91.3	90.2
Kapilvastu	87	57
Mustang	95.3	100
Myagdi	90.2	100
Nawalparasi	84	90.4
Palpa	82.9	72.3
Parbat	90.5	100
Pyuthan	83	100
Rolpa	89.3	88.9
Rupandehi	97.5	77.2
Syangja	88.52	98.5
Tanahu	81.8	100

² The basic level of water supply is defined by quantity of 45 liters per capita per day (lpcd) – in no case less than 25 lpcd, accessibility within 150 meters horizontally and 50 m vertically or within 15 minutes per round trip, reliability, and quality meeting at least the guidelines of WHO.

³ Second NMIP report provides the latest comprehensive data with respect to overall coverage of WASH in project districts and in Western Nepal.

With the exceptions of Palpa, Pyuthan and Tanahu, water supply coverage in the project districts exceeds the national average. However, the water supply coverage in the whole Western Development Region (80.6%) was slightly below the national average in 2014 and lower than in the region in 2010 (84.6%) and 2012 (87.9%) when it was the highest in the country (both 2010 and 2012).

The sanitation coverage in the Western Development Region (80.6%) was well above the national average; and the only project district below the national average is Kapilvastu.

The number of open defecation free (ODF) districts in Nepal, as per January 2016, is 32 (43%), according to Water, Sanitation and Hygiene Resource Centre Network Nepal. Twelve of them are in the Western Region and nine in the Mid-Western Development Region. Out of the project districts only Kapilvastu, Palpa, Rupandehi and Syangja were not ODF districts in the above statistics.⁴ The number of ODF Village Development Committees (VDCs) at the beginning of 2016 was 2026 (62%) out of 3282 – in the project area 617 VDCs (71%) in mid-January 2016. Out of the eight reported total sanitation VDCs in Nepal, six are in RWSSP-WN districts: Dana, Ramche, Jhi and Histan in Myagdi, Thapathana in Parbat, and Amarapuri (now part of Gaindakot municipality) in Nawalparasi. The other two VDCs are reported to be in Lamjung district.

The NMIP data on scheme functionality is based on NMIP 2012 update. Out of the total of 41,200 piped schemes included in the assessment, 68.2% provided “whole-year supply”⁵. The highest percentage (71.7%) was in the Central Development Region and the lowest (64.5%) in the Mid-Western Development Region. The percentage in the Mountains (56.5%) was lower and in the Hills (68%) and in Terai (65%). Respective percentages in the Project area are shown in Table 2. Half of project districts were above and another half below the national average.

Table 2 Percentage of “whole-year” schemes out of piped schemes in project districts in 2012 (Source: Second NMIP report, 2014)

District	Percentage
Arghakhanchi	74.9
Baglung	58.1
Gulmi	72.6
Kapilvastu	52.1
Mustang	63.7
Myagdi	81.6
Nawalparasi	59.6
Palpa	69.4
Parbat	76.8
Pyuthan	70.8
Rolpa	72.2
Rupandehi	92.4
Syangja	70.8
Tanahu	83.9

According to the NMIP functionality data:

- at the national level, 25.4% of the “whole-year” piped schemes are well-functioning, 36.1% need minor repair, 9.2% need major repair, 19.8% need rehabilitation, and 8.6% need reconstruction;

⁴ Syangja was declared ODF on 09.01.2016.

⁵ The Second NMIP report does not define whole-year supply; neither does it analyse the reasons for not serving whole-year, raise concern for this matter or propose measures to be taken. The focus of functionality is on technical matters.

- ❑ the respective percentages in the Western Development Region were 24.3% (well-functioning), 39.5% (in need of minor repair), 7.9% (in need of major repair), 19.9% (in need of rehabilitation), and 8.4% (needing reconstruction);
- ❑ out of the population with a toilet, 40% had pit latrines, 57.8% water seal toilets and 2.2% other types of toilet (biomass, eco-san, etc.); and
- ❑ about 0.7% of the population with a constructed toilet did not use it and 7.3% of the toilets were considered insanitary.

Latest information on water and sanitation coverage at national and eco-region⁶ level is provided by the *Multiple Indicator Cluster Survey (MICS) 2014 Final Report* published by National Planning Commission (NPC) in collaboration with UNICEF in 2015 (see Table 3). The information (rather than data) was collected in 2014 from about 13,000 households using questionnaires. According to the report drinking water was used from an improved drinking water source was used almost universally (93% of the population). About 67% of users of improved drinking water sources had a water source directly on their premises. In addition, 22% used an improved drinking water source with a round trip of less than 30 minutes. In total, 7% of household members took more than 30 minutes to collect water. Rural households were more likely than urban households to spend more than 30 minutes collecting water. Water was usually collected by adult women (84%) in the household. The education level of the household head and the household's wealth status were both positively associated with having a water source on the premises. The Western Hills region had the sixth highest use of improved water sources among the eco-regions.

Table 3 Use of improved water sources and sanitation facilities in Nepal, 2014 (Source: National Planning Commission & UNICEF 2015)

Area / region	Percentage
Use of improved water sources:	
Total (Nepal)	93.3%
Urban	95.5%
Rural	92.9 %
Regions ⁷ :	
Western Mountains	97.1 %
Western Hills	96.9 %
Western Terai	98.4 %
Use of sanitation facilities (incl. improved and unimproved):	
Total (Nepal)	73.7 %
Urban	94.4 %
Rural	69.4 %
Regions:	
Western Mountains	74.5 %
Western Hills	95.8 %
Western Terai	70.3 %

⁶ The NPC/UNICEF report applies a concept of eco-region that merges ecological zones and development regions. Each development region is divided into three eco-regions: Mountain, Hill and Terai, making 15 eco-regions. The RWSSP-WN II working area falls into eco-regions as follows: Western Mountain eco-region: Mustang (one of two districts in the eco-region), Western Hill eco-region: Arghakhanchi, Baglung, Gulmi, Myagdi, Palpa, Parbat, Syangja and Tanahu (eight of twelve districts), and Western Terai eco-region: Kapilvastu, Nawalparasi and Rupandehi (all three districts).

⁷ Data on Mid-Western Development Hills eco-region are not presented because only two districts (Pyuthan and Rolpa) out of seven in the eco-region are included in the project area.

Approximately 74 % of the population of Nepal is living in households using some form of improved sanitation facilities (72% use improved facilities). However, only 60 % are using improved sanitation facilities that are not shared. Some 26 % of the population still practiced open defecation in 2014. Urban areas were much more likely than rural areas to use improved sanitation facilities (94 % cf. 67 %), and the use of improved sanitation facilities is strongly correlated with the education level of the household head. Strikingly, the poorest households were less likely than households in the second and middle wealth quintiles to practice open defecation, possibly as a result of recent targeted interventions that provide the poorest with sanitation facilities. Overall, 56 % of the household population used both an improved drinking water source and an improved sanitation facility. The highest proportion of household members using improved sanitation facilities was in the Western Hills.

A study called “Nepal Rural Water Supply and Sanitation Sector Study on Modalities of Service Delivery and Their Features/Options to Efficiently Increase Access and Sustainability” analysed different modalities and modality elements used in rural water supply and sanitation in Nepal. The assessment was based on a field survey of 200 randomly selected schemes, carried out in the winter 2012-2013 and on secondary data.

The survey showed considerable discrepancy between NMIP scheme-wise data and field findings. For example, the number of households differed from NMIP records by an average of 30% (too high/low). Over 5% of schemes selected from the NMIP data base were not found at all in the field or in district level databases. There were also schemes (about 25%) whose NMIP functionality status and surveyed service level were extremely different.

The survey concluded that important elements for scheme functionality seem to be:

- ❑ capacity building and sustained activity of Water User and Sanitation Committee (WUSC);
- ❑ operation and maintenance (O&M) arrangements – maintenance fund, Village Maintenance Workers (VMWs), tools and spare parts;
- ❑ degree of participation in planning, procurement, construction and O&M, and do-it-yourself nature of schemes;
- ❑ scheme simplicity;
- ❑ link to VDC and District Development Committee (DDC);
- ❑ post-construction environment – WUSC and local technical capacity and linkages; and
- ❑ quality of construction materials and local support and supervision.

2.1.3. Sector Institutions

NPC is responsible for preparing National Plans, e.g. 5 year development plans, reviewing plans, policies and strategies and recommending them for approval, co-ordination between ministries on sector financing; including sector plans into periodic planning documents; reviewing monitoring and evaluation (M&E) and tracking of sector progress, leading participatory approach of plan preparation, establishing linkages, objectives and targets with the national budget allocation, and channelling resources through appropriate agencies. The Joint Secretary of NPC is a member of the Supervisory Board (SB) and a representative of NPC is a member of the Steering Committee (SC) of RWSSP-WN.

The **Ministry of Finance** (MoF) is responsible for budget allocation and ensuring its timely release to executing/implementing agencies; co-ordination of foreign aid with donors to fulfil resource gaps and channelling resources through appropriate agencies. MoF represents the Government of

Nepal (GoN) as a Competent Authority of the project. The Joint Secretary of MoF is a member of SB and a representative of MoF is a member of SC of RWSSP-WN.

The newly established **Ministry of Water Supply and Sanitation** (MoWSS) is a newly established lead ministry responsible for the formulation of water supply, sanitation and hygiene (WASH) policies and plans – and planning, implementation, regulation, monitoring and evaluation of programmes. Water supply and sanitation was under the Ministry of Urban Development (MoUD) until December 2015. The emergence of this new ministry at the centre and ongoing disputes with the Ministry of Federal Affairs and Local Development (MoFALD) about possible future roles and responsibilities about WASH sector has created confusion and dilemma. As MoWSS is institutionally at nascent stage, its role in the WASH sector is yet to be defined. This might provide an opportunity for reorganising the fragmented WASH sector. The establishment of MoWSS was primarily a political decision. In the absence of any new legal documents regarding the rights and responsibilities of MoWSS (or amendment of such documents) it seems likely that it is not much more than a new host of the Department of Water Supply and Sewerage (DWSS) and the Sector Efficiency Improvement Unit (SEIU).

DWSS, now under MoWSS, was established in 1972 and is dedicated to planning and implementation of rural and urban water supply and sanitation projects. In semi-urban areas, it has implemented small towns water supply and sanitation sector projects with the support of Asian Development Bank (ADB) since 2001. In addition to its headquarters based in Kathmandu, DWSS has five regional offices and Water Supply and Sanitation Divisional or Sub-Divisional Offices (WSSDOs/WSSSDOs) in all 75 districts. The total number of DWSS staff – predominantly technical – is 1,700. A representative of DWSS is a member of SC of RWSSP-WN.

The **Sector Efficiency Improvement Unit** (SEIU) was established in 2009 for efficient and effective monitoring of service delivery and sector knowledge management. It works as the secretariat to Sector Stakeholders Group (SSG) and Joint Sector Review (JSR) process (now) under MoWSS. SEIU aims to establish a common basket for resources (finance, human resources) in order to make the sector effective and efficient; uses information for joint planning and programming, facilitates development of a common plan to meet the universal target for the sector, defines and clarifies roles and responsibilities; clarifies institutional support and ensures resources for at least five years. SEIU conducts policy monitoring and initiates reviews, amendments and promulgation of existing sector policies, acts and regulations, builds on the experience and achievements of the M&E Unit, and identifies needs of sector actors for capacity building. SEIU is not represented in SC.

SSG has been established for sector dialogue and coordination. SSG meetings are held every year to bring all sector stakeholders for reviewing sector progress and sharing sector knowledge.

JSR, which is open to all stakeholders, brings together a broad spectrum of stakeholders comprising of government officials, development partners, non-governmental organisations (NGOs), civil society and the private sector in a single platform to discuss the key challenges that the sector faces, review the progress made, and formulate key undertakings and targets for the sector.

MoFALD is the lead government body with the responsibility for promoting local development and decentralisation. The ministry should achieve this through supporting capacity building in local bodies, such as DDCs and VDCs. MoFALD is responsible for assisting DDCs to establish units of rural WASH. MoFALD should perform its roles and responsibilities in co-ordination with MoWSS, District Technical Offices (DTOs) and WSSDOs/WSSSDOs for sector activities, setting up a system of co-ordination of M&E and other functions with MoWSS, and establishing effective modalities for investment. The Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR), under MoFALD has a key role in rural WASH. RWSSP-WN Phase II is managed in DoLIDAR. The SB and SC meetings of the project are chaired by the Secretary of MoFALD.

DoLIDAR under MoFALD is responsible for small-scale rural development activities (including water supply schemes with less than 1,000 users) through DTOs and VDCs. It is also responsible for facilitating health related issues, advocacy and influencing work to trigger interest through local bodies; assisting in establishment of functional institutional linkages; conducting research, organising campaigns and events that contribute to WASH. The Director General of DoLIDAR is the Member Secretary of SB and a member of SC. The Deputy Director General of DoLIDAR is the National Project Director. The National Project Coordinator, assigned by DoLIDAR, co-manages the Project Coordination Office (PCO) and the Project Support Unit (PSU) with the Chief Technical Adviser (CTA).

The **Ministry of Health (MoH)** is responsible to establish functional co-ordination, policy and strategic work among WASH actors; to initiate drinking water quality surveillance system; provide support on development of annual plans; launch awareness building programs on hygienic behaviour; monitor line agencies' work on reducing health problems related to WASH; materialise National Health Strategic Plans and carry out research and development of preventive and curative health services. A representative of MoH is a member of SC of RWSSP-WN.

The **Department of Health Services (DoHS)** under MoH establishes functional institutional relationships for health and hygiene information and actions; promotion of health and hygiene education programmes, public health disaster response in a coordinated manner; facilitates for capacity building of districts' rapid response teams; mainstreams menstrual hygiene management in safe motherhood programme; and establishes water quality surveillance system.

The **Ministry of Education (MoE)** is responsible to ensure the inclusion of safe water, health, hygiene and sanitation in school curriculum and to promote the mandatory provision of user-friendly safe water and improved sanitation in schools. A representative of MoE is a member of SC.

Rural Water Supply and Sanitation Fund Development Board (RWSSFDB) promotes a demand driven and participatory development approach in rural water supply and sanitation and it works through local NGOs and user committees. The World Bank has channelled its resources to rural WASH through RWSSFDB.

Local Bodies – **VDCs** and **DDCs** – ensure the access of basic water supply and sanitation to everybody through established local planning process; monitor and evaluate on-going and implemented WASH programmes to ensure better performance; lobby for resource allocations; and ensure the inclusion of the interests of marginalised and deprived groups in decision making and benefit sharing. RWSSP-WN is integrated into the local administration system. Representatives of DDCs from each project district are SC members.

At the district level, the **D-WASH-CC** performs planning and coordination of overall hygiene and sanitation activities in the district, helping DDC to coordinate stakeholders' relevant activities. The member organisations and the size of the committee is approved by the DDC so has to make it inclusive and representative.

Similar counterpart at the VDC level – the **Village District Water, Hygiene and Sanitation Co-ordination Committee (V-WASH-CC)** is responsible for overall planning, implementation, monitoring and supervision of hygiene and sanitation activities in the VDC.

NGOs organise advocacy, lobby and campaign for water and sanitation services as a basic human right; facilitate and implement WASH services in different roles: as implementing agencies, support organisations (SOs) selected by implementing agencies, and provide funds to implementing agencies. Some NGOs actively participate in SSG. Some funding of international NGOs (INGOs),

national NGOs and donors is channelled directly to the communities or non-community based construction of rural water supply and sanitation systems without being reflected in the national and/or local budgets and programmes. Among NGOs the Federation of Drinking Water and Sanitation Users Nepal (FEDWASUN), established in 2004 as a representative organisation for drinking water and sanitation users' groups, is represented in the project's SC.

Civil society organisations advocate for basic water supply and sanitation as people's fundamental right; lobby for users' rights and monitor policy implementation; and participate in SSG as well as district and VDC level planning, monitoring, etc.

Donors provide funding and participate in dialogue with GoN in sector and policy development. They are expected to align their efforts with Paris Declaration and Accra Follow-up actions. In the rural WASH sector, Finland is the biggest donor country. Since July 2014, Finland has chaired the Development Partners' Working Group on the WASH-for-All initiative.

At the time of MTE, the **provisions of the Constitution (2015) with respect to federal, district and VDC level structures and responsibilities** were not fully clear. The Constitution has provisioned that federal government at state level and municipality/VDC at the local level would have a crucial role in managing WASH activities whereas the role of 'District Council' would be 'advisory' only. Similarly, following the **emergence of MoWSS at the central level**, the future roles and responsibilities amongst government actors active in WASH sector were being debated.

2.1.4. Relevant Legislation, Policies, Strategies and Plans

There is a wide array of legislation, regulatory framework, and policies that provide direction to programming and management of WASH services in urban and rural areas. The relevant ones, in reverse chronological order, include:

- ❑ Water, Sanitation and Hygiene National Sector Development Plan (SDP), draft (2016);
- ❑ Constitution of Nepal (2015);
- ❑ Bill on the Provision of Water Supply and Sanitation (2014);
- ❑ National Water Supply and Sanitation Sector Policy, draft (2014);
- ❑ Directives on Operation of Water Supply Services (2012);
- ❑ 13th Periodic Plan (2012) and 14th Periodic Plan (draft 2016)
- ❑ National Hygiene and Sanitation Master Plan (2011);
- ❑ Water Supply Tariff Fixation Commission Act (2006);
- ❑ Water Supply Management Board Act (2006);
- ❑ National Drinking Water Quality Standards (2005);
- ❑ Rural Water Supply and Sanitation National Policy, Strategies and Strategic Action Plan (2004);
- ❑ Local Self Government Act (LSGA, 1999) and Regulations (2000);
- ❑ Drinking Water Supply Regulation (1998); and
- ❑ Water Resources Act (1992).

Constitution of Nepal (2015) contains the following provisions with respect to equality, water and sanitation and clean environment:

- ❑ Section 3 article 18. Right to equality: (i) All citizens shall be equal before law. No person shall be denied equal protection of law. (ii) There shall be no discrimination in the application of general laws on the grounds of origin, religion, race, caste, tribe, sex, physical conditions, disability, health condition, matrimonial status, pregnancy, economic condition, language or geographical region, or ideology or any other such grounds. (iii) The state shall not discriminate among citizens on grounds of origin, religion, race,

caste, tribe, sex, economic condition, language or geographical region, ideology and such other matters.

- ❑ Section 35, Part 3 (Fundamental Rights and Duties). As per the provisions, (i) every citizen shall have the right to seek basic health care services from the state and no citizen shall be deprived of emergency health care, (ii) each person shall have the right to be informed about his/her health condition with regard to health care services, (iii) each person shall have equal access to health care, and (iv) each citizen shall have the right of access to clean water and hygiene.
- ❑ Section 3 article 30. Right regarding clean environment: (i) each person shall have the right to live in a healthy and clean environment. (ii) The victim of environmental pollution and degradation shall have the right to be compensated by the pollutant as provided for by law. (ii) Provided that this Article shall not be deemed to obstruct the making of required legal provisions to strike a balance between environment and development for the use of national development works.

The 13th Periodic Plan for 2012/13-2015/16 (NPC 2012) considers water as 'fundamental human needs' and its focus on WASH is on ODF, total sanitation and arsenic mitigation. The WASH sector approaches have incorporated all actors, i.e. central government, local government, private sector, community, water users, and NGOs, and also accommodate Public Private Partnership (PPP) model. The expected outcome is that by the end of July 15, 2016, 95% of population would have basic water facilities (with 15% with access to high quality of water) and 92% of population with sanitation facilities. The main strategies are:

- ❑ Promote rain water harvesting, use pump (electric and solar), and construct hydraulic rams to meet the water demands
- ❑ Pay attention to local environment and climate change adaptation while selecting water schemes
- ❑ Emphasise 'conservation of traditional water sources'
- ❑ Focus on co-financing with multiple stakeholders for ownership and sustainability of water schemes.

NPC is formulating the **14th Periodic Plan for 2016-2018**. Planning is still at the consultation stage, but compared to the previous plan, it would seem to be more comprehensive. It will emphasise three key issues in WASH sector, namely, (i) water quality, (ii) faecal sludge management, and (iii) total sanitation.

Water, Sanitation and Hygiene National Sector Development Plan is a strategic framework to progressively ensure effective, efficient and sustainable provision of WASH services. The objective of SDP is to enable provision of universal access to WASH services with improved sector governance and effectiveness through a coherent, consistent, harmonised national WASH programme that is aligned to government policies and strategies. The version available to the MTE team was a draft dated January 28, 2016. The plan is due to be finalised in the first half of 2016 – hand in hand with the 14th Periodic Plan.

SDP defines the sector vision and mission:

- ❑ Vision: improved public health and living standard of people through safe, sufficient, accessible, acceptable, and affordable water and sanitation services for all citizens – everyone, anywhere and everywhere – in Nepal.
- ❑ Mission: An effective, responsive, transparent, and accountable WASH Sector. The sector will adapt one WASH Act, one national WASH policy framework, one WASH national sector development plan, and one WASH performance report to contribute to the realisation of the vision.

The scope of SDP includes health, education, and local development, and the plan envisions a 15-year time horizon, starting in fiscal year (FY) 2016-17. The plan is divided into three periods and it will be updated every five years. The periods and respective targets are shown in Table 4 below.

Table 4 SDP period and targets

Period	Overarching targets
Short Term (2016-2020)	Universal access to basic WASH services Improved service levels (medium/high) to 25% population
Medium Term (2021-2025)	Improved service levels (medium/high) to 50% population
Long Term (2026-2030)	Improved service levels (medium/high) to everyone

The improved service levels (as in Table 1), defined in the draft SDP (yet to be confirmed), are presented in Table 5.

Table 5 Service level indicators and definitions on rural water supply

Service Indicators	Service Levels		
	High	Medium	Basic
Safe	Meets National Drinking Water Quality Standards		
Sufficient: quantity (lpcd) everyday throughout year			45
Duration of supply (h/d) throughout year			4
Accessible	Within the house		
Acceptable	Acceptable colour, odour and taste for personal and domestic use Culturally appropriate and sensitive to gender, differently-abled and privacy requirements All community (schools, health) and public institutions have child, gender and differently-abled friendly water services within their premises		
Affordable	Available and affordable for everyone, even the poorest. The costs for water and sanitation services should not exceed 5% of a household's income, meaning services must not affect peoples' capacity to acquire other essential goods and services, including food, housing, health services and education		

As, according to the draft, the above service level definitions are to be verified, it is possible (and hoped) that there will be changes. For example, real-life safety can be achieved at much lower level of effort that following the totally unrealistic drinking water quality standards. Accessibility within the house is a strange definition and reference to affordability without equal concern for financial sustainability does not address sustainability.

SDP also confirms the total sanitation indicators of Total Sanitation Guidelines (2015). These indicators for rural areas are shown in Table 6 below.

Referring to the National Policy and Strategy on Rural Drinking Water Supply and Sanitation SDP states that:

- ❑ the policy is robust since it places these functions with those who are most concerned with the quality and sustainability of service provision, i.e., the communities; and
- ❑ irrespective of nature of federalism and number of federal structure that Nepal is going to have, provision of basic services like WASH services will be the responsibility of state and local councils.

Table 6 Service level for total sanitation in rural areas

Key Hygiene and Sanitation Behaviours	Indicators
Use of toilets	Use of toilets by everyone, including by the menstruating women, at the households, institutional and public places Regular cleaning of toilets All toilets have clearing agents such as soap, and equipped with appropriate washing platforms Institutional toilets are accessible, gender and differently-abled sensitive
Personal sanitation and hygiene	Practice of hand washing at critical times Personal cleanliness Menstrual hygiene management
Access to safe water	Clean storage of water and cover Protection of water sources Application of Water Safety Plan
Safe use of food	Clean kitchen and protected food against contamination Non-use of damaged food Safe and clean food at hotels and restaurants
Clean house and environment	Always clean house and surroundings Segregation and management of household solid waste, availability of bins/pits to collect/dispose solid waste Effective management of household's wastewater Separate shed for animal/birds including effective management of their waste Smokeless kitchen and access to bio-gas where applicable

In order to improve sustainability, SDP calls for serious attention to improving functionality of WASH services by developing a dedicated national programme and institutional support mechanisms to address functionality and to thereby ensure sustainability of dysfunctional water systems. SDP lists measures to be taken for this purpose. SDP also emphasises integration of disaster risk management in WASH to mitigate the impact of hazards on WASH services while ensuring rapid service recovery and sustained services after disaster.

The **Bill on the Provision of Water Supply and Sanitation**, passed in December 2014 covers both rural and urban sub-sectors. It contains provisions on:

- ❑ rights over water sources and their protection;
- ❑ scheme construction and operation;
- ❑ service providers and operation of services;
- ❑ sanitation services; and
- ❑ violations and punishment.

According to the Bill, GoN shall implement or cause to implement the services related to water supply and sanitation through its departments or other government agencies. Any other bodies developing and design or cause to design water supply and sanitation projects, shall only carry their activities in liaison with DWSS and DWSS shall give necessary support and facilitation. In addition, the duties of DWSS include (i) approval of technical designs; (ii) facilitation of sustainable operation and management by handover of service systems to concerned local bodies and user organisations; and (III) facilitation of service providers for implementation of Water Safety Plans (WSPs).

According to the Bill, anyone, while formulating, operating and managing the schemes shall make coordination with the concerned local body and DDC. The local body shall be responsible to implement the project within its administrative region for the drinking and sanitation services. The local

body shall report about the project to DWSS or any deputed official prescribed by DWSS. Upon the completion of the project the local body shall operate or cause to operate the services through one-self or by the formation of users group or through service providers. Generally, the schemes built by DWSS or any government body shall remain under the ownership of GoN. However, GoN may transfer the ownership of such projects to the concerned local body or to user's organisation.

SEIU has drafted an **umbrella National Water Supply and Sanitation Sector Policy**. The draft policy – as well as the bill – will apply to all government sector agencies, local bodies, government enterprises, NGOs, service providers, community based organisations, and private sector. The new policy is an update and harmonisation of the existing urban and rural policies. It reconfirms many earlier policies and the official full coverage of basic level water supply and sanitation by 2017. While strengthening DWSS as the sector lead agency the draft policy is silent about DoLiDAR and rather silent about WUSCs, which are mentioned only three times:

- ❑ The efforts to strengthen the capabilities of Water Users and Sanitation Committees (WUSCs), especially in rural areas, to effectively participate in the planning, implementation and operational decisions and entrepreneurial management of services are inadequate.
- ❑ WUSCs of community managed water supply and sanitation services will be facilitated to fix adequate tariff to meet the replacement and operation and maintenance costs.
- ❑ The role of the Federation of WUSCs will be strengthened in the WASH CCs by recognising its importance and capability to ensure transparent, accountable and effective service delivery.

The **Sanitation and Hygiene Master Plan** partly filled the gap in the districts by proposing that the District Water Supply and Sanitation Coordination Committees (DWSSCCs) be renamed and activated as D-WASH-CCs that perform planning and coordinating hygiene and sanitation activities in the district. This is taking place and helping to improve co-ordination and harmonisation but does not go to the level of integration of procedures, modalities and activities. The Master Plan describes different approaches in rural and urban sanitation programmes, provides guidance on behavioural change with emphasis on open defecation free (ODF) campaigns, defines key terms related to sanitation, recommends minimum allocations to sanitation, and clarifies and develops the roles of relevant committees at the district and VDC levels.

The **Rural Water Supply and Sanitation National Policy, Strategies and Strategic Action Plan** is a comprehensive set of policy statements, definitions of service levels, cost sharing principles, inclusion of women and disadvantaged groups in decision making, roles and responsibilities of different ministries and agencies of the Government of Nepal (GoN) as well as other stakeholders. This compilation is still relevant and up-to-date.

Local Self-Governance Act has been instrumental in the devolution of powers to local levels and mobilisation of resources from communities. It defines the duties and powers of VDCs and DDCs, e.g., in regard to rural water supply and sanitation. Decentralisation has not taken place as expected, due to the armed conflict and long period of time without elected bodies.

Nepal is rich in relevant legislation, policies, strategies and plans, which are often overlapping and ignore the presence of other parallel documents. For example, although the SDP draft recognises the 2004 policy and strategy package, calling it robust, the new Bill and the draft sector policy ignore the main principles of the 2004 policy and strategy package and the subsequent phasing-out of DWSS, WSSDOs and WSSSDOs from the implementation of small-scale rural WASH. Since Phase II of the Rural Water Supply and Sanitation Project in Lumbini Zone, the Finnish support to the sector has been channelled, in compliance with LSGA, through MoFALD/DoLiDAR (in spite of increasing awareness of DoLiDAR's low capacity and interest). Meanwhile, other external sup-

porters have channelled their support through DWSS, respecting its role as the “lead sector agency” – also to small rural schemes that, according to the 2004 policy and strategy, would fall under MoFALD. The World Bank has, until recently, relied in RWSSFDB but in its latest loan trench channels funds in five districts through the DWSS apparatus.

2.1.5. Government of Finland Policies

Finland’s Development Policy Programme 2012 (Government of Finland Decision-in-Principle 16 February 2012) adopted a human rights based approach (HRBA) to development. Its aim was that everyone, including the poorest people, knows their rights and is able to act for them and that the authorities know their human rights obligations and is capable of implementing them. Finland’s development cooperation is based on its partner countries’ citizens and their democratically elected representatives having ownership of the development of their own societies. In the 2012 Policy Programme, the cross-cutting objectives are gender equality, reduction of inequality and climate sustainability. The priority areas were (i) a democratic and accountable society that promotes human rights, (ii) an inclusive green economy that promotes employment, (iii) sustainable management of natural resources and environmental protection, and (iv) human development.

In the **Finnish Country Strategy for Nepal 2013-2016**, the country development goal that Finland supports is poverty reduction through sustainable, inclusive and equitable growth. The Country Strategy consists of three development results and six objectives. Development Result 2 Realisation of Economic, Social and Cultural Right within the context of Economic Empowerment and Adequate Service Delivery includes objective 3 Equal and sustainable access to safe and potable water in rural areas explicitly which addresses both rural water supply and sanitation as follows:

- ❑ Specific objective 3.1 Water systems are working and reach all rural populations in project working areas
- ❑ Specific objective 3.2 Sustainable sanitation available at all institutions and households in project working areas

The Country Strategy aims to address the most marginalised and vulnerable people in the society by enhancing their livelihoods and improving their access to basic services. Human rights, gender and other cross-cutting objectives are systematically mainstreamed into programming and planning of the Finnish development cooperation. Access to clean water and sanitation are basic human rights that have important secondary development impacts on the lives of the poorest rural populations. Finland concentrates its efforts on the most remote rural populations (especially in Far-Western and Western Nepal) that are the furthest behind in this respect.

According to the **Guidance Note on Human Rights Based Approach in Finland’s Development Cooperation** (2015) of the Ministry for Foreign Affairs (MFA), the objective is that Finland’s development cooperation is human rights based and that its adaptations in programming and different interventions are made according to informed choices. The minimum level is that all Finnish development interventions are human rights sensitive.

The **Results Based Management (RBM) in Finland’s Development Cooperation – Concepts and Guiding Principles**, published by MFA in 2015, outlines basic RBM definitions, objectives and principles. It provides basic guidance for measures to further strengthen results and manage risks in Finland’s development cooperation. It argues for shifting project management approach away from focusing on inputs, activities and processes to focusing on desired results (achievement of objectives), giving more prominent emphasis on risk assessment and management.

The current development policy of Government of Finland (GoF) is outlined in the **Government Report on Development Policy**, published in February 2016. The goal is to reduce poverty and

inequality. There are four priority areas governing all actions. Finland will strive to ensure, for its part, that during the current government term:

- ❑ the rights and status of women and girls have strengthened;
- ❑ developing countries own economies have generated jobs, livelihood opportunities and well-being;
- ❑ societies have become more democratic and better-functioning; and
- ❑ food security and access to water and energy have improved, and natural resources are used sustainably.

The Development Policy 2016 further states that Finland's values and principles and its international commitments provide long-term guidelines for action. These values and principles include democracy and the rule of law; gender equality and human rights; freedom of speech; a sustainable market economy; and sustainable use of natural resources; and the Nordic welfare state, including a high level of education. The realisation of human rights is a key goal in Finland's development policy. The aim is also to strengthen the capacity of individuals and authorities to promote human rights as well as to assure that development cooperation is not discriminatory and people have an opportunity to participate in decision-making (human rights based approach). The rights of children and the most vulnerable, notably the disabled, are taken account of in all activities. Finland's development policy also takes account of climate change.

2.2 Introduction of RWSSP-WN II

RWSSP-WN II is a bilateral project between GoN and GoF. According to the latest approved Project Document (June 10, 2014), the duration of Phase II is from September 2013 to November 2018. It builds on Phase I that was implemented during August 2008 – August 2013.

Phase II started with an Inception from September 2013 to April 2014. During inception, some revisions and annotations were made to the original project document (March 2013). The revisions focused on revised problem tree, results chain and logical framework including revision of indicators, risk assessment and mitigation measures, organizational framework, job descriptions and Terms of Reference of SB, SC and Project Management Team. The logical framework revision was aligned with the post-2015 global water thinking by giving full coverage results targets for sanitation and water supply.

The **overall objective** which RWSSP-WN II supports the Government of Nepal to achieve is "improved health and fulfilment of the equal right to water and sanitation for the inhabitants of the Project area".

The **purpose** of Phase II is "the poorest and excluded households' rights of access to safe and sustainable domestic water, good health and hygiene ensured through a decentralised governance system with improved effectiveness of rural water supply and sanitation services".

The **results** of Phase II are:

- ❑ Result 1 (Component 1 Sanitation and Hygiene): Access to sanitation and hygiene for all achieved and sustained in the project working districts,
- ❑ Result 2 (Component 2 Rural Water Supply): Access to safe, functional and inclusive water supply services for all achieved and sustained in the project working VDCs, and
- ❑ Result 3 (Component 3 Capacity Development): Strengthened institutional capacity of government bodies to plan, coordinate, support and monitor WUSCs and other community groups in the implementation, operation and maintenance of domestic water, sanitation and hygiene programmes in a self-sustainable manner.

Gender equality and social inclusion (GESI) principles and climate sustainability are key elements, as is the application of HRBA in project approaches and activities.

The logical framework of the project contains also baselines and targets for project indicators at overall objective, purpose and result-levels. These indicators and project overall achievement are discussed in subsequent chapters of this report (Section 3.4 on Effectiveness and Section 3.5 on Impact). It is expected that by the end of Phase II all working districts will be declared ODF; estimated new beneficiaries at ODF level 1.85 million people, in total 4.4 million people with access to post-ODF support⁸) and that more than 100,000 (target 150,000 people if additional investment budget is available) previously unserved persons would have access to improved water supply.

In Phase I, the working area consisted of nine districts, six in the Hills (Baglung, Myagdi, Parbat, Pyuthan, Syangja and Tanahu) and three in Terai (Kapilvastu, Nawalparasi and Rupandehi). Eight of these districts are in the Western Development Region and one in the Mid-Western Development Region. For Phase II, four new districts from Western Development Region were included. Initially Gulmi was incorporated as a core project district benefiting from both water supply and sanitation support while Arghakhanchi, Mustang and Palpa were included as “sanitation only” districts. Also Rolpa from Mid-Western Development Region was incorporated as a “sanitation only district”. Out of the 14 districts that the project supports in Phase II twelve are in the Western Development Region and two in the Mid-Western Development Region. In the course of Phase II, SB has approved revisions to the support each district receives. At the time of MTE they were in three support categories as follows (see also Figure 1):

- ❑ core districts (water supply and sanitation with full project support): Baglung, Gulmi, Kapilvastu, Myagdi, Nawalparasi, Parbat, Rupandehi, Syangja and Tanahu in Western Development Region and Pyuthan in Mid-Western Development Region;
- ❑ district driven mode (water supply and sanitation with modified project support): Arghakhanchi and Rolpa (Mid-Western Development Region); and
- ❑ sanitation only: Mustang and Palpa in Western Development Region.

The Office for RWSSP-WN with its two wings – PSU and PCO is located in Pokhara. RWSSP-WN is implemented through the decentralized governance system following the rules and regulations of the Government of Nepal. The responsible agencies at the national level are the MoFALD and DoLIDAR. The Technical Assistance (TA) consultant for RWSSP-WN II is FCG International, Finland.

⁸ Estimated based on original targets in the PD and in the Semi-Annual Progress Report FY03 (January 2016). The figures do not take into account population growth or migration.

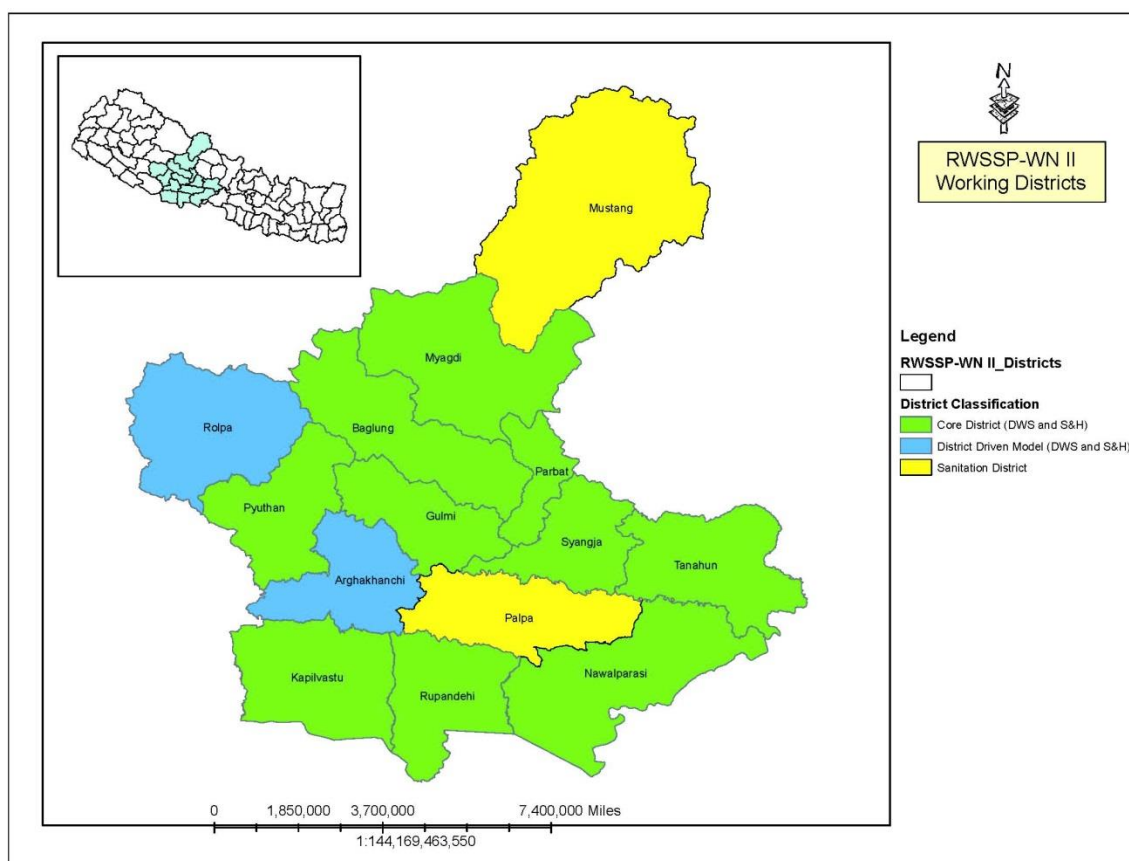


Figure 1 Project working area (Source: RWSSP-WN II PSU)

The budget for Phase II is estimated at approximately MEUR 21.9 (Table 7 below).

Table 7 RWSSP-WN Phase II Budget (Euro) (Source: RWSSP-WN Project Document)

	Item	Budget	GoF	GoN	DDC/VDC	WUSC
1	Sanitation and Hygiene DDF	5,150,000	3,500,000	1,500,000	150,000	0
2	Water Supply Investment DDF	6,165,000	2,000,000	2,000,000	615,000	1,550,000
3	Governance & Capacity Building DDF	1,884,700	944,700	940,000	0	0
4	TA	5,000,000	5,000,000	0	0	0
4a	TA International	1,613,220	1,613,220	0	0	0
4b	TA National	1,781,627	1,781,627	0	0	0
4c	Reimbursable TA Costs	1,289,930	1,289,930	0	0	0
4d	TA contingency	315,224	315,224	0	0	0
5	Running Costs	2,400,000	1,200,000	1,200,000 ⁹	0	0
6	Governance and Capacity Building TA	465,300	465,300	0	0	0
7	Evaluation & Monitoring	150,000	150,000	0	0	0
8	Total without contingencies	21,215,000	13,260,000	5,640,000	765,000	1,550,000
7	Contingencies	685,000	440,000	210,000	35,000	0
8	Grand Total	21,900,000	13,700,000	5,850,000	800,000	1,550,000
	Share		63%	27%	4%	7%

⁹ SB, in its first (Phase II) meeting reallocated MNPR 129.6 to investment, leaving MNPR 30 (EUR 250,000) to running costs.

In June 2015, the 6th Supervisory Board Meeting recommended to both governments to approve additional EUR 2 million (EUR 1 million each from GoN and GoF) for the Project as soon as possible. However, by the time of MTE, the formal agreements were not yet in place with respect to the revised budget.

3. KEY FINDINGS AND CONCLUSIONS

3.1 Overall Achievement at Mid-term Stage

3.1.1 Component 1 Sanitation and Hygiene

The progress under Component 1, as reported in the Semi-Annual Progress Report FY03 (2072/73 – CY2015/16) of RWSSP-WN II is summarised in Table 8.

Table 8 RWSSP-WN II mid-term progress under Component 1

Indicator		Actual		Target	
		Baseline	Mid-term	Mid-line	End-line
1.1	Number of VDCs declared ODF ¹⁰	0%	71%	87%	100%
		384 (417)	617	670	713 (791)
1.2	Number of institutions/schools/public places supported by the project fund in Phase II with disabled and gender-friendly toilets and access to hand washing ¹¹	0%	42%	73%	100%
		0	84	145	200
1.3	Number of Wards declared for having achieved total sanitation (wards within which each household complies with at least four out of five main TBC criteria as listed in the National Sanitation and Hygiene Master Plan) ¹²	0%	26%	40%	100%
		0	78	120	300
1.4	Number of VDCs implementing post-ODF strategy with institutionalised post-ODF support mechanisms accessible to all within a VDC ¹³	0%	27%	50%	100%
		0	27	50	100

In general, the progress under Component 1 has been good and the pace of ODF declaration, total sanitation and implementation of post-ODF strategy is following the path to achievement of mid-line¹⁴ and end-line targets, in spite of the blockade at the Indian border since September 2015, which has delayed ODF declaration in 11 VDCs in Terai, according to the above Semi-Annual Progress Report. The progress with toilets for institutions/schools/public is lagging behind, which is, partly, explained by the blockade. The project applies “traffic lights” in self-assessing the progress. In regard to Component 1, these lights indicate green except with implementation of post-ODF strategy, which is yellow. The progress with respect to implementation of post-ODF strategy does not look alarming, considering the pace in the first half of FY03: from 5% to 27%.

¹⁰ Percentage counted from total remaining VDCs/ municipalities (number before restructuring in brackets)

¹¹ See details on disabled and gender friendliness in chapter 2.4

¹² Two wards declared Total Sanitation in Phase I not counted here (wards before restructuring in brackets)

¹³ Core VDCs (number for Semi-FY03 based on the completed V-WASH Plans)

¹⁴ The term “mid-line” has been adopted from RWSSPWN II Annual Progress Report FY02 where it refers to the status at the end of FY03, whereas “mid-term” presents the status in mid-FY03.

Indicator 1.3 in Table 8 is in compliance with the National Sanitation and Hygiene Master Plan and, hence, with the SDP draft.

3.1.2 Component 2 Water Supply

The progress under Component 2, according to the Semi-Annual Progress Report FY03 (2072/73 – CY2015/16) of RWSSP-WN II is summarised in Table 9.

Table 9 RWSSP-WN II mid-term progress under Component 2

Indicator		Actual		Target	
		Baseline	Mid-term	Mid-line	End-line
2.1	Safe water: Number of water supply schemes supported by the Project fund in Phase I and Phase II apply a Water Safety Plan with CCA/DRR component ¹⁵	0%	18%	50%	100%
		0	111	306	613
2.2	Institutional capacity: Number of WUSCs supported by the Project fund in the Phase I and Phase II inclusive and capacitated to provide sustainable services. WUSC defined as functional fulfils the following criteria: Sub-indicators a, b, c, d and e ¹⁶	0%	a) 17% b) 7% c) 6% d) 9% e) 10%	75%	100%
		0	a) 113 b) 43 c) 36 d) 57 e) 63	488	651
2.3	Improved services: Number of water supply schemes supported by the Project fund in Phase II provide improved water supply services for previously unserved households in the programme VDCs (previously unserved means no access to improved water supply) Scheme defined as improved and functional fulfils the following (QARQ) criteria ¹⁷	0%	55%	93%	100%
		0	128	215	231
2.4	Reaching the unreached: # of water supply schemes supported by the Project fund in the Phase II reaching the unreached (previously unserved by improved water supply supported by interventions external to VDC) ¹⁸	0%	157%	75%	100%
		0	157	75	100
2.5	Institutional water supply: Number of schools and institutional/public locations supported by the project fund in Phase II that have safe and functional water supply with accessible water points to all users ¹⁹	0%	26%	75%	100%
		0	51	150	200

¹⁵ Includes Phase I gravity and lift schemes (number of WSPs prepared)

¹⁶ Includes Phase I gravity and lift schemes (mid-term data is for completed and ongoing Phase II gravity, lift and OHT schemes, total of 190 schemes, sub-indicator 'e' only for women rep. ≥ 50%)

¹⁷ Phase II only (completed schemes only)

¹⁸ Phase II only; schemes that serve households from the categories A and/or B; mid-term data based on data from 181 Phase II schemes

¹⁹ Includes also schools that benefit from the schemes above (mid-term: 48 schools, 3 institutions)

Progress under Component 2 has been partly slower than under Component 1. Out of the five indicators one (institutional capacity) has been marked by the project with red traffic light and two (safe water and institutional water supply) with yellow, only two (improved services and reaching the un-reached) with green. Indicator 2.1 is in compliance with the SDP draft.

RWSSP-WN II has introduced the term *WSP++*, which means WSP supplemented with attention to Climate Change Adaptation (CCA) and Disaster Risk Reduction (DRR). In addition to the original WSP concept of the World Health Organization (WHO) about the safety of water quality, *WSP++* includes concern for the reliability and sustainability of water supply, paying attention also to O&M aspects, especially revenue²⁰ collection. The expansion of the WSP concept is highly appreciated by the MTE team. The WSP concept was expanded in FY02 and planning started in the second half of FY02, which explains slow progress in the beginning – 81 WSPs by the end of FY02. Slow progress has continued in FY03: 30 new WSPs in the first half of the year. Substantial acceleration in the pace of applying WSPs is needed – and expected – once the Service Providers (SPs) recruited to carry out training and coaching of WUSCs become more experienced.

The indicator for institutional capacity of WUSC is applied only to piped water supply schemes and includes five criteria/sub-indicators:

- a) WUSC is registered and has statute;
- b) O&M plan made and applied;
- c) adequate water tariff defined and collected;
- d) VMW trained and working as needed; and
- e) WUSC has proportional representation of caste/ethnic/social groups and 50% women.

The progress so far has been slow with all sub-indicators, varying between 6% (c) and 17% (a). Partly this is explained by incomplete data collection²¹ from schemes and reporting based on the achieved data only. The situation with the 190 schemes completed or on-going in Phase II is much better with achievement rates between 19% (c) and 52% (a). In regard to sub-indicator (b) RWSSP-WN II counts only O&M plans prepared in association with the *WSP++* process to be “real” O&M plans. Therefore, the start-up of O&M planning took place late and the situation is expected to improve rapidly. In regard to sub-indicator (c), RWSSP-WN II has redefined the term “adequate” to be different for different types of schemes. The collection of (fully) adequate tariff to cover investment may take place after completion of the project. Considering only completed Phase II schemes, the percentage of sub-indicator (c) is better: 35% and it should improve along *WSP++*. Regarding sub-indicator (d) the percentage among completed Phase II schemes is 39%, still rather low. On the other hand, a survey of Phase I schemes shows that 78% of the schemes have at least one VMW working regularly. The number of WUSC members is always uneven because of policy provisions; therefore, it is practically impossible to have equal representation of women and men. Taking this into account and accepting “close to 50% representation of women in WUSC”, the achievement in regard to sub-indicator (e) in the schemes completed or on-going in Phase II is 74%. Substantial improvement will be needed, especially in regard to O&M planning, revenue collection and selection and retraining of VMWs.

The progress of improved water supply has been good in the first two years of Phase II. Half of the target was achieved by the end of FY02. The progress in FY03 has been affected by the blockade and only eight new schemes were completed in the first half of the year. According to the Semi-Annual Progress Report, work on 28 drinking water supply schemes was delayed due to blockade.

²⁰ The term “revenue” is used in this report instead of “tariff”, used in the reports of RWSSP-WN II. Water tariff is more usually understood as a unit price of water per cubic metre.

²¹ The data is for 190 completed and ongoing Phase II schemes.

Taking into account that 69 schemes were under implementation in mid-FY03, there is no reason or concern, provided that the cost of materials and transportation are not affected in longer term.

The project has managed to reach the unreached very well and the target of 100 schemes serving previously unserved households under categories A and B²² was achieved already in FY02.

Progress in institutional water supply is behind the schedule. The start was slow but the progress in FY02 was good. The implementation pace slowed down in the first half of FY03. Water supply was under construction in eight schools in mid-FY03; yet the progress is behind the schedule.

3.1.3 Component 3 Capacity Building

The progress under Component 3 as per the Semi-Annual Progress Report FY03 (2072/73 – CY2015/16) of RWSSP-WN II is summarised in Table 10.

Table 10 RWSSP-WN II mid-term progress under Component 3

Indicator		Actual		Target	
		Baseline	Mid-term	Mid-line	End-line
3.1	Number of districts have D-WASH Plan that is used and periodically updated ²³	0%	90%	100%	100%
		0	9	10	10
3.2	Number of VDCs have V-WASH Plan that is used and periodically updated ²⁴	0%	23%	100%	100%
		0	27	120	120
3.3	Number of DDCs practicing coordinated and inclusive planning through D-WASH-CC as per the D-WASH-CC Terms of Reference ²⁵	0%	0%	62%	100%
		0	No data on ToR	8	10
3.4	Number of VDCs practicing coordinated and inclusive planning through V-WASH-CC as per the V-WASH-CC Terms of Reference ²⁶	0%	0%	80%	100%
		0	No data on ToR	96	120
3.5	Annual performance evaluation done in each district and its D-WASH Unit as per the performance indicators signed in the MOUs in between DDCs and DoLIDAR ²⁷	0%	100%	100%	100%
		0	10	10	10
3.6	Studies relating to service delivery, sustainability and related mechanisms made and together with studies made in Phase I processed towards practical guidelines and operational tools ²⁸	0%	72%	60%	100%
		0	36	30	50

²² Category A never benefitted from external water supply interventions; category B with water supply system that has exceeded its design period (20 years)

²³ Ten core districts only; part of district performance evaluation

²⁴ Includes 55 Phase I plans updated and upgraded into V-WASH Plans (in addition to 64 ongoing V-WASH Plans)

²⁵ Core districts (District Annual Performance Evaluation done in 10 districts)

²⁶ Core VDCs in focus

²⁷ Rolpa and Arghakhanchi to be added as district-driven in FY03, total number to be 12

²⁸ "DWIG Tool Box", now added Briefs and Brochures to disseminate findings

The progress in district level capacity looks quite good when assessed against the target indicators and milestones. This is especially the case with District WASH (D-WASH) plans, annual performance evaluation and studies, guidelines and operational tools prepared by the project. These indicators and VDC-wide WASH (V-WASH) plans have been merited with green traffic lights in the Semi-Annual Progress Report.

The status with V-WASH plans does not seem to merit green traffic light. By mid FY03 only 27 new plans have been completed. It has to be said, however, that all this progress was made in this reporting period of six months and as many as 64 plans were under preparation or updating. Consequently, the achievement of the ultimate target seems highly likely. The project reports that 38 old V-WASH plans have been updated and 53 new V-WASH plans prepared by mid-FY03. This is good progress. On the other hand, the performance of V-WASH-CCs against their TOR has not yet been assessed by the project. Consequently, it is premature to evaluate the overall performance related to VDCs practicing coordinated and inclusive planning.

Until mid-FY03 RWSSP-WN has not assessed the performance of D-WASH-CCs and level of activeness against their TOR as defined in the National Sanitation and Hygiene Master Plan. Therefore, it is not possible to assess the progress in regard to this indicator. Because the project only wants to report on verified progress, the red traffic light has been used in the progress report.

3.1.4 Project purpose

The progress towards the project purpose is summarised in Table 11, based on data and information provided in the Semi-Annual Progress Report FY03 (2072/73 – CY2015/16) of RWSSP-WN II.

Table 11 RWSSP-WN II mid-term progress against project purpose

Indicator	Actual		Target	
	Baseline	Mid-term	Mid-line	End-line
150,000 ²⁹ previously unserved people benefit from access to improved water supply	0	53,392 ³⁰	n/a	150,000
All water supply schemes supported by the project provide functional, improved and safe water supply services	0	100% ³¹	n/a	100%
No one practices open defecation (all districts declared ODF)	4	11	n/a	14
All ODF districts have developed post-ODF strategy and ensured access to post-ODF support to their VDCs	4	7	n/a	14
More than 220,000 people benefit from the capacity building activities	0	85,873	n/a	220,000
Districts' WASH programmes capable to provide support to VDCs, WUSCs and other community groups on a responsive basis in scheme planning, implementation and O&M, showing consistently improving the annual performance	0	n/a	n/a	14

²⁹ This figure assumes that the additional investment budget (one million EUR from GoF and equivalent amount from GoN) is available.

³⁰ Includes beneficiaries of completed and financially cleared schemes; the number of additional beneficiaries of completed schemes yet to be financially cleared is 10,878.

³¹ The project considers that all water supply schemes completed or improved in Phase II are functional and represent technology that provides an improved service.

The project has indicated success by green traffic lights with progress in regard to the following indicators:

- ❑ previously unserved people benefitting from access to improved water supply;
- ❑ nobody practicing open defecation; and
- ❑ people benefitting from capacity building.

When assessing the progress in improved water supply against the end-line target it needs to be borne in mind that there are almost one hundred schemes under preparation or implementation with about 56,500 additional beneficiaries, suggesting the target will be achieved.

Only three districts have not yet been declared ODF (Kapilvastu, Palpa and Rupandehi). In that sense the project is on the way to achievement of the situation with nobody practicing open defecation. While the measurement with ODF declarations is a practical way of monitoring, the actual situation in the field is more challenging. This matter is further discussed in Section 3.6.1.

The number of people benefitted from capacity building at mid-term as such does not justify green light. The reason for assessing progress as good – or promising – is based on the number of planned capacity building events and expected participants.

The remaining indicators have received yellow traffic lights. In regard to functionality and safety of water supply schemes, the project considers completed water supply schemes functional and providing improved service. The yellow colour is explained by incomplete monitoring by mid-FY03 and would only be changed to green after reliable verification of schemes providing functional, improved and safe water. RWSSP-WN has adopted a strict reporting culture, counting progress based on verified outputs.

Half of project districts have developed post-ODF strategies and, hence, progress is good by mid-term. The challenge is with the achievement of 100% real ODF and, especially the sustainability of ODF and moving towards total sanitation. The project realises that more attention is needed to ensure that plans and strategies prepared at VDC and district levels do materialise.

The capacity of districts to provide support to VDCs, WUSCs and other community groups is very difficult to measure; the project has assessed the progress satisfactory with yellow light. The capacity varies between districts; in general, the D-WASH Units, which are instrumental for project implementation, have shown reasonable capacity in WASH promotion supporting WUSCs in implementation of water schemes. The capacity in districts, however, is dependent on the resources of the project and the post-project institutional sustainability is a serious issue, which is discussed in Section 3.6.2.

Two indicators in Table 19 are in compliance with the SDP draft, namely the first one addressing water supply and third one addressing sanitation (no open defecation).

3.1.5 Overall Objective

The indicators for the overall objective are:

- ❑ incidence of diarrhoea in under-5 children reduced;
- ❑ under 5 child mortality reduced;
- ❑ incidence of water and sanitation related diseases reduced;
- ❑ improved capacity of the local governance to provide effective WASH service delivery; and

- decreasing disparity between the worst- and best-served VDCs with regards to sanitation and water supply coverage.

At the time of MTE, baseline report with good data is in place. However, there is no monitoring data available on the overall objective indicators. Systematic monitoring of the overall objective indicators will be undertaken later as part of mid-line and end-line assessments that the project plans to conduct. The project, however, has adopted a useful practice for discussing at least one of the selected overall objective indicators in each progress report. The impact of project achievements is discussed in Section 3.5 on the basis of evidence collected during the MTE mission and on information available in the progress reports.

3.2 Relevance

Phase II of RWSSP-WN was designed to be highly relevant to all beneficiaries and main stakeholders, providing support to GoN in achieving the national policy targets in rural water supply, sanitation and hygiene including marginalised and disadvantaged groups. The project has substantially contributed to achievement of national plans, such as Hygiene and Sanitation Master Plan 2011, National Water Plan 2005, 13th Three-Year Interim Plan 2013-2016, Millennium Development Goals (MDGs), etc. and is in full compliance with approved legislation with the exception of the new Bill. The new role of DWSS, enhanced by the Bill, has not yet materialised in practice. The project is also fully compliant with the Sustainable Development Goals (SDGs).

Fundamental changes have been and are taking place in Nepal. The new Constitution came into effect in September 2015, replacing the Interim Constitution of 2007. Inter alia, the Constitution confirms the formation of the federal republic, comprising seven states, and confirms a number of human rights as fundamental rights, e.g. women's equal rights to ancestral property. The Bill on the Provision of Water Supply and Sanitation was passed in December 2014 and MoWSS was established in December 2015. The impacts of these major institutional changes are not yet clear; so far they have not directly affected RWSSP-WN II but the ongoing relevance and compliance with GoN's policies and legislation implies that the project needs to follow-up closely the changes and adapt to any new institutional structures, legislation, etc.

The Project has substantially contributed to the achievement of Government of Finland policy objectives, namely the 2012 Development Policy Programme and the Country Strategy for Nepal. It is also in line with the 2016 Government Report on Development Policy and will directly contribute to the achievement of one of the priority areas which includes focus on access to water. The project has adopted a multi-pronged approach in working with major stakeholders in order to achieve synergy. All activities are designed in a participatory way by addressing the issues and concerns of the target population.

The project's approach and achievements with respect to Human Rights Based Approach and the cross-cutting objectives of gender equality, reduction of inequality and climate sustainability are discussed in section 3.7 below.

3.3 Efficiency

As described above in Section 3.1, the project has achieved the interim targets and is likely to achieve most of the end results and objectives – including the overall objective. The project has successfully involved its target population in designing, planning, implementing and monitoring of project activities. For most part of the results – achievement of which depends on the performance of various stakeholders – it is not possible to make meaningful calculations in terms of unit costs or comparison with relevant undertakings. At a very general level it can be said that by mid-term, the project is well on the way of achieving the intended results with thrifty use of budgeted Technical Assistance (TA) resources. The TA budget of Phase II is funded almost entirely from the GoF con-

tribution with the exception of 50% or equivalent to EUR 1,200,000 for running costs. The efficiency of TA is reviewed through the budget follow-up of the Finnish contribution, shown in Table 12 below.

Table 12 Follow-up of Finnish TA budget contribution

Item	Cumulative expenditure						Phase III budget (EUR)
	FY01 (EUR)	FY01 (%)	FY02 (EUR)	FY02 (%)	Mid-term (EUR)	Mid-term (%)	
TA	522 059	10	1 496 648	30	1 960 148	39	5 000 000
TA international	309 082	19	711 544	44	882 098	55	1 613 220
TA national	150 918	8	600 905	34	840 956	47	1 781 627
Reimbursable TA costs	62 059	5	184 199	14	237 094	18	1 289 930
TA contingency	0	0	0	0	0	0	315 224
Running costs	127 174	11	337 821	28	462 979	39	1 200 000
Governance and capacity building TA	61 237	13	184 308	40	269 153	58	465 300
Evaluation and monitoring	9 037	6	21 610	14	22 908	15	150 000
Total without overall contingencies	719 508	11	2 040 387	30	2 715 188	40	6 815 300
Contingencies	0	0	0	0	0	0	440 000
Grand total	719 508	10	2 040 387	28	2 715 188	37	7 255 300

The total mid-term expenditure of the Finnish TA budget by the end of 2015 was about MEUR 2.7, which represents 42% of the relevant Phase II budget without taking into account contingencies. The expenditure on fees was 51%, whereas reimbursable TA costs expenditure remained as low as 18%. The higher fee percentage is explained by phasing out of international human resources in the second half of Phase II. Reimbursable costs have been budgeted quite evenly throughout Phase II. Equally consistently, the reimbursable expenditure has been much lower: 25% of budgeted in FY01, 44% in FY02 and 38% in the first half of FY03. Substantial saving can be expected in this budget line. Overall, TA resources have been used efficiently for achieving results.

By the end of 2015, a total of about MEUR 2.77 of the GoF contribution to the District Development Funds (DDFs) had been transferred to districts. This is 43% of the relevant Phase II budget. Compared to the physical outputs of water supply investments, the budget has been used efficiently.

The financial impact of the blockade as delayed expenditure in investment, estimated in the Semi-Annual Progress Report, totals nearly NPR 32 million or almost EUR 290,000 (using the exchange rate of 110 between EUR and NPR as in the report).

The average cost of water supply schemes implemented under Phase II is about NPR 4,400 (EUR 38) per capita, which is about the average of rural gravity schemes in Nepal. This is a very good achievement bearing in mind the challenges in reaching the unreached. The average per costs of different technologies implemented during Phase II are shown in Table 13.

Reaching the unreached in water supply becomes more challenging year by year, involving increasing per capita costs compared to the past costs. The total estimated cost of the water supply schemes in the Annual Work Plan FY03 is MNPR 784,000, the number of beneficiaries being 86,300. Consequently, the average per capita cost is NPR 9,080 or about EUR 80. The costliest technical options are electric lift schemes (NPR 17,770 / EUR 155 per capita) and rainwater harvesting (NPR 12,920/EUR 110 per capita). The per capita costs of solar lift schemes (NPR 10,040/EUR 87), gravity schemes (NPR 9,680/EUR 84) and point source improvements (NPR 9,250/EUR 80) are in the same average range. A solar lift scheme in Myagdi involves the highest per

capita cost (NPR 25,260/EUR 220). This cost is explained by high pumping head and also private connections to all 95 households. These costs are substantially higher than in the past, showing the implication of filling the difficult gaps left behind earlier. Higher construction costs result in higher O&M costs. In the example, solar energy reduces operation costs and private connections are likely to motivate adequate payments for water.

Table 13 Average per capita costs of water supply schemes supported RWSSP-WN II

Technology of scheme	Number of schemes	Average per capita cost NPR	Average per capita cost EUR
Piped gravity	58	4,900	42
Electric lift	6	3,300	29
Solar lift	18	6,400	56
OHT	9	4,400	38
Rainwater harvesting	10	6,000	52
Tube well	3	900	8
Source improvement ³²	10	1,300	11
Overall average	114	4,400	38

RWSSP-WN II, as well as GoF supported projects in Nepal in general, is widely acknowledged for its timely allocation and disbursement of budget resources and consequent implementation and completion of projects as planned. Due to Finnish budgets, this has been possible in spite of systematic delays in the availability of GoN budget resources. Towards the end of the project delayed release of GoN budgets may become more critical when GoF funding will be reduced.

Project's efficiency is also increased because complaints and feedback are taken positively and resolved promptly. Water users are being encouraged to express their grievances/feedback, if any, verbally during monitoring visits. Providing a written format and complaint boxes provides room to give feedback but they are of limited use in a largely illiterate society. Knowing that any unintentional disclosures could break social relationships makes people less willing to be factually honest. Despite these shortcomings, the project has maintained transparency in all its plans and programs.

The project is efficient because it also adopted tried-and-tested approaches from Phase I, thereby saving time and resources and reducing the risks of failure. In sanitation, Phase II has relied on Phase I approaches. In water supply, Phase II introduced the step-by-step approach on the basis of experience from the Rural Village Water Resource Management Project (RVWRMP) and the Rural Water Supply and Sanitation Project in Lumbini Zone. The project has developed planning and monitoring tools that are well structured and informed. The monitoring formats given to teams at all levels have precise indicators on the levels of achievement and ensure bidirectional flow of information at all levels. Planning, monitoring and evaluation are appropriate and adequate. The project management gives space for each stakeholder to build on his or her existing strengths and to learn new ideas. The management style is democratic, and there is a sense of team spirit and belonging.

Because the project covers a wide variety of activities, from time to time project staff has had to rush to complete plans without adequate preparation, a fact which sometimes has hindered systematic process of project execution and challenged efficiency, quality and sustainability. Social preparation has been limited and logical steps to complete planned tasks thereby compromised. Implications of these issues, especially with respect to Terai, are further elaborated in Section 3.6.

³² Improvement of point source supply (without piping) to provide safe water without improving accessibility (due to high cost of piped supply).

The human resources of the project are highly qualified and competent in PSU and mostly in districts. High turnover of national specialists and laborious recruitment affected the implementation of Phase II in the beginning. High demand for technical and other relevant SPs of D-WASH Units for rehabilitation and reconstruction after the earthquake and subsequent implications on salary expectations have limited the capacity of districts to recruit competent SPs. Low performance of some SPs was reported to the MTE team. However, the use of individual SPs instead of NGOs, which were used in Phase I, has been welcomed by almost all interviewees and the SP approach is found more effective than the NGO approach because of improved transparency and accountability. Most NGOs did not have in-house technical staff, which was recruited on a temporary basis, most NGOs cut costs by paying low salaries, implementing different process steps simultaneously, etc.

3.4 Effectiveness

3.4.1 Sanitation and Hygiene

Project records show that 71% of VDCs/municipalities in the project districts are declared ODF. The approach of covering district-wise sanitation and hygiene through DDCs is appreciated. However, even in some ODF declared VDCs, e.g., in Rangapur (Kapilvastu) and Suryapura and Farena (Rupandehi) less than 100% of households use toilets. There are still some myths that temporary toilets could be the home of poisonous snakes. It was also observed that the Sphere standard is not properly followed (safe distance between tube well and toilet).

The institutions/schools/public toilets have been constructed based on prioritisation made in V-WASH Plans. Newly constructed toilets are functional, but their O&M is challenging unless specific plans of action are in place and implemented. These toilets are gender, child and disabled friendly, but to varying degrees. There is room for improvement in designs, e.g., handrails are missing, the number of compartments for women and men are equal (in fact, should be more compartments for women), and space for the disabled is limited.

The project has applied the key findings of the sanitation behaviour change communication study related to hand washing and toddlers' faeces management. However, without adequate availability of water, total sanitation cannot be fully achieved. The construction of *changs* (wooden washing platforms), installation of improved cooking stoves and linkage of toilets with biogas connections are some of the notable efforts leading to improved household hygiene levels.

Post-ODF strategy with institutionalised post-ODF support mechanisms have been developed for 27 VDCs so far (end-line target 100 VDCs)³³. The project has been successful in developing comprehensive V-WASH Plans (118 V-WASH Plans either revised, completed or under development at the time of MTE). It has already given the districts useful support in consolidating sanitation and hygiene movement in the post-ODF phase.

However, the implementation of post-ODF is still a challenge, particularly in Terai. The MTE team observed that at least in some districts and amongst some district and VDC level actors, there is a lack of proper awareness and understanding about the rationale of Community-Led Total Sanitation (CLTS). Unless CLTS is being practiced with a clear understanding of the concept and by applying appropriate methods and tools that also respect individual human beings and their rights, the ODF-achievements would not be sustainable. CLTS should never be practiced through the mobilisation of police or coercion by local authorities. This matter is further discussed in Section 3.7.1.

³³ While the achievement is 27% of the target, this only corresponds to 3.8% of the total number of VDCs in the project area (713).

3.4.2 Water Supply

In addition to the original WSP concept of WHO, the project's WSP++ includes CCA, DRR, reliability and sustainability of water supply and paying attention to O&M aspects, especially revenue collection. The expansion of the WSP concept is highly appreciated by the MTE team. So far 18% of water supply schemes have applied WSP. The project needs to consider implementation of water safety and O&M plans as a process – not an event. The impression of the MTE team is that continued implementation of WSPs remains a challenge (a post-project sustainability issue).



Figure 2 Unprotected source of Bankatta lift scheme in Syangja



Figure 3 Unused OHT scheme in Silautiya, Rupandehi

Based on observations in the field, there is an improvement in the quality of water supply schemes in regard to safety of water. Contamination risks have been addressed in the inspected overhead tank (OHT) schemes and tank covers of gravity schemes. It is expected that along with the increasing number of completed WSPs awareness of contamination risks will increase and subsequent measures will need to be taken by WUSCs.

Room for further improvement was still found in source protection against potential contamination, as seen in Figure 2, and also evidenced in the Damara gravity scheme (Ratanpur, Nawalparasi). The project has paid attention to wider protection of the spring catchment in the WSP++ approach, aiming to ensure and safeguard water supply from catchment to mouth.

Another quality concern in regard to output efficiency is very low use of some water supply schemes, especially in Terai. OHT schemes were promoted by the project in Phase I but the problem has been encountered in Phase II. No new OHT schemes have been started in Phase II. An example of an unused OHT scheme (without functioning pipework) is in Figure 3. Willingness to pay for water and use of water supplied by OHT schemes has remained extremely low in some cases as a result of (i) scheme construction without adequate social preparation and awareness, (ii) abundance of water in shallow tube wells (although may be contaminated with arsenic), and (iii) quality perceptions (taste, odour and purity) associated with water coming from OHTs. As a result,

people have low motivation to pay for water. Unless the project is able to address the wrong perceptions with respect to water quality, the use rates of OHT schemes may not change. The project could also share information about sustainability of shallow tube wells; they are expected to become defunct in the future because of lowering of the ground water table (caused by water source depletion and human encroachment). Situation with OHTs in the northern and southern part of Terai seems to be different; willingness to use and pay water tariff for OHT is particularly low in the southern parts of the three Terai districts.



Figure 4 Deep tube well in Rangapur, Kapilvastu

There are also examples of low use of deep tube wells, due to longer water hauling distance compared to older shallow wells, e.g. in Farena VDC, Rupandehi. A tendency to gradually take public tube wells for private use by expansion of structures by the nearest household, who, in some cases had let the well be constructed on their piece of land without compensation, was also observed by the MTE team. An example of a tube well in the course of private capture is in Figure 4.

A probable root cause for the above problems is lack of true demand for improved water supply. The higher risk of water contamination in shallow wells and, particularly, the risk of arsenic in shallow aquifers are not perceived as problems by

intended users of these schemes. It was also reported to the MTE team virtually in every place visited in Terai that (shallow) well water had been analysed by some NGOs³⁴ and found arsenic-free. This may be true but more probably the analysis results are highly doubtful. Incorrect information about the safety of water would be very harmful and would risk the health of masses.

Water quality, including arsenic content in Terai, is tested in every case before implementing the scheme under the project. Testing is also included in WSPs – in the Hills in most cases only for microbiological quality. Apart from the arsenic issue, WSPs and subsequent visual inspections of facilities and possible contamination are more feasible and reliable ways of ensuring safety of drinking water than sampling and testing. Sample water test results from Rupandehi show full compliance with the limit value for arsenic and absence of coliform bacteria in tube wells supported by the project.

The monitoring system developed by PSU is comprehensive but the quality aspect seems to be inadequately addressed in the implementation of monitoring. For example, all reported ODF VDCs do not fulfil the quality criteria and all reported water supply schemes are not able to secure safe water.

3.4.3 Capacity Building

The progress at the district level looks good when assessed against the target indicators and milestones. This is especially the case with District WASH (D-WASH) plans, annual performance evaluation and studies, guidelines and operational tools prepared by the project.

³⁴ These NGOs and tests referred to are not part of RWSSP-WN activities.

V-WASH Plans have been instrumental in identifying the unreached and unserved, prioritising water supply schemes, bringing up the momentum for post-ODF activities, setting concrete targets for total sanitation declarations, and identifying relevant climate change and disaster risk reduction related activities. V-WASH-CCs and VDC Councils have used these plans for selecting schemes and allocating budgets for construction. Involvement of VDC level stakeholders, including VDC Secretaries has fostered local governance systems and involvement of marginalised sections of society in designing, planning, implementing and following up of WASH activities has increased ownership. The project's approach in building the capacity of V-WASH-CCs and VDC secretaries has been instrumental for achievements in ODF and post-ODF, total sanitation, V-WASH planning and water safety planning.

The project has undertaken the annual performance assessment of 10 districts at the end of FY02 covering both sanitation and hygiene and water supply activities. The DDC performance evaluation is a regular process performed by the designated members of the District Management Committee (DMC), including D-WASH Adviser and a PSU representative. The indicators are designed and agreed only for project's activities in the Memorandum of Understanding (MoU) between DoLIDAR and respective DDCs. Annual performance assessment has supported the visibility of WASH as one of the important sectors in districts.

The HRBA & GESI Strategy and Action Plan, and WSP++ guidelines are a notable exception among the knowledge products. The MTE team learned that some other NGOs working within and outside the project districts are also applying them. This has increased the project's visibility among sector stakeholders to an extent.

The project has a strong focus on gender equality and social inclusion and it has been effectively working towards the fulfilment of equal rights to benefits from WASH based initiatives (see Section 3.7).

The project has developed good working relationships both with MoFALD and MoWSS (MoUD). Periodic review and reflection meetings are held among relevant agencies for sharing learning, challenges and good practices. Stakeholders appreciate the project's inputs in WASH sector and admire that the approach is holistic. The sanitation outreach is improving, partly because the project has adopted Environment-friendly Local Governance Framework (2012) that is adopted by MoFALD for addressing environmental issues through a governance lens. However, coordination between VDCs, sub-health posts and schools is inadequate, particularly in terms of monitoring of O&M and sanitation plans.

3.5 Impact

As discussed in Section 3.1, the impact level indicators (overall objective) of the Project focus on improvements in health (particularly child health and mortality), capacities and inclusion. Improved access to water and sanitation has improved health and enabled the disadvantaged to pursue education and livelihoods opportunities possibly leading towards reduction of economic inequality.

Several interviews of beneficiaries and health professionals and random checking of statistics at health posts together with the sample health data shown in Table 14 indicate that positive health impacts are evident. In Rangapur VDC, the prevalence of water borne diseases shows a decreasing trend except for "presumed non-infectious diarrhoea". There were no cases of cholera in the last three years. According to the interview data, child mortality has also reduced there. Similarly, in Syangja the D-WASH-CC shared with MTE that in the district incidence of diarrhoea in children under five years of age has reduced drastically.

Table 14 Reduction in the prevalence of water borne diseases in Rangapur VDC of Kapilvastu

Name of water borne diseases	Aug-July 2013			Aug-July 2014			Aug - Nov 2015		
	F	M	Total	F	M	Total	F	M	Total
Typhoid	53	63	116	3	0	3	10	4	14
Acute gastro enteritis	90	102	192	2	0	2	0	0	0
Amoebic Dysentery/ Amoebiasis	172	52	224	22	31	53	30	17	47
Bacillary Dysentery / Shigelliasis	124	116	240	33	53	86	21	14	35
Presumed non-infectious diarrhoea	113	92	205	292	310	602	122	96	218
Cholera	0	0	0	0	0	0	0	0	0
Intestinal worms	136	155	291	31	48	79	25	21	46
Jaundice	17	17	34	0	0	0	0	0	0

Both the time spent in collecting water and the distance to the tap stand have significantly reduced in communities across the project area. It was found that in the Hills the weighted average of time per round trip after the improvement in water supply system has reduced by 1-2 hrs per day per person. Reduced distance to water has also produced other health improvements, particularly for women. For example, in Kyakmi, Syangja, after the new water supply scheme was completed, time required to fetch water is not more than 5 minutes per round trip. Earlier fetching water was an arduous task for women, particularly if they were ill or recovering from childbirth. Thus, improvements in water supply and access to toilets have led to reduced drudgery, particularly for women and children.

Women (and men) have more time for productive work, e.g., to be engaged with off-season vegetable farming, weaving of clothes and mats, and also recreational activities such as watching TV, listening to radio, and participating in community activities. These time savings also explain some significant improvements in the attendance rates for children at school. Also the provision of toilet facilities at schools has positively impacted on school attendance rates of girls.

Overall improvements in household hygiene standards have led to a reduction of respiratory infections. Improved sanitation and hygiene has contributed to clean and odourless environment (household and community level) and improved management of solid and liquid waste, both leading into improved pride and dignity amongst the practitioners.

The project's approach of giving preference to the hard-to-reach and the disadvantaged has clearly reduced disparities, particularly the disparity between the worst- and best-served VDCs with regards to sanitation and water supply coverage. The project has been successful in reaching the previously unreached. The project has successfully managed the water demand to improve both the efficiency and equity of water supply and water use. People now realise that water can be used for many purposes and have made a significant effort to maintain the high quality of water. The project's approach in acknowledging social and anthropological aspects of the communities and the water users has helped to manage the water related disputes, where they occur, amicably.

Because the project has put the last first and empowered poor communities, it has successfully contributed to the improvement of pro-poor governance of water services. The culture of putting the ideas of the poor and marginalised at the centre is established by the project. Many WUSCs that the MTE team interacted with have strong plans and programmes for carrying out sanitation

campaigns in communities and schools. The good coordination mechanisms among the Community Based Organisations (CBOs), NGOs, and government organisations has contributed towards the positive changes in the community regarding the culture of collective work, mobilisation and management of local resources for synergetic impact.

Solidarity and harmony has also been fostered between segments of project target communities, largely because the HRBA and GESI approach have been adopted for capacity-building training sessions, workshops and orientations. Men and women are treated equally and given the same opportunity to participate in the processes and activities supported by the project. These initiatives collectively enhance the wellbeing of the water users. It has not only generated an increase in the true participation and representation but has also led to increased dignity, confidence, and self-esteem of water users because their needs and aspirations are well addressed. The availability of WASH facilities has reduced human suffering. The confidence of women and children has also improved as a result of better water supply and improved sanitation. Per capita water consumption has increased which implies better health and hygiene. These initiatives have collectively contributed to improving people's life and lifestyle.

Development of water supply in **Terai**, has, in some places, resulted in **drainage problems**, as seen in Figure 5. Partly resulting from increasing water use, partly from point-source supply, more wastewater should be drained in communities but it is difficult due to flat terrain and limited space; spillage and drain of water used for washing and laundry can seldom be reused, e.g., in small-scale gardening. This is a very common problem in the flat and densely populated communities in Terai. Poor drainage, often blocked with garbage, is an unpleasant and unhealthy unwanted impact of the project. There is no single solution; improvement of drainage would call for more attention in design (and higher costs), clear responsibility for maintenance (accompanied with adequate payment), and awareness and discipline within the community (accompanied with sanctions).



Figure 5 Drainage problems in Terai

Post-project institutional sustainability and capacity to continue support to improving and maintaining ODF, total sanitation and functional and safe water supply remains a concern. Institutional sustainability is discussed in Section 3.6.2.

3.6 Sustainability

3.6.1 Factors and indicators

Factors affecting and indicating expected sustainability of the results at the WUSC level are summarised in the Strengths/Weaknesses/Opportunities/Threats (SWOT) matrix in Table 15.

Table 15 SWOT matrix for sustainability

Strengths	Weaknesses
<ul style="list-style-type: none"> • Genuine, true demand • Participatory V-WASH planning • Systematic training • User ownership and management from beginning (no handing over) • Transparency (public audits in three phases) • User contributions (although low in the beginning) • Linking water safety (WSP) with O&M, CCA and DRR • D-WASH Units, as long as supported by RWSSP-WN • Effective adoption of HRBA and GESI 	<ul style="list-style-type: none"> • Inadequate revenue collection • Fading of impact of training (O&M, bookkeeping) • Incompetence in WUSC key positions (especially “quota” females) • Dropout of VMWs (especially migrating males) • Fragmented sector (inefficient use of limited resources) • Limited resources/capacity of D-WASH Units (especially post-construction monitoring) • Low priority of WASH in districts compared to roads • VDC contribution has been paid in three instalments over 3 fiscal years (in high cost schemes)
Opportunities	Threats
<ul style="list-style-type: none"> • Increasing inclusion of child(school)-led total sanitation • Increasing use of marketing and awards, e.g., sanitation ID card (with care) • Momentum to reorganise fragmented sector • Higher interest rates for surplus revenues available from (trusted) cooperatives • Funding from Member of Parliament Fund 	<ul style="list-style-type: none"> • Use of low quality construction materials and unskilled construction labour • Low motivation and capacity to maintain schemes • Depletion and contamination of water sources • Discontinuation of support from local governments to WUSCs • Natural calamities

The strengths of the project are well-known and proven over the years. A new innovation, linking WSP with O&M, CCA and DRR, is likely to increase awareness and motivation to secure and maintain the quality and functionality of improved water supply.

According to Semi-Annual Progress Report FY03, only 35% of WUSCs of piped schemes collect any amount of revenues. Inadequate revenue collection is probably the most critical single factor risking the long-term sustainability of schemes. A study on O&M funds was undertaken by the project in June-July 2015. The study covered 30 schemes, comprising seven large gravity schemes, 19 electric lift schemes and four solar lift schemes. Revenues were regularly collected in all of these schemes but tariffs varied between NPR 2 and NPR 200 per household per month. It is more difficult to convince the users of gravity schemes to pay regularly; users consider them to be simple systems that require no skills and not much knowhow to operate them. The study concluded that 40% of the schemes were not able to cover operating costs, the remaining were close to break-even point, and very few were able to generate any surplus for future.

An adequate tariff depends on technology, number of users, level of O&M and many other factors. As an example, a calculation example for a gravity scheme serving 194 households (about 1,170 people), with a size of investment of NPR 4.5 million suggests that in the beginning the monthly water bill per household should be NPR 220,000 if also capital cost of investment is to be covered. Without the capital component the monthly bill should be NPR 120. If no technical maintenance

cost were included, the bill should be NPR 70 per month³⁵.

There are, however, also promising examples suggesting that communities are able to mobilise financial resources when needed – when motivation is high. One positive case is Bankatta electric lift scheme in Syangja. The scheme has been in operation since February 2011, serving 147 households and one school. WUSC collects monthly NPR 500 per tap stand from 29 tap stands, totalling NPR 14,500 per month. The monthly electricity bill for pumping is about NPR 6,000-6,500 and the monthly payment to one Operator is NPR 6,000. Over the years a total of NPR 261,000 has been spent on pump repair and pump and control panel replacement. NPR 6,000 has been collected from each tap stand, totalling NPR 174,000, to finance these repair and replacement costs. Additional funding was requested – and mobilised – from emigrated family and community members abroad. The users of the Bankatta scheme have acknowledged the value of saved time and have very high motivation to keep the scheme functioning. Unfortunately, this scheme is encountering other risks: source depletion (yield reportedly reduced by 25%) and contamination (open source as shown in Figure 2).

Inflation and – in case of gravity schemes – unpredictability of major repair/rehabilitation needs do not motivate and justify saving for re-investments. The study concluded that O&M funds should be mobilised through reliable cooperatives for higher interest rates and for accessing credits and other services of such cooperatives. RWSSP-WN has addressed the financial sustainability issue in its WSP++ approach, including a section providing justification for tariffs and instructions for tariff calculation. WSP guidelines include a table for calculating water tariff for cost recovery. In addition to O&M costs, the calculation takes into account the capital cost, called “scheme recovery cost” in the guidelines. In fact, this could be called depreciation or replacement cost. It is instructed to be collected over the lifetime of the scheme. If followed, cost recovery would be adequate even for “normal” major repairs (not including impacts of massive landslides or flash floods or earthquakes), especially if tariffs are adjusted taking into account inflation. The calculation method is, in fact, overly ambitious and unrealistic because inflation makes saving for replacement (investment) infeasible. There is a high need for a (national) solution for financing mechanisms/institutions that would provide credits to WUSCs.

Technically, water supply schemes, even lift schemes, are not too complicated to operate after training of VMWs. The more complicated electric schemes serving small and remote communities are at risk of being too costly for low and possibly decreasing number of users to maintain. Moreover, permanent or seasonal migration may leave such communities very short of capable resources to maintain these systems. Along with increasing unit costs of piped schemes when reaching the unreached rainwater harvesting at the household level becomes more feasible and competitive. An additional advantage of rainwater harvesting is its scalability: it can be implemented in phases and at individual pace in line with available resources.

The impact of training has not been permanent in some cases reviewed by the MTE team. Several interviewed WUSC members were not sure of having received any training or could not remember the contents. This has been a specific problem in O&M; new schemes have not required much maintenance and, as a result, VMWs may have not been appointed, they may have forgotten their skills or may have disappeared. Bookkeeping is another critical area; in some cases, training was provided to not relevant people, in other cases the appointed Treasurer is illiterate or hardly literate – unable to absorb training and undertake the work. The reason for incompetent Treasurers and Secretaries in WUSCs results from the requirement of having at least one woman in the three key positions: Chairperson, Secretary or Treasurer. In some communities it is difficult to identify competent women or they are engaged in other activities and cannot allocate time to WUSC activities

³⁵ Assumptions: lifetime of investment 20 years; annual maintenance cost 2.5% of investment; annual staffing cost NPR 138,000; increase of households 2% per year, population growth 1.35% per year, inflation 7% per year

as was the case with the Kotiyamai OHT and Gajedi Public Toilet Users Committee in Rupandehi. Nevertheless, good examples were also observed by the MTE team as shown in Figure 6.

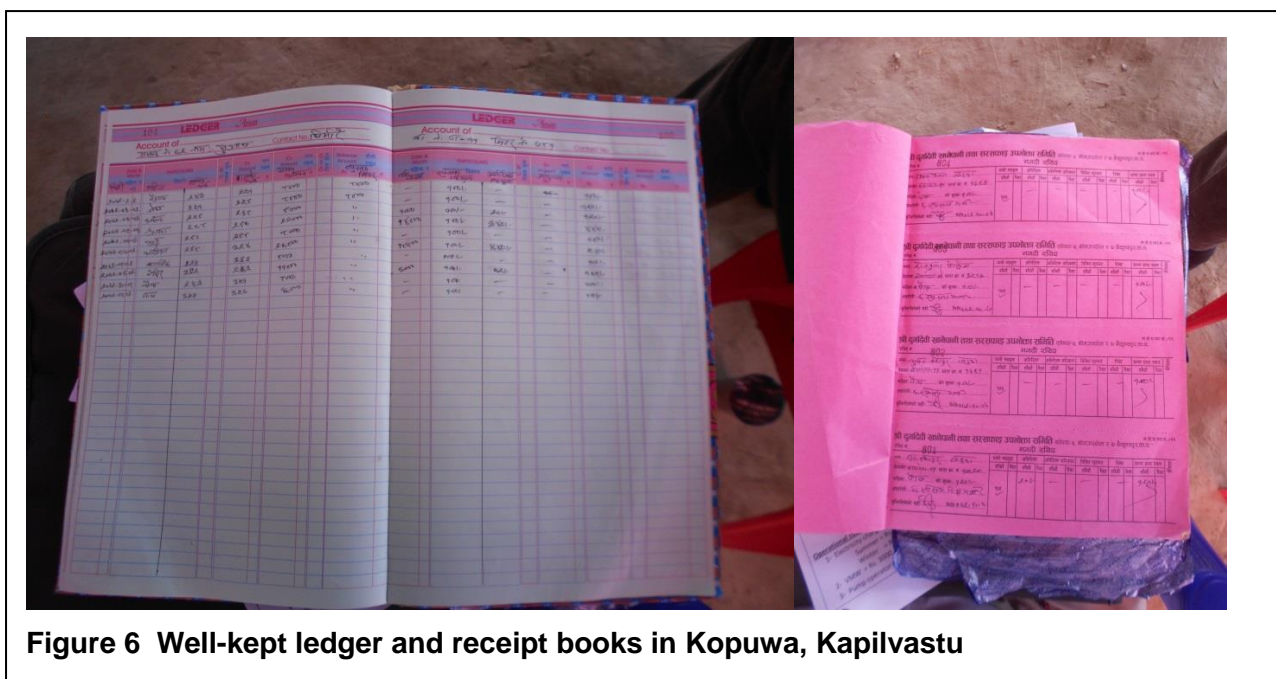


Figure 6 Well-kept ledger and receipt books in Kopuwa, Kapilvastu

In terms of ODF declarations the project has been very successful, particularly in the Hills. However, based on field observations of the MTE team, some ODF declared communities do not even have full coverage of toilets, not to speak their actual use. In some ODF communities the status is at risk because of shortages in water supply. ODF in few VDCs in Terai has been forced, using local police and imposition of heavy fines on defaulters instead of promoting it through social mobilisation. Pressure to declare a community ODF by any means possible may fail to sustain the ODF status of the community. It is well known, and repeatedly reported to the MTE team in communities, that children are very efficient in conveying messages about hygiene and triggering behaviour change. Increasing inclusion of child(school)-led total sanitation is an opportunity to enhance real ODF and post-ODF (total sanitation). Another example of sanitation promotion is a sanitation ID card, shown in Figure 6. It should be used in a positive way, not as reported in one VDC where this card is a prerequisite for any support and issue of certificates, including marriage certificate, from VDC.



Figure 6 Sanitation ID card (Farena, Rupandehi)

Potential sorces for mobilising funds for future re-investments to repair, rehabilitate, upgrade or replace facilities include the Member of Parliament Fund and micro-finance institutes where O&M funds could be deposited as they offer higher interest rates than commercial banks. Higher interest rates may indicate higher risks and, therefore, the reliability and trustworthiness of any micro-finance institute needs to be carefully studied.

The most serious external threats to the sustainability of schemes are depletion

of water sources and natural calamities, such as droughts, flash floods, landslides, earthquakes, etc. Source depletion was brought to the attention of MTE in several communities and the project has collected evidence of depletion of source yield. These threats are further discussed in Section 3.7. Discontinuation of support from local governments is discussed in Section 3.6.2.

3.6.2 Institutional sustainability

Much effort has been put by the project, starting from Phase I, to build the capacity of WUSCs to maintain the functionality and sustainability of ODF and water supply facilities through their technical lifetime. The approach fully based on true demand and ownership – without the need to hand over the assets at any time to WUSC as they own it from the start – is the cornerstone of sustainability. Another key factor is the improvement compared to the previous situation as perceived by the users. Appreciation of new water supply service and cleaner environment motivates people and prevents downgrading back to a lower level of service. In spite of the hard efforts and the strengths listed in the SWOT analysis above there are still challenges ahead. However, for the future the WUSC promises to be the sustainable institution at the community level.

WUSCs have good working relations with both the community learning centres (CLCs), community forest user groups and the VDC; as a result, they have been able to secure resources for sustaining the activities initiated by the project. WUSCs have established coordination and linkages with local clubs, NGOs, CBOs, school management committee and government organisations during project implementation, monitoring and evaluation. VDCs have expressed willingness to contribute some resources to O&M of water supply systems.

Throughout the field interaction with the MTE team, water users were quite clear on the concept of the O&M fund and its utilisation. Communities are aware of O&M plans and are committed to implement them. For the future sustainability of WASH schemes, the project can help with further capacity building of WUSCs, V-WASH-CCs and D-WASH-CCs in leveraging resources and correcting technical deficiencies. Learning from (both success and failure cases) of similar schemes could help to enhance scheme sustainability. VDC and DDC periodic plans should mainstream provisions, such as allocation of financial resources, to keep schemes sustainable.

At the VDC level, it may not be easy to maintain V-WASH-CC active after achievement of ODF and total sanitation and after implementation of the V-WASH plan without enhanced resources of RWSSP-WN. The tasks of V-WASH-CC include monitoring of WASH facilities in communities and schools and provision of backstopping, if needed; organisation of review meetings; endorsement of relevant plans and budgets; and coordination of WASH activities. It is likely that the main interest of VDCs and V-WASH-CCs will be in expansion of water supply rather than focusing on functionality and sustainability. For the sustainability at the WUSC level, the role of VDC and V-WASH-CC may not be very critical unless substantial resources are needed for major overhaul, repair or rehabilitation. More regular monitoring on behalf of VDC and V-WASH-CC would support sustainability at WUSC level.

The role of districts in the Federal structure remains unclear but it would seem necessary to maintain a reasonably resourced level of administration between the states and VDCs. With no information about anything that would replace districts, the MTE team assumes that districts will stay. Districts and D-WASH-CCs will have a central role in expansion and upgrading WASH facilities and services as well as provision of support to WUSCs when needed. D-WASH-CCs are well institutionalised and they will work in all districts in the country. They have a long list of tasks listed in their ToRs. Among them very important for WUSCs level are monitoring, coordination and linking of stakeholders, and establishment of district level resource centres. Another crucial role, not mentioned in the TOR, is allocation of fund for major repair or rehabilitation from district level funds, e.g., the maintenance fund under the DoLIDAR budget line. WASH, however, is accorded low

priority in the use of these funds – as well as other resources of DDC and DTO, roads are clearly enjoying the top priority.

In the project districts there is also DMC chaired by the DDC Chairperson. DMC is responsible for planning, coordination, administration and management of all project activities in the district. Being part of the project structure, they are not permanent and will not survive after the exit of RWSSP-WN.

The most instrumental body for WASH implementation in the project districts, including the two districts (Arghakhanchi and Rolpa) without district-based project staff, is D-WASH Unit, which is accountable to DDC and provides technical support to WASH activities and implements them as decided by DMC. D-WASH-units have been established in all project districts. As proposed by RWSSP-WN II, a WASH Officer nominated by DDC is in charge of the unit and a project focal person. A WASH Sub-Engineer nominated by the DTO and one recruited WASH Facilitator are the members of the unit. The unit is designed to have adequate human resources – 21 contracted Support Persons, irrespective of the size, population and scope of project activities. The standard combination of expertise is different in Hills districts and Terai districts. In practice, D-WASH Units have been understaffed with varying combinations of human resources. Further, it became evident at the beginning of Phase II that the future of District WASH Unit and any staff therein is not to be taken for granted. In such a case, it is difficult to see any meaningful implementation left behind in the districts after the project exits. WASH resources would depend on WSSDOs/WSSDOs and RWSSFDB, applying approaches and practices different from those applied under RWSSP-WN.

At the central level, WASH is not a priority of DoLIDAR, which seems to have been rather passive in implementing any other meaningful WASH activities apart from RWSSP-WN and RVWRMP, both supported by GoF. DoLIDAR has neither disseminated nor introduced the knowledge products of RWSSP-WN for wider application. Much cannot be expected to be continued by DoLIDAR after phasing out of Finnish support. SEIU has the mandate to manage sector knowledge and initiate reviews, amendments and promulgation of existing sector policies, acts and regulations. However, even with closer cooperation SEIU has not acknowledged or recognised the outputs of RWSSP-WN; although according to the interview with the MTE team it was obvious SEIU knew about the outputs.

3.6.3 Exit strategy

The key elements of an exit strategy according to the Project Document were expected to build on increased reliance on local capacities to continue the WASH activities without any external support. Local capacity development is a key component of phasing out / exit and this has been well acknowledged by the project. Technical assistance to communities and financial responsibility needs to be taken over by GoN and DDC/VDC level stakeholders step by step before the end of Phase II. A lot hinges on the district WASH Units as they are expected to implement the WASH activities even after project closure.

The implementation and exit stages of Phase II proposed in the PD suggest the PSU inputs during last project year would focus on monitoring only. This is still a valid approach.

The project has started to develop the actual exit strategy gradually. There is in place a justified concept for VDC level exit strategy in place (incorporated in the FY 03 Annual Work Plan). The district-driven model that is being tested in Arghakhanchi and Rolpa (from FY03 onwards) is important in this regard. Its success will yield important insights into the districts' capacities to run a District WASH unit without a TA support in the long run. The Annual Work Plan for the last Fiscal Year of the project could be formulated as the actual exit strategy and the work plans for preceding years could incorporate elements of exit to the extent they are relevant and feasible. However, the

institutional impact of the about 30 years of Finnish support in the Western Region is likely to remain rather modest without substantial reforms. Such reforms cannot be orchestrated by the project. They need to be agreed upon at high central level.

3.7 Human Rights Based Approach and Cross-cutting Objectives

3.7.1 Human Rights Based Approach

With respect HRBA the project focuses on improved access to services. Nepal ratified the UN declaration of WASH as a human right in 2010. Water, sanitation and hygiene are an integral part of human life and everyone has the right to water and sanitation in Nepal. Explicitly, everyone has:

- ❑ the right to sanitation that is safe, hygienic, socially and culturally acceptable, provides privacy and ensures dignity, and
- ❑ the right to water that is available, accessible, safe, affordable and acceptable. This includes people with disabilities, frail elderly, menstruating women and others members of community who often face limited access and discrimination, including all castes and ethnic groups.

The HRBA and GESI Strategy and Action Plan of the project, however, argues that HRBA concerns the right to process, rather than to the outcome: all human beings have the right to participate in their social, political, economic and cultural development. While resources can be limited and resources are not yet perfect, the outcome can only be assumed, not guaranteed. The key features of the project in terms of HRBA and how it is reflected in project policies and guidelines are:

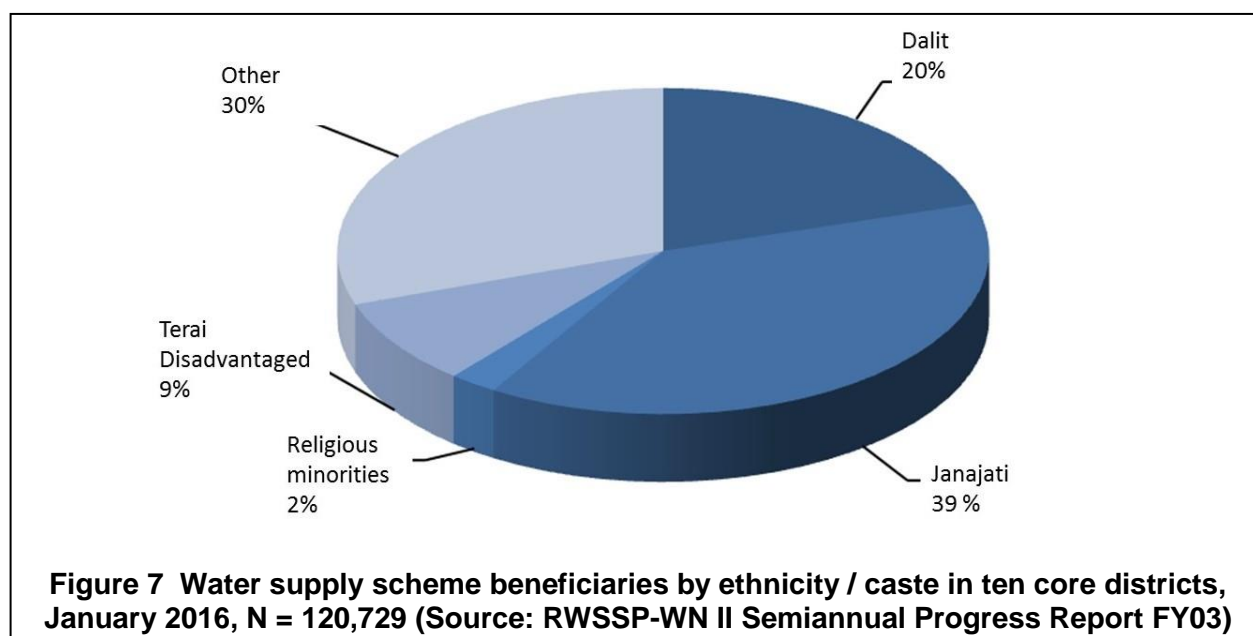
- ❑ RWSSP-WN is committed to the principles of rights, equality and diversity. The project aims to create an environment in which all community members including women, disadvantaged castes and ethnic minorities have equitable opportunities to pursue their right to water and sanitation.
- ❑ The project has produced a HRBA and GESI Strategy and Action Plan (2015) in collaboration with Phase II of RVWRMP. The strategy guides the project and its key stakeholders. It is based on the GESI strategy of RVWRMP, thus reflecting cross-project learning and experience sharing. A human rights assessment in the water sector in Nepal is incorporated in the strategy. Also duty bearers, rights holders and barriers to access are analysed, and an action plan developed.

In practice, the project has mainstreamed HRBA and GESI issues in all its working sectors including WASH Plan preparation, water supply scheme identification, sanitation and hygiene and capacity building. A central dynamic is about identifying root causes of inequality and lack of access, empowering rights holders to claim their rights on water supply, sanitation and hygiene, training them on their responsibilities and enabling duty bearers (public institutions including VDC, V-WASH-CC and DDC, DTO, D-WASH-CC and D-WASH Unit) to improve their service delivery. HRBA (as well as Gender and Social Inclusion, GESI) is systematically incorporated in all project guidelines and tools and brochures, and key documents are available both in Nepali and English. The annual work plans and semi-annual and annual progress reports incorporate well the HRBA and GESI concerns, e.g., by reporting on relevant indicators by gender, ethnicity and/or caste.

With respect to HRBA, the project has many merits. The policies and guidelines are well developed and also in tune with the latest global thinking, e.g. with respect to Sustainable Development

Goals, especially SDG 6 “Ensure availability and sustainable management of water and sanitation for all”³⁶.

In terms of water supply, the project approach in “reaching the unreached and serving the unserved” is very significant, because it has been systematically and consistently applied in the V-WASH-Plans and in scheme identification, planning and implementation. The approach has contributed to good results in terms of increased, improved and sustainable water supply coverage as is depicted in Figure 7. Dalits, one of the most marginalised groups in Nepal, constitute one fifth of the beneficiaries in water supply schemes of RWSSP-WN. In the past they were likely to be ignored and are now bridging the gap by participating in interventions supported by this project. Janajatis (can include both advantaged and disadvantaged groups) is the biggest beneficiary category, followed by ‘Others’ (considered as advantaged). Terai disadvantaged group (found in the three Terai districts) accounts for 9% of the beneficiaries. Religious minorities which are mainly from Kapilvastu account for 2% of the beneficiaries.



The project has not been equally successful in applying the HRBA principles to sanitation and hygiene activities. The assessment with respect to sanitation and hygiene is mixed despite the strong convergence of goals between the two governments; inclusion and universal access to sanitation is also enshrined in the sector strategies and policies of the Government of Nepal.

Particularly with respect to sanitation activities implemented in Terai, there is a discrepancy between HRBA policy advocated by the project and the practices applied by local actors as was also discussed in Section 3.6.1. DDCs and VDCs are experiencing unnecessary pressure to move forward and declare ODF as early as possible. This has led to incidences of “forced ODF” by local authorities. For example, the development of ID card that was discussed earlier is itself a good practice to monitor the status of toilets and their types. The VDC authorities in the case of Farena VDC had misused it by obstructing provisions of VDC services to defaulters who had not constructed a toilet. Similar problems were also evident in Thumuhawa Piprahawa and Jogada VDCs of Rupandehi. This is a violation of human rights and ignores basic human rights principles, such

³⁶ The project also contributes to many other SDGs that also reflect HRBA, e.g. SDG 5 on achieving gender equality and empowering all women and girls and SDG 10 reducing inequality within and among countries.

as equality and non-discrimination. It may also cause harm in the long run in reaching the total behaviour change at every community.

The CLTS approach has been quite successful in the hill districts. Also in Terai, this approach has worked well with communities that are dominated by hill migrants (northern parts of Terai) but not so well in the VDCs in the southern parts of Terai (closer to Indian border). The project has adhered to the same approach, tools and techniques of social mobilisation process for CLTS both in the Hills and in Terai. It does not seem to be fully successful in Madheshi dominated communities. It would be good to have context specific CLTS approach to address some of the differences the Madheshi communities and people have in terms of context, education, culture and traditions. The basic notion of CLTS is 'realisation of ODF from the inner heart' through motivation rather than unnecessarily pressurising people to meet the 'physical target' of toilet construction. The project's approach of social mobilisation in Terai has been feeble (due to cultural difference, rumours of security threats, shut down strikes, etc.). As a result, in many communities CLTS has been initiated without basic preparation and without realisation. In many instances, local police stations were mobilised to 'reduce' the open defecation practices. People have not adequately understood about the rationale of ODF. At the minimum, the project should ensure that all actors in Terai districts apply CLTS correctly.

According to the recent MFA guideline on HRBA (2015), MFA does not support interventions that are "human rights blind"³⁷. There are three project categories that address human rights to a varying degree, namely "human rights sensitive", "human rights progressive" and "human rights transformative". Despite the problems that are evident with the sanitation and hygiene activities in Terai, RWSSP-WN falls into the category of a "human rights sensitive" projects. This is because the project has a specific HRBA policy, has invested a lot in mainstreaming the human rights principles to all other guidelines and policies, has correctly identified rights holders and duty bearers, and is addressing human rights concerns in its training events and other activities.

3.7.2 Gender and Social Inclusion

Gender and social inclusion is well addressed in the project. Gender and social inclusion is fully incorporated in the HRBA and GESI strategy. GESI principles are well reflected in the planning and implementation of water supply schemes. RWSSP-WN uses a Step-by-Step approach, and has formulated checklists to ensure that GESI and HRBA concerns are incorporated in every step, down to the scheme monitoring book. The VDC-wide WASH planning process has been useful in finding and prioritising the unreached pockets in the project working VDCs. The V-WASH planning facilitators have succeeded in identifying and including the disadvantaged groups in the planning process. Close to 50% representation of women and proportionate distribution of disadvantaged groups in WUSCs takes place in most cases (see Tables 16 and 17 below). According to GESI tracking, even most disadvantaged groups have been well reached by the project and impacts are evident.

³⁷ Level of human rights consideration in development cooperation as per MFA 2015 Human Rights Based Approach in Finland's Development Cooperation, Guidance Note, page 8.

Table 16 Gender tracking of RWSSP-WN II, February 2016 (Source: RWSSP-WN PSU)

Level	Total Number	Total %	Men	%	Women	%
1. Central level						
Supervisory Board	5	100%	5	100	0	0
Steering Committee	25	100%	23	92%	2	8 %
2. Project Management Level						
Project Management Team	7	100%	5	71.43	2	28.57
PCO and PSU staff ³⁸	39	100%	28	71.79	11	28.21
3. District level						
District Service Providers	194	100%	194	65.98	162	34.02
District WASH Coordination Committee	165	100%	117	86.67	18	13.33
4. Village Development Committee/WUSC						
VDC WASH Coordination Committee	2,529	100	1542	60.97	987	39.03
Water Users and Sanitation Committee	2,643	100	1186	44.87	1457	55.13

Table 17 Social Inclusion tracking of RWSSP-WN II, February 2016 (Source: RWSSP-WN PSU)

Level	Number and %					
	Total	Dalit	Adibasi / Janajati	Disadvantaged Terai group	Religious minorities	Advanced group (Other)
1 Central level						
SB	5 100%	0	2 40%	0	0	3 60%
SC	25 100%	0	4 16%	0	0	21 84%
2 Project Management Level						
PMT	7 100%	0	2 28.6%	0	0	5 71.4%
PCO and PSU staff	39 100%	3 7.7%	12 30.8%	2 5.1%	0	22 56.4%
3 District level						
District Ser-vice Pro-viders	194 100%	9 4.6%	28 14.4%	16 8.3%	0	141 72.7%
D-WASH-CC	165 100%	3 1.8%	34 2.6%	10 6.1%	1 0.6%	117 70.9%
4 Village level						
V-WASH-CC	2,529 100%	320 12.7%	1,005 39.7%	41 1.6%	87 3.4%	1,076 42.6%
WUSC	2,643 100%	370 14.0%	1,107 41.9%	33 1.3%	59 2.2%	1,074 40.64%

³⁸ The total project staff are 39 (including international experts (3), specialists (7), officers (2), support staff (7), drivers (5) and District WASH Advisers (10). PCO, including National Project Coordinator has 5 staff members.

Based on the project beneficiary data from 180 (out of 223) water supply schemes, 83% of all beneficiary households are defined as unreached, it is evident that the project has very well addressed its target of serving the unserved and leaving no one behind. At the institutional level, a gap remains in the WUSC level in the representation of women; 44.9% of WUSC members are women which is slightly less than the required 50%. Disadvantaged groups constitute in total 43.6% of WUSC members (both women and men). Representation of both women and disadvantaged groups gradually decreases at district, project management and central levels. Dalit representation is disappointing because it does not match with their representation in the beneficiary level (20%). Additionally, their participation in the decision making and leading positions is not encouraging. In only 7% of the WUSCs, the chairperson is a woman. Out of the caste/ethnic groups, Dalits have a relatively low representation rate, and their proportion as WUSC chairpersons is 11%.

Thus, some room exists also for improvement in terms of power sharing and management of WUSCs. Even though WUSCs contain a good representation of women, men dominate the societal structures and make decisions regarding water and sanitation. Even though women contribute to the construction and management of the water schemes in a noteworthy manner, they may have little say in decision making. Low level of literacy and lack of exposure also limits their roles. In case of some Terai communities, where the provision of at least one female in a key position has not been enforced, it has also not been followed up by the V-WASH-CC or VDC. One such example is from Rupandehi where in two schemes (Kotiyamai OHT and Gajedi Public Toilet Users Committee) women representation was on paper only. Similar incidents were cited by some interviewees as having taken place in some Hill districts.

Effective gender sensitive water management requires access to and control over water resources. It requires a methodical gender analysis. Despite efforts by the project, women's interests and gender relations are not yet sufficiently well addressed during all WASH planning interactions and in subsequent phases of scheme development. An example is from Piprahawa, where women were not adequately consulted while deciding the water tariff. Despite good guidelines, gender-sensitive aspects of water and sanitation infrastructure and services could be better integrated. Often only a few women dare to voice their opinion during scheme planning. This is particularly the case with Terai communities where there are still places where majority of women are unable to influence the designs to match their needs. The level of water tariff is also a rights issue: users should be able to pay the charges for water so that they should not need to reduce minimum water consumption for cooking and hygiene.

In the training sessions, GESI is systematically included. Training contents are well designed and according to the interactions during field mission, they have been conducted in an effective manner. Women and disadvantaged groups (DAGs) are trained and coached for confidence building. Confidence building workshops for women and disadvantaged people are a useful tool for ensuring that DAGs have the courage to participate and have a voice to raise their issues during planning and decision making. The MTE mission met with some disabled people who were happy with properly designed water taps, toilet locks and ramps. These efforts are small but have impressive impacts over the life of the disabled as well as all children, including school going girls, and women.

The project promotes diversity in its work force through affirmative action. There is a provision to give extra marks for female candidates or candidates from disadvantaged caste/ethnic groups.

3.7.3 Climate Sustainability and Disaster Risk Reduction

Effects of climate change present a serious obstacle to the realisation of the rights to water and sanitation. Climate change impacts in WASH sector have already become significant in Nepal. In-

tensification of monsoon rains, reduction in winter rains, prolonged dry season and increasing temperature are key climate related phenomena. These aberrations have been challenging the sustainability of water and sanitation schemes as the climatic variability is high and climate induced disasters are quite frequent. Climatic phenomena have contributed to increasing O&M costs and disruptions in the available water and sanitation facilities. The project has adopted low-carbon technologies such as solar-powered pumps, toilets with biogas, and improved cooking stoves, which are also commonly cited as notable examples for climate change adaptation. Solar pumps are especially advantageous in lifting water as power outages in the national grid are frequent.

The main hazards impacting WASH facilities in Nepal consist of water-induced disasters (floods and drought), landslides (common during monsoon) and earthquakes. Disaster risks induced by these different hazards undermine the functionality and sustainability of water and sanitation schemes by affecting the water quality and also users' interest to pay for the water (reluctant to pay when services are irregular and quality has degraded). Floods are an annual affair with recurrent floods possibly leading to deterioration of the schemes. The collapse of toilets by floods may lead to the faecal contamination of water sources. High water tables, water logging, challenges in managing the wastewater and flooding all contribute to a high risk of water contamination, particularly in Terai. More frequent and severe floods and droughts (resulting from climate change) could have major consequences to water availability and the resiliency of water and sanitation infrastructure.

The MTE team was not able to access any hard data in terms number and type of cases where natural hazards have destroyed facilities. The evidence collected during field visits suggests that floods are particularly problematic in Terai. They cause inundation in the project communities and reduction of the functionality of deep tube wells and degradation of functionality of the temporary latrines. Such examples were shared with the MTE team in Rangapur (Kapilvastu) and Suryapura (Rupandehi). Landslides challenge the sustainability of water schemes in the mid-hills. For example, in Bahunchahara (Gulmi), reservoir tank is constructed in a landslide prone area. In Ratanpur (Nawalparasi), the intake area selected for Rangola drinking water scheme is similarly located in a landslide prone area and there is a risk of major damage by erosion unless mitigation measures are put in place.

The earthquakes in April and May 2015 caused only limited damage to the toilet or water supply facilities in the project area. However, the assessments made by e.g. DanChurchAid and National Disaster Risk Reduction Centre Nepal (2015) in Nuwakot, Lamjung, Tanahu and Rasuwa districts closer to the epicentres (Gorkha and Sindhupalchowk) indicate that some traditional water sources (perennial springs) have become defunct: some have completely disappeared while the discharge in others have depleted or changed course to further downstream. These changes undermine the regularity of small water schemes. Many toilets (mud-mortar) were either cracked or damaged and are not useable. Similarly, the impact on water supply in project area appears to be more in terms of dislocation and disappearance of water sources. The MTE team learned that in many communities in the project area, water sources have now shifted further towards downstream from their original locations.

There are also human-induced risks evident in the project area. The expanding construction of rural agricultural roads has, unfortunately, caused landslides which damage the intakes, distribution tanks and water pipelines. The MTE team identified such risks in Rangola and Damara (Churia Hills communities in Nawalparasi). Soil degradation could increase the risk of flash flooding during heavy rainfall, negatively impacting upon the recharge of groundwater reservoirs, and causing heavy siltation of surface water supply systems during rainy seasons.

The most crucial problem is the depletion of water resources. Erratic rainfall (which causes no recharge but plenty of discharge) and longer droughts collectively impact water infiltration and percolation into ground water. Land use pattern, and forest types also determine the perennial supply of

water from the source. As a result, water safety and water sources protection are under stress. Water scarcity may also spike the cost of water and sanitation in the future if appropriate measures are not taken into account. It is likely that the poor, who are among the most vulnerable, will be affected the most with increased cost of water and sanitation. Higher and more variable temperatures, changes in precipitation patterns and increased occurrences of extreme events (like droughts) may cause further depletion of water sources. Anecdotal evidence suggests that compared to the situation 20 years ago, people in Thulapokhara, Arghakhanchi now receive one-third of water meaning a reduction of 66% of water discharge. The Tanahu source study produced by the project supports this finding and is a noteworthy contribution to the knowledge base on the matter.

Water source depletion not only threatens the extent of water availability, and sanitation maintenance but also creates conflicts among the upstream and downstream users. HRBA angle is relevant in conflict management and mitigation: drinking water needs take precedence over economic activities that demand water. Upstream and downstream linkages and environmental service fees would need to be taken into consideration for the protection of water at source and to manage the water use related conflicts. This problem was already observed in Pali VDC in Arghakhanchi. In the Hills, more conflicts are likely to arise because of nature of water use, i.e., drinking water or agricultural or other economic activities. It was interesting to observe during MTE that farmers in the upstream area are more concerned about the drinking water while downstream farmers have some sort of fear of getting less water for irrigation if water is fully diverted for drinking water schemes for the upstream residents (the case of Thulopokhara VDC in Arghakhanchi). Depletion of water sources will also challenge the sustainability of ODF and total sanitation initiatives in the Hills, in the Churia range and in northern Terai.

The project, however, has lot to be proud of in terms of climate sustainability. Climate change issues are addressed by the project through the WSP++ and VDC and District-WASH-Plans. During the V/D-WASH-Plans formulation, hazard and capacity assessment were carried out (but not at the comprehensive level). Each of the V-WASH Plan has also addressed Climate Change Adaptation issues along with the provisions of rainfall and temperature data of the VDC/region.

The project has started to implement the key findings of the study on "Source Yield and Climate Mapping of Tanahu district" to widen the understanding of how changes in the source yields can be attributed to the increased climate variability. The key issues with respect to climate sustainability are mainstreamed in capacity building initiatives of WSP++ and have also been addressed through relevant trainings to WUSCs and D-WASH Unit staff. Although these issues are explicitly addressed in WSP++ their understanding by Service Providers and D-WASH Unit officials remains at a low level. As a result, these issues are not yet taken effectively into account during scheme planning and implementation. To translate WSP++ into action, further training on Climate Change Adaptation is required for staff at district, VDC and community level. The complete implementation of WSP++ can also provide option to improve resilience against water quality degradation. It is also positive that the project has linked existing knowledge of geo-hydrological sound recharge structures, i.e. structures that help to revive springs, in water supply schemes where water yields are declining and promotes a spring shed/spring revival through training and awareness building.

To address the water source depletion, the project approach of protecting the water sources through plantation and construction of conservation ponds in the upstream for ground water recharge are some of the notable actions. Both initiatives should be expanded to address water conservation. The quality of ponds constructed during Phase II is good. The project should therefore continue its efforts to make more conservation ponds to retain moisture in the soil. This would also contribute to the implementation of the GoN approach of 'one-village-one-pond', which was commenced in 2012 under Youth's Self Employment Program with a view to contribute in the water conservation and water source protection.

The scarcity of water will hamper the sustainability of O&M of water and sanitary systems and hygiene facilities at the local level. Promotion of water conserving sanitation technologies through mass awareness campaigns, source protection and assessment of health/hygiene impacts is, therefore, also required.

Environmental sanitation through improved cooking stove (ICS) is also a popular initiative. It reduces the time for firewood fetching and reduces air pollution in the home. An issue requiring further attention is the alternative use of wastewater for irrigation, which is also supported in water scarce regions by popular demand. Rainwater harvesting would be a relevant option in the high hills where lift water schemes are not readily feasible.

General understanding on Disaster Risk Reduction is good among Service Providers and some issues are addressed D-WASH Plans too. However, DRR issues are not adequately translated into practice during the implementation of these Plans. Despite having good plans, the MTE team found that some intakes for gravity water schemes are located in landslide prone areas (e.g. in Nawalparasi). Rather than dealing with DRR as a stand-alone programme, the V-WASH Plan should address DRR issues in a more holistic way to reduce the risks and also address this issue better in the training curricula. To address water induced disasters, hazard, vulnerability and capacity analysis (HVCA) tools should be used to explore the occurrence of main hazards, their frequencies, magnitudes and key impacts in the WASH sector. Along with hazards, probable future risks and local capacities could be explored. Community based disaster preparedness plans are needed to reduce the disaster risk.

DRR issues are to be shared not as an 'event' but as a 'process'. Overall, there is a need to make communities more resilient to natural disasters by (i) reducing the impact of drought through water harvesting, resilient cropping and secure drinking water and fodder supply, and (ii) reducing the impact of floods through better drainage, resilient cropping and flood resilient systems for drinking water and sanitation services.

Based on lessons learned on impacts in water and sanitation facilities in the districts that were heavily hit by the earthquakes, it would be useful to assess the earthquake resilience of existing and planned schemes.

The project should adopt low-cost, indigenous and local knowledge based bio-engineering measures to reduce the likelihood of erosion in and around the water tanks (e.g. in Mahendrakot, Kapilvastu). Use of gabion wire and bioengineering along the streamside to check from the scouring is urgently required in the Rangola water scheme in Ratanpur (Nawalparasi). Gabion support along with bioengineering measures (plantation of broom grass and bamboo) will not only help to minimise the possible risks of flood and landslide but also fulfils fodder and grass demands.

For secure use of toilets even during the flooding, combined pit latrine with two pits, one direct and the other offset connected by a PVC pipe, should be built. The superstructure (up to the plinth level) of toilet should be above the flood-level. To reduce the impacts of floods on WASH facilities, opening of natural drainage should be in place in Terai.

Lightning is among prominent natural hazards that impacts especially water towers (overhead tank) and lift water schemes (with solar and grid supply of electricity). Considering frequent lightning events in mid-hills, proper installation of lightning rods is among the crucial initiatives. The project should also facilitate trimming of tall trees close to OHTs (e.g. Kopuwa in Kapilvastu) that may fall as a result of strong winds and create a favourable environment for lightning.

3.8 Specific Issues

KPMG included recommendations related to ownership of communities, procurement and monitoring in their **Performance Audit** of the Finnish Development Aid to Nepal, dated 12 December 2014. These recommendations, partly repeated from KPMG's previous audit of mid-2013, were:

- ❑ Special attention shall be paid to **ownership generation** and capacity development of the WUSCs for pre-construction, procurement/quality inspection, bookkeeping as well as operation and maintenance.
- ❑ To increase clarity on the applicable **procurement** regulations the funding agreement should refer to the Project document and its procurement regulations.
- ❑ Procurements of domestic water supply schemes shall be tendered as per regulations. Transparency must be followed and documented during the entire process.
- ❑ The financial administration set-up for the investment funds needs strengthening and increased monitoring.
- ❑ The sustainability of the Project activities should be increased by the supportive monitoring performed by the PSU at all Project levels.
- ❑ Effective supervision and **monitoring** requires more human resources, a higher technical capacity of the DDC staff and simplified monitoring forms.
- ❑ The validity and accuracy of monitoring and information/data shall be ensured.

The project has made efforts to strengthen ownership and build capacity of WUSCs by, e.g., adopting a step-by-step approach with the related manual and scheme monitoring book from RVWRMP, using a WUSC Management Manual and technical Village Maintenance Workers Manual to support capacity development and O&M, upgrading WSPs to include O&M, especially revenue generation, and withdrawing from the implementation of new OHT schemes, which have particularly been affected by lower level of commitment and ownership by the community.

LSGA and the Local Body Financial Administration Rules, 2064 (2007) are the legal documents with the highest relevance to procurement of WUSCs and they acknowledge WUSCs' legal status. In Phase II, PSU and PCO monitor and ensure that the districts follow the above regulations and relevant project procedures (step-by-step approach, public audits, etc.).

The step-by-step approach also includes standard procedures for monitoring, further described in the scheme-monitoring books. Monitoring has been developed to a very comprehensive level in Phase II (VDC-wide joint monitoring, district-specific annual performance evaluations; Monitoring Concept Note, monitoring books, etc.). A new concept at the time of MTE was the District Management Information System (MIS), which is expected to be an important monitoring tool after phasing out of the project. On paper, monitoring is extensive. In practice, it may be onerous. Based on field observations, the quality aspects still seem to need more emphasis during implementation of monitoring.

Overall, the recommendations of the Performance Audit have been materialised. As noticed above, there is still room for further emphasis on the accuracy of field data.

As mentioned in Section 3.3.1, about MEUR 2.77 of the total GoF contribution to DDFs had been transferred to districts. This is 43% of the relevant Phase II budget of MEUR 6.4447 as confirmed at the beginning of Phase II. The Embassy of Finland confirmed the availability of the additional one million euro from GoF, which will be balanced by another equal contribution from GoN. Taking into account the additional contribution and that the average annual transfer of the Finnish contribution to DDFs has been about MEUR 1.4, the balance at the end of FY02 (MEUR 4.7) would be sufficient for extension of the project by about four months at the average implementation rate of the first two years – without taking into account contingency. The TA related reimbursable and running costs budget lines would allow an additional year with the present rate of spending – without taking

into account contingency. Consequently, the TA contingency of more than EUR 300,000 would allow also the human resources of the TA team to be extended.

The **supervision structure** of RWSSP-WN II comprises: (i) Supervisory Board (SB), the highest decision making body; and (ii) Steering Committee (SC), a policy making body.

The main duties of SB include approval of any changes in the Project Document, approval of annual work plans and budgets and any other matters with financial implications, and approval of project policies and implementation principles. The composition of SB is quite compact – five members, which together with exclusion of the National Project Director (NPD), the National Project Coordinator (NPC) and the Chief Technical Adviser (CTA) from SB membership should streamline decision-making. SB aims at consensus in decision making but for most serious issues (especially financial), the Competent Authorities have a veto-right. SB may also make decisions through official correspondence.

SC is a policy making body with its main duties including operational guidance to the Project and project districts; solving of problems encountered in implementation, and decisions on such issues of urgency and importance that are mandated to the SB. The SC is composed of:

- ❑ Secretary, Ministry of Federal Affairs and Local Development (Chairperson);
- ❑ Representative of the Embassy of Finland (member);
- ❑ Director General, DoLIDAR (member);
- ❑ NPD, DoLIDAR (non-voting member, secretary);
- ❑ Representative of National Planning Commission, (member);
- ❑ Representative of Ministry of Finance (member);
- ❑ Representative of Ministry of Health (member);
- ❑ Representative of Ministry of Education (member);
- ❑ Representative of DWSS (member);
- ❑ Representative of Ministry of Women, Children and Social Welfare (member);
- ❑ Representatives from DDCs from each of the nine Project Districts (member);
- ❑ Representative of the Federation of Water and Sanitation Users in Nepal (member);
- ❑ NPC, RWSSP-WN (non-voting member); and
- ❑ CTA, RWSSP-WN (non-voting member).

The supervision structure of the project is quite common in all projects and programmes supported by GoF. SB has a clear role as a decision-making body. In addition to its routine decisions, SB has exercised its power to make changes to the Project Document. In practice, the number of participants, comprising members, invitees and observers has usually been around 20. Decisions have been straightforward. It seems – and this has been confirmed to the MTE team – that SB has very limited resources, including time, to challenge and propose/request proposed annual plans and budgets, as well as other documents, to be amended.

The role of SC, as spelled out in TOR, is not equally clear. Taking into account its extensive composition and high number of participants (even more than 50) it is mainly an important information and coordination forum. The SC has sometimes reviewed proposals of PSU/PCO before submission to the SB. Both SB and SC shall meet at least once per annum and more often as needed.

RWSSP-WN II, more precisely PSU, has been highly productive in developing **knowledge products**: manuals, guidelines, brochures, briefs, promotion material, video clips, etc. These knowledge products are rich in step-by-step procedures and approaches, thoughtful instructions and innovative concept and solutions, e.g., the WSP++ approach. They have supported streamlining of project activities during implementation and have fostered knowledge management, at least at the project level. Some of the manuals and guidelines are even too comprehensive, exceeding the

absorptive capacity of intended target groups. Based on interviews at different levels some of these knowledge products are considered too bulky to be widely absorbed and adopted. Furthermore, they are not well known at the central level, e.g., in RWSSFDB, which is developing relevant material from scratch and SEIU, which should coordinate development of such products and publish and disseminate such material. Even DoLIDAR has not made wide use of this material. It seems that material produced by RVWRMP is more widely known at the central level. Based on the MTE team's findings, the project's knowledge products are equally unknown among WSSDOs/WSSDOs. The project should therefore assess the proper dissemination channels of knowledge products and also consider customisation of some of the guidelines to encourage wide adoption by the intended users. Also DoLIDAR should be more active and disseminate the products to relevant national stakeholders and apply them in the WASH activities implemented by districts elsewhere in Nepal.

RWSSP-WN II has adopted an active **approach to risk management**. The risk matrix initially incorporated in the Project Document is regularly updated and incorporated in the Progress Reports with relevant mitigation measures.

4. KEY LESSONS LEARNED

Key lessons drawn from the MTE findings are summarised below.

In spite of good intentions, the quota for at least one woman in one of the key positions of WUSC does not work well everywhere. Unavailability of capable women or unwillingness of them to devote time to WUSC has resulted in appointment of illiterate or barely literate women to Secretaries and Treasures. This has two critical consequences: (i) the performance of WUSC and sustainability is at risk; and (ii) these women are at risk of being cheated and accused for (unintentional) wrong-doings.

The impact of training has not been permanent in all cases; many WUSC members cannot recall any of the training they had received or remember the contents of the training received. New schemes have not required much maintenance and, as a result, skills of VMWs may have faded away before they are really needed. In some cases, trained people have not been the same that have been appointed to tasks. Systematic and intensive training of WUSCs and VMWs does not guarantee adequate capacities in the longer term without more tailored, needs based (refresher) training.

Highly systematised approaches (step-by-step) provide a strong basis for capacity building and large-scale implementation of project activities. In later phases of implementation, especially post-construction and post-ODF, more diversified and responsive capacity building, based on gaps in knowledge, skills, attitudes, motivation, etc. seems to be needed.

Sustainability of water supply schemes does not seem to be mainly dependent on the level of technology. More demanding technologies, e.g., electric lift scheme, can be sustainable. Motivation seems to be a very important factor for sustainability and motivation is particularly high where the new scheme means a big difference compared to the past.

From the sustainability and exit point of view the inclusion of Arghakhanchi and Rolpa without district-based project staff into RWSSP-WN is very interesting. By MTE the results have been mixed: Arghakhanchi looks a very promising example and reasons for success there need to be analysed in order to be replicated when phasing out project support from other districts. However, it is to be noted that also Arghakhanchi is dependent on project financial support to the D-WASH Unit.

5. RECOMMENDATIONS

5.1 Sanitation

In terms of ODF declarations, RWSSP-WN II has performed well but the actual situation in many ODF declared VDCs is below ODF standard. The situation is better in the Hills but in Terai, ODF has often been forced, not by the project but by local authorities and politicians. In some communities in Terai, more simplistic sanitation and behaviour change promotion tools would be needed. It is recommended that:

- ❑ the project will focus more on ensuring the true ODF status where it has been declared and on ODF follow-up and monitoring rather than further ODF declarations;
- ❑ the project will emphasise strong community-wide hygiene education programs before, during, and after physical water and sanitation interventions are implemented;
- ❑ adequacy of water supply will be ensured as part of total sanitation;
- ❑ the project, together with DoLIDAR, will discourage and penalise local authorities using forceful measures when aiming at ODF and total sanitation;
- ❑ more intensive and diversified promotion methods for ODF, post-ODF and total sanitation as well as source protection will be applied, especially in Terai, such as rallies and street dramas in local languages, visual documentary shows, song competitions, radio jingles, WASH Journalist Forum, sanitation fairs, exhibitions, prizes, social recognition, exposure visits (WASH ambassadors), and more intensive use of students in school-led total sanitation;
- ❑ solid waste management will be integrated in promotion of total sanitation; and
- ❑ drainage shall be improved in Terai in order to maintain hygiene and sanitary conditions at the level compliant with ODF and total sanitation.

Drainage improvements may call for a combination of technical measures, awareness raising and capacity building, and clarification of responsibilities of water users and maintenance persons.

5.2 Water supply

The project has been very successful in reaching the unreached but this is becoming increasingly costly and, at the same time, more vulnerable in regard to financial and technical sustainability. It is, therefore, recommend that:

- ❑ structures of old water supply schemes shall be used to the extent possible (now some structures in good condition have been replaced by new ones);
- ❑ the project will consider setting a ceiling per capita cost, adjusted to the capacity of the users to cover O&M costs;
- ❑ the project will assess the applicability of rainwater harvesting where piped water supply is unfeasible;
- ❑ the project may continue to consider options, such as protection of communities' water sources, i.e., point source improvement (without piping) to provide safe water, albeit below the "basic" level in terms of accessibility;
- ❑ the project will advocate for mainstreaming WASH initiatives in VDC and DDC periodic plans for resource leveraging, ownership and sustainability;
- ❑ the project will carry out a study, jointly with RVWRMP, on appropriate principles and criteria for rehabilitation/reconstruction of old schemes while new schemes become too costly; and
- ❑ the project will commission a comprehensive study on good practices and lessons learned for wider replication of good initiatives.

The project should not support rehabilitation and reconstruction of such water supply schemes that need investment because of neglect of maintenance.

In regard to safe water supply, it is recommended that:

- ❑ the project does not support construction of shallow tube wells, due to high risk of arsenic in shallow aquifers in Terai, high risk of micro-biological contamination, and low cost suitable for private wells;
- ❑ designers of schemes should be instructed to pay particular attention to contamination risks; and
- ❑ the project will put more emphasis to visual inspections (in WSPs) to be applied in monitoring of schemes by WUSCs, especially in the Hills.

In order to improve the quality of water supply schemes, it is recommended that:

- ❑ all required items shall be included in design estimates (faults, resulting in problems in completing schemes, were observed in the field); construction works shall be completed before final monitoring of schemes (not always the case in spite of guidelines); and
- ❑ design and construction errors of Phase I and Phase II schemes shall be identified and rectified, in order to leave behind usable and sustainable schemes.

In order to improve the likelihood of sustainability of water supply schemes, it is recommended that:

- ❑ the project will pay more attention to training delivery – instead of standardised training more tailored refresher training, responsive to capacity gaps should be provided;
- ❑ there should be minimum requirements for the quota of women to be appointed as Treasurers and Secretaries of WUSCs or, if women are unavailable, there should be flexibility, possibly in exchange of female majority in WUSC;
- ❑ cooperation with livelihood projects/activities will be explored in order to enhance financial sustainability; and
- ❑ the project will prepare and distribute ledger books, O&M diaries, templates/forms for meeting minutes, etc. with relevant training to WUSCs and VMWs.

5.3 Institutional aspects

In order to improve institutional sustainability, it is recommended that:

- ❑ bearing in mind the crucial role of D-WASH Units, DDC-WASH focal persons and information and communication officers should be appointed to be ex-officio member of D-WASH Units for institutional memory and sustainability;
- ❑ MoFALD should make WASH performance one of the indicators of Performance Appraisal Review of relevant senior officials (duty bearers);
- ❑ the project shall explore the performance of districts and their institutional capacity with reduced project support, possibly jointly with other sector actors (GoN or external) who could continue resourcing of D-WASH Units;
- ❑ the project shall be adapted to new institutional structure (if such emerges);
- ❑ there should be a no-cost extension of Phase II by one full year, including 1 MEUR from GoF and another 1 MEUR from GoN;
- ❑ The project shall actively explore new channels and approach more active sector institutions (than DoLIDAR) – especially SEIU – to have its knowledge products adopted in wider use;
- ❑ the project shall prepare a proposal for an overall plan for the remaining period of Phase II, including the one-year extension; and
- ❑ the project working area should not be expanded from the 14 districts to ensure sustainability of achieved results.

The investment budget of Phase II would allow the continuation of scheme implementation at the pace of the first two years of Phase II by additional four months. Thereafter there would be a dramatic decline of implementation capacity. It is recommended, instead, that the implementation will be slowed down for FY04 and Phase II will be extended with FY06. The MTE team does not consider extension necessary because of delayed expenditure caused by the blockade but the blockade has already resulted in slowing down of implementation. Although the target of full coverage of basic water supply and sanitation by 2017 has not been officially amended³⁹, it is clear to the MTE team and it was the common understanding of all interviewees that this target is impossible to achieve. Slowing down would also allow more time for adaptation to new institutional arrangements, which are expected to be in place by then. Moreover, there would be more time to prepare districts (if they then exist) to continue the work for the benefit of WUSCs.

As the future of the federal structure, local government and sector organisation is very uncertain and unpredictable, the MTE team does not make recommendations in regard to continuation of the Finnish support in the water sector **beyond** RWSSP-WN II. Instead, Finnish support, possibly from RWSSP-WN and/or RVWRMP should increasingly be directed to sector development at the central level **simultaneously** with RWSSP-WN II in its remaining time. This should be part of profound efforts to improve sector efficiency and ultimate strengthening of national and local institutional capacity in a sustainable manner.

5.4 Proposal for WASH sector enhancement

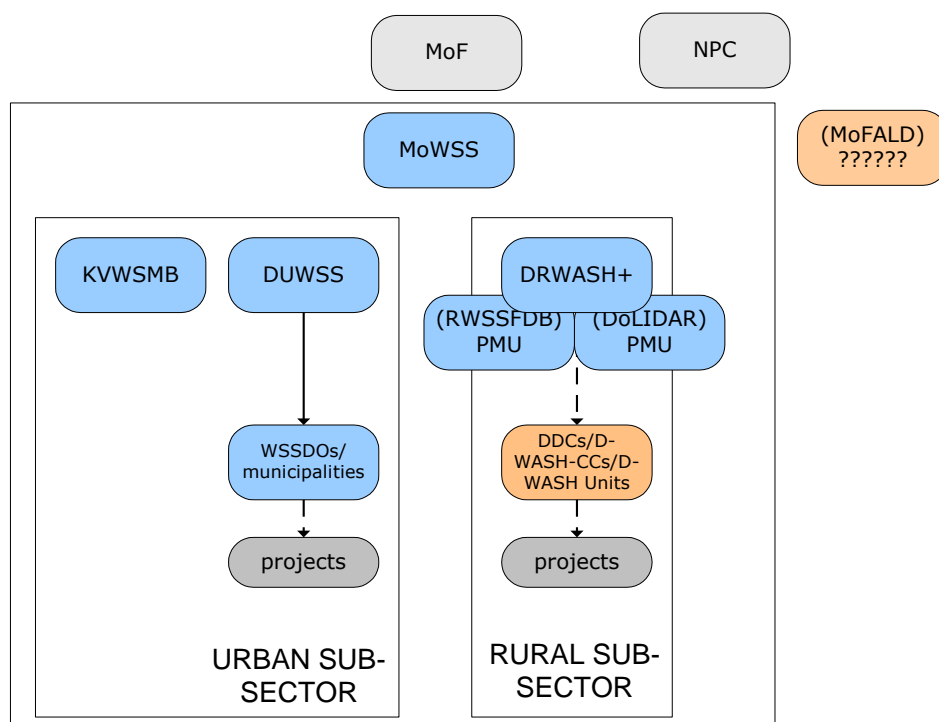
Finland and the World Bank are the main external supporters of rural WASH in Nepal. Neither of them has partnered in implementation and channelling of the resources with the “lead sector agency” – DWSS. Undoubtedly, DWSS has by far the most abundant technical resources but it has proved to be reluctant to adopt genuine community managed approach. As long as the above three key players continue their operations in isolation, there is little hope – if any – to have sustainable institutional capacity to efficiently provide support to sustainable community based rural WASH. Finland, chairing the Development Partners' Working Group on the WASH-for-All initiative, should take an active role in getting the three key players to join their forces for the benefit of Nepal and, especially, WUSCs as the right holders to sustainable WASH.

After the establishment of MoWSS, there could be a long-awaited momentum to strengthen the sector by establishment of a rural department under MoWSS, combining resources from DWSS, DoLIDAR and RWSSFDB. Initially the projects managed through DoLIDAR and RWSSFDB could have separate Project Management Units (PMUs) in the rural department. At the district level, D-WASH Units should be replicated throughout the country and take the overall responsibility for facilitating rural WASH along the principles set out in Rural Water Supply and Sanitation National Policy, Strategies and Strategic Action Plan. D-WASH Units should continue to be accountable to DDCs. The proposed concept for sector reorganisation is illustrated in Figure 8.

In order to improve financial sustainability of water supply schemes, a financing mechanism, providing WUSCs with access to borrowing capital for major rehabilitation, repair and upgrading of water supply schemes should be developed at the national level.

The recommendations are presented in a form of an evaluation matrix, including issues, key findings, recommendations and responsible stakeholders, in Table 18.

³⁹ In the SDP draft the overarching targets for the Short Term (2016-2020) period include universal access to basic WASH services. This indicates that the target year will be amended.



KVWSMB = Kathmandu Valley
Water Supply Management Board
DUWSS = Department of Urban
Water Supply and Sewerage

DRWASH+ = = Department
of Rural WASH+
WASH+ = WASH, micro-
hydro, micro-irrigation, etc.

Figure 8 Proposal for WASH reorganisation

Issue	Finding	Recommendations	Responsibility
<p>Sanitation (Result 1)</p>	<p>In terms of ODF declarations, RWSSP-WN II has performed well; the actual situation in many ODF declared VDCs is below ODF standard. Situation is better in the Hills but in the Terai, ODF has often been forced by local authorities and politicians. More simplistic sanitation and behaviour change promotion tools would be needed.</p>	<p>Recommendations</p> <ul style="list-style-type: none"> <input type="checkbox"/> focus more on ensuring the true ODF status where it has been declared and on ODF follow-up and monitoring rather than further ODF declarations; <input type="checkbox"/> emphasize strong community-wide hygiene education programs before, during, and after physical water and sanitation interventions are implemented; <input type="checkbox"/> ensure adequacy of water supply as part of total sanitation; <input type="checkbox"/> apply more intensive and diversified promotion methods for ODF, post-ODF and total sanitation as well as source protection, especially in the Terai, and use students in school-led total sanitation more intensively <input type="checkbox"/> integrate solid waste management in promotion of total sanitation; <input type="checkbox"/> work out drainage improvement measures in the Terai in order to maintain hygiene and sanitary conditions at the level compliant with ODF and total sanitation. <input type="checkbox"/> discourage and penalise local authorities using forceful measures when aiming at ODF and total sanitation; 	<p>RWSSP-WN PSU, PCO and WASH Advisers DMCs in three Terai districts</p>
<p>Water supply (Result 2)</p>	<p>The project has been very successful in reaching the unreached but this is becoming increasingly costly and, at the same time, more vulnerable in regard to financial and technical sustainability. Concerns include (financial) sustainability of schemes and safety of water (to some extent).</p>	<p>Technical and financial sustainability:</p> <ul style="list-style-type: none"> <input type="checkbox"/> use the structures of old WS schemes to the extent possible; <input type="checkbox"/> consider setting a ceiling per capita cost, adjusted to the capacity of the users to cover O&M costs; <input type="checkbox"/> assess the applicability of rainwater harvesting where piped water supply is unfeasible; <input type="checkbox"/> continue to consider options, such as protection of communities' water sources, i.e., point source improvement (without piping) to provide safe water, albeit below the "basic" level in terms of accessibility; <input type="checkbox"/> advocate for mainstreaming WASH initiatives in VDC and DDC periodic plans for resource leveraging, ownership and sustainability; <input type="checkbox"/> carry out a study, jointly with RVWRMP, on appropriate principles and criteria for rehabilitation/reconstruction of old schemes while new schemes become too costly. <p>Safe water supply:</p> <ul style="list-style-type: none"> <input type="checkbox"/> no support to construction of shallow tube wells, due to high risk of arsenic in shallow aquifers in the Terai, high risk of micro-biological contamination, and low cost suitable for private wells; <input type="checkbox"/> instruct designers of schemes to pay particular attention to contamination risks; <input type="checkbox"/> put more emphasis to visual inspections (in WSPs) to be applied in monitoring of schemes by WUSCs, especially in the Hills. 	<p>DoLIDAR and district authorities RWSSP-WN PSU, PCO and WASH Advisers RWSSP-WN PSU and RVWRMP PSU RWSSP-WN PSU, PCO and WASH Advisers</p>

Issue	Finding	Recommendations	Responsibility
		<p>Quality of water supply schemes:</p> <ul style="list-style-type: none"> <input type="checkbox"/> ensure that all required items are included in design estimates (faults, resulting in problems in completing schemes, were observed in the field); construction works shall be completed before final monitoring of schemes (not always the case in spite of guidelines); and <input type="checkbox"/> identify and rectify all design and construction errors of Phase I and Phase II, in order to leave behind usable and sustainable schemes. <p>Sustainability of water supply schemes:</p> <ul style="list-style-type: none"> <input type="checkbox"/> pay more attention to training delivery – instead of standardised training more tailored re-fresher training, responsive to capacity gaps should be provided; <input type="checkbox"/> design minimum requirements for the quota of women to be appointed as Treasurers and Secretaries of WUSCs or, if women are unavailable, there should be flexibility, possibly in exchange of female majority in WUSC; <input type="checkbox"/> explore cooperation with livelihood projects/activities in order to enhance financial sustainability; and <input type="checkbox"/> prepare and distribute ledger books, O&M diaries, templates/forms for meeting minutes, etc. with relevant training to WUSCs and VMWs. 	<p>RWSSP-WN PSU, PCO and WASH Advisers</p> <p>RWSSP-WN PSU, PCO and WASH Advisers</p>
<p>Institutional aspects (Result 3)</p>	<p>The project has a very systematic approach in WUSC capacity building but the impact of training has not always been permanent. The future of the key actors at the district level – D-WASH Units is not ensured. The project has produced and updated a considerable number of manuals, guidelines, briefs, brochures, etc., some of them innovative, some too comprehensive.</p>	<p>Improved institutional sustainability:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Appoint DDC-WASH focal persons and information and communication officers to be ex-officio member of D-WASH Units for institutional memory and sustainability (the crucial role of D-WASH Units); <input type="checkbox"/> make WASH performance one of the indicators of Performance Appraisal Review of relevant senior officials (duty bearers); <input type="checkbox"/> explore the performance of districts and their institutional capacity with reduced project support, possibly jointly with other sector actors (GoN or external) who could continue resourcing of D-WASH Units; <input type="checkbox"/> actively explore new channels and approach more active sector institutions (other than DoLIDAR) – especially SEIU – to have its knowledge products adopted in wider use 	<p>District authorities</p> <p>MoFALD and district authorities</p> <p>DoLIDAR, MoFALD</p> <p>RWSSP-WN PSU</p>
<p>Exit and future Fin-nish support</p>	<p>The investment budget of Phase II would allow the continuation of scheme implementation at the pace of the first two years of Phase II by additional four months. Thereafter there would be a dramatic decline of implementation capacity.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> there should be a no-cost extension of Phase II by one full year (for FY06), including 1 MEUR from GoF and another 1 MEUR from GoN; <input type="checkbox"/> the project shall prepare a proposal for an overall plan for the remaining period of Phase II, including the one-year extension; and <input type="checkbox"/> the project working area should not be expanded from the 14 districts to ensure sustainability of achieved results. <input type="checkbox"/> the project shall be adapted to new institutional structure (if such emerges); 	<p>Competent Authorities</p> <p>Supervisory Board</p>

Issue	Finding	Recommendations	Responsibility
WASH sector enhancement	As long as the key WASH sector players continue their operations in isolation, there is little hope – if any – to have sustainable institutional capacity to efficiently provide support to sustainable community based rural WASH.	<p>Implementation pace and project exit:</p> <ul style="list-style-type: none"> <input type="checkbox"/> slow down the implementation down for FY04; slowing down would also allow more time for adaptation to new institutional arrangements, which are expected to be in place by then; there would be more time to prepare districts (if they then exist) to continue the work for the benefit of WUSCs. <input type="checkbox"/> Finish support, possibly from RWSSP-WN and/or RWRMP should increasingly be directed to sector development at the central level simultaneously with RWSSP-WN II in its remaining time. This should be part of profound efforts to improve sector efficiency and ultimate strengthening of national and local institutional capacity in a sustainable manner. <input type="checkbox"/> at the central level, a rural department should be established under MoWSS, combining resources from DWSS, DoLIDAR and RWSSFDB; <input type="checkbox"/> a financing mechanism, providing WUSCs with access to borrowing capital for major rehabilitation, repair and upgrading of water supply schemes should be developed at the national level; <input type="checkbox"/> at the district level, D-WASH Units, accountable to DDC, should be replicated throughout the country and take the overall responsibility for facilitating rural WASH <input type="checkbox"/> 	<p>Supervisory Board RWSSP-WN PSU and PCO</p> <p>Competent Authorities Supervisory Board</p> <p>GoN, MoWSS, MoFALD, RWSSFDB, key sector supporters</p>



MINISTRY FOR FOREIGN AFFAIRS
ASA-40/KAT
Kuivalainen Jetta/ Ilomäki Jukka

TERMS OF REFERENCE
Mid-Term Evaluation

1 (5)

7.1.2016

Mid -Term Evaluation of the Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II)

1. Background to the mid-term evaluation

Water is one of the three main sectors in development cooperation between Finland and Nepal.

RWSSP-WN Phase II works in Baglung, Myagdi, Parbat, Syangja, Tanahun, Pyuthan, Kapilvastu, Rupandehi, Nawalparasi, Gulmi, Rolpa, Palpa, Arghakhanchi and Mustang districts. Of these, during the Second Fiscal Year (July 2014- July 2015) the project supported Arghakhanchi, Rolpa, Mustang and Palpa for sanitation only without district-based staff from the project side. RWSSP-WN is implemented through the decentralized governance system following the rules and regulations of Government of Nepal.

The overall objective of RWSSP-WN is to support the Government of Nepal (GoN) to achieve improved health and fulfilment of the equal right to water and sanitation for the inhabitants of the Project area.

The purpose of Phase II is to ensure right to safe and sustainable domestic water, good health and hygiene for the poorest and most excluded households through a decentralized governance system. The expected results of RWSSP-WN II are:

- Result 1 (Component 1 Sanitation and Hygiene): Access to sanitation and hygiene for all achieved and sustained in the project working districts;
- Result 2 (Component 2 Rural Water Supply): Access to safe, functional and inclusive water supply services for all achieved and sustained in the project working VDCs; and
- Result 3 (Component 3 Capacity Development): strengthened institutional capacity of government bodies to plan, coordinate, support and monitor the WUSCs and other community groups in the implementation, operation and maintenance of domestic water, sanitation and hygiene programmes in a self-sustainable manner.

The MFA procured one service provider to carry out both the appraisal of the project document and the MTE in an open procurement process in December 2012. The Selected service provider is Hannu Vikman Consulting. This TOR focuses only on specific issues to be studied in the MTE that were not in the joint TOR for the appraisal and MTR in 2012.

2. Objectives of the mid-term evaluation

The purpose of the Mid-Term Evaluation is to provide the Governments of Finland and Nepal as well as the project implementer an external, independent and objective analysis and assessment of the value, worth and merit of the project achievements (intended and unintended) based on the OECD DAC evaluation criteria and to provide recommendations on ways to improve the performance of the project in the remaining years.

The evaluation is particularly expected to:

- Provide evidence of the performance of the project to date and likely performance in the future (is the project achieving its objectives, incl. the cross-cutting objectives?)
- Analyse the reasons, that explain success and/or failure (understanding why?)
- Provide recommendations for changes in the project to ensure smooth closing after the current phase and sustainability of project's results after completion phase (if needed)
- Provide recommendations for the Government of Finland for the future support of water sector in Nepal and how the remaining years of RWSSP-WN II can contribute towards this.

The MTE should comment possibilities for future engagement of the Government of Finland in the water sector in Nepal. As a background information the MTR of RVWRMP II can be looked into, together with selected interviews. Consideration and assessment of the local political scene and geographical focus should be included. Based on the findings the MTE shall also give recommendations on continuation of the Finnish support in the sector beyond RWSSP-WN II in terms of the possible modality, scope and size.

3. Issues to be studied

The MTE team will apply the OECD/DAC evaluation criteria; relevance, effectiveness, efficiency, sustainability and impact. As appropriate, they will also consider the three EU criteria of cooperation, complementarity and coherence. The MTE team should use their specific expertise in addressing the issues listed below. Yet, the MTE team should not feel restricted to the following issues, should it happen that in the course of the process the necessity of addressing some additional tasks or issues rises according to the expert judgment of the MTE team.

Overall achievement at mid-term stage

1. The MTE will analyze the overall performance of RWSSP WN II within the context of local and national development challenges and targets.
2. Discrepancies between the planned and actual implementation will be identified and analysis given of the necessity of these discrepancies, in particular in terms of sustained capacity, institutional development and investments.

Relevance

3. Has the situation (relevance) changed since the approval of the Project Document?
4. Is the project consistent with the policies of Nepal and Finland? How the project activities are linked to the GON's new plans and policies?

Efficiency (sound management and value for money)

5. How well have the activities transformed the available resources into intended results, in terms of quantity, quality and time? Can the costs of the programme be justified by the results? Have the contributions by the partner country been provided as planned?

6. Quality of the day-to-day management? Are possible risks to implementation adequately monitored and addressed? Quality of monitoring and reporting on achievements? Special attention shall be paid to assessing gender sensitivity and inclusion of most disadvantaged groups, community participation and good governance (e.g. whether the project has adequately planned and put into practise the cross-cutting issues).

Effectiveness

7. Is the quality and quantity of the produced results in accordance with the plans?
8. Are the results making a contribution towards reducing poverty and inequality, and promoting sustainable development?

Sustainability

9. What are the possible strengths/weaknesses/opportunities/threats that enhance or inhibit sustainability? (considerations for financial, institutional, technical, socio-cultural, environmental and climate sustainability)
10. What are the most important sustainability indicators of the water supply schemes and what is the prevailing situation if assessed based on these indicators?
11. Maturity of an exit strategy (PD page 31)? Is the gradual handing over plan in place in different levels (district and UC)?

Impact

12. Has progress been made towards achieving the overall objective of the project?
13. Do the indicators for the overall objective show that the intended changes are starting to take place?

Other major issues

14. Assess the extent to which RWSSP-WN II has been visible and influenced the national sector development.
15. Review the KPMG audit made in the beginning of the RWSSP-WN II and assess if its main recommendations (related to ownership generation of WUSCs, procurement and monitoring) have been operationalized.
16. Examine, whether the job descriptions of TA need to be updated for the remaining period.
17. Define budget implications for GoF and GoN, geographic scope and timing of potential (or needed) additional investments for the remaining project period to ensure the sustainability and long-term impact of the investments done so far.
18. Assess the functionality of the Project supervision arrangement and review the ToR's for Supervisory Board and Steering Committee and review the minutes of the meetings.
19. A special emphasis should be paid to specific challenges characteristic to the Terrain area.
20. Assess whether the project and district staff are aware and in comprehension of key project manuals and other documentation.

21. Analyse whether the technical scope and extent of the project (e.g. DRR aspects of WSPs, recharge ponds) are justified or if there are needs for wider or narrower scope.
22. Analyse the modality of V and D WASH Plans that the Project has adopted. What improvements might be needed in these planning tools?
23. Discuss the role of D WASH Unit with the Project and key stakeholders staff and provide recommendations in terms of sustainable institutional arrangement in the district level.

4. Methodology and the evaluation process

The team will use mixed methods (qualitative and quantitative) for collecting information and evidence to enable triangulation in the drawing of findings. Field visits will be made to a representative sample of project sites. The sampling principles and their effects to reliability and validity of the evaluation must be elaborated separately. A systemic analysis method will be used to analyze the evidence.

Supportive information on all findings must be presented in the final report. The team is encouraged to use statistical evidence where possible. Direct quotes from interviewees and stakeholders may be used in the reports, but only anonymously and when the interviewee cannot be identified from the quote.

Kick off meeting: The assignment will begin with kick-off briefing meetings at the Ministry for Foreign Affairs (MFA) in Helsinki and at the Embassy of Finland in Kathmandu (or jointly via video-conference). During these meetings, support materials, combined with sector and program-specific briefings will be given. The consultants are expected to make necessary revision in their approach and methodology on the basis of these discussions.

Desk review: The consultant is expected to carry out a desk review based on the documentation provided by the MFA and the Embassy of Finland in Kathmandu.

Interviews and fieldwork: The Embassy of Finland in Kathmandu will provide relevant information on possible meetings and interviews. The actual logistics of organizing the interviews and appointments remain the task of the evaluation team.

The mission will be carried out in close cooperation with the Finnish Embassy in Kathmandu and the competent Nepalese authorities at the national, district and local levels.

A selection of **strategic programme documents** is expected to be studied, including for example:

- Revised Project document approved by the Steering Committee and supervisory board.
- Annual progress and financial reports
- Annual work plans
- Inception reports
- Implementation plans
- Steering committee meetings, supervisory board meeting decisions, etc
- Technical tender
- Personal administration manual
- Technical reports and manuals
- Review of Phase I and Audit reports

The MTE will use most of its time in the project area i.e. outside Kathmandu valley.

5. Time schedule

A tentative time schedule is presented below.

1.2.2016	Deadline for Inception Report (including detailed work plan)
22.2 - 11.3	Mission in Nepal
31.3.2016	Debriefing at MFA & submission of Draft MTR Report to MFA and NPD
21.4.2016	Submission of final MTR report

6. Reporting

The MTE team must submit the following deliverables:

Inception report: Before field work and on the basis of the desk review, the consultant shall present an inception report. The inception report consists of the initial findings and conclusions of the desk study, an evaluation matrix and a detailed and updated work plan and detailed division of labor within the team.

Presentation on the field findings: Presentation on the field findings must be given in Kathmandu and in Helsinki. The latter can also be done over a conference call arrangement.

Draft final report: Draft final report amalgamates the desk study report and the field findings. The MFA and the relevant stakeholders will submit comments on the draft final report to the consultant within two (2) weeks after receiving the draft final report.

Final report: The final report shall be submitted to the MFA one week after receiving the comments on the draft report. Final MTE Report should include executive summary in English and Finnish. The final MTE report will be published on the Ministry's website.

Annexes can be used for additional information. This Terms of Reference will be as Annex 1 and the people interviewed as Annex 2. Other annexes can be used, if required. The findings, conclusions, lessons learned and recommendations must be clearly based on evidence collected. The number of recommendations should be restricted to the minimum necessary and their formulation must be clear and unambiguous so as to deliver explicit message to the decision-makers.

Abbreviations and acronyms must be clearly explained.

7. Mandate

The consultant is expected and entitled to discuss with relevant parties, government authorities, local authorities, NGOs and individuals relevant to the assignment. The consultant is not, however, authorized to make any commitments on behalf of the Governments of Finland and Nepal or represent him or herself as representative of the Governments of Finland and Nepal.

Annex 1. Evaluation Manual 2013

Documentation Consulted

Government of Nepal

1. SEIU/MoUD 2015 Draft Water Sanitation and Hygiene National Sector Development Plan, Draft 4 January 28, 2016
2. Constitution of Nepal, September 2015
3. Central Bureau of Statistics 2011 Population Census of Nepal
4. Central Bureau of Statistics/National Planning Commission Secretariat 2014 Population Monograph of Nepal 2014
5. Central Bureau of Statistics/National Planning Commission Secretariat 2011 Nepal Living Standards Survey 2010/11 Statistical Report Volume I, November 2011
6. National Sanitation and Hygiene Master Plan, May 2010
7. Rural Water Supply & Sanitation National Policy & Rural Water Supply & Sanitation National Strategy, January 12, 2004
8. Local Self Government Act, 1999
9. Central Bureau of Statistics & UNICEF 2015 Multiple Indicator Cluster Survey 2014. Monitoring the situation of children and women. Final Report, December 2015
10. Ministry of Urban Development 2015 National Urban Development Strategy, Final Draft

Ministry for Foreign Affairs, Finland

11. Ministry for Foreign Affairs 2012 Development Policy Programme
12. Ministry for Foreign Affairs 2013 Evaluation Manual
13. Ministry for Foreign Affairs 2013 Manual for Bilateral Programmes
14. Ministry for Foreign Affairs 2015 Results Based Management Guidelines
15. Ministry for Foreign Affairs 2015 Guidelines on Human Rights Based Approach.
16. Terms of Reference, Mid-Term Evaluation of the Rural Water Supply and Sanitation Project in Western Nepal, Phase II (RWSSP-WN II), January 2016
17. Ministry for Foreign Affairs 2016 Government Report on Development Policy, February 2016

RWSSP-WN I

18. Completion Report of 1st Phase, August 2013
19. KPMG 2013 Report on Audit Procedures of RWSSP-WN, Period of August 2011-June 2013, 30 September 2013

RWSSP-WN II

20. RWSSP-WN II Project Document, March 2013 (Final Draft)
21. RWSSP-WN II Project Document, 10.06.2014 (Final), endorsed by the 3rd Supervisory Board meeting 09.06.2014
22. Agreement between the Government of Finland and the Government of Nepal on the Co-operation in the Completion Phase of Rural Water Supply and Sanitation Project in Western Nepal (RWSSP-WN II), signed 16.09.2013
23. Inception Report, 10.6.2014, Finalized and aligned with the final Project Document after the 1st Steering Committee and 3rd Supervisory Board meeting 09.06.2014
24. RWSSP-WN Phase II District Inception Workshops (February 20 – March 14, 2014), Presented to the 2nd Supervisory Board meeting 03.04.2014
25. MoUs between DDC and DoLIDAR for RWSSP-WN II, signed in February-July 2014; and MoU between FEDWASUN and DoLIDAR, signed in June 2014
26. Baseline Report for RWSSP-WN II, 04.02.2015
27. Annual Work Plan FY01, FY 2070/071 - CY 2013-14, Approved by the 1st Supervisory Board 30.1.2014, revision approved by the 2nd Supervisory Board meeting 03.04.2014
28. Annual Work Plan FY02, FY 2071/072 - CY 2014-15, Approved by the 4th Supervisory Board 17.09.2014, revision approved by the 6th Supervisory Board meeting 22.02.2015
29. Annual Work Plan FY03, FY 2072/073 - CY 2015-16, 7th Supervisory Board Meeting
30. Annual Progress Report FY01 (FY 2070/71 – CY2013/14), Finalized 17.09.2014 after the approval of the 4th Supervisory Board meeting 25.08.2014
31. Annual Progress Report FY01 (FY 2070/71 – CY2013/14) Volume II District Reports, 15.08.2014

32. Semi-Annual Progress Report FY02 (FY 2071/72 – CY2014/15), Finalized after the approval of the 5th Supervisory Board meeting 22.02.2015
33. Annual Progress Report FY02 (FY 2071/72 – CY2014/15), 7th Supervisory Board Meeting
34. Annual Progress Report FY02 (FY 2071/72 – CY2014/15) Volume II District Reports (in process), 7th Supervisory Board Meeting
35. Semi-Annual Progress Report FY03 (FY 2072/73 – CY 2015/16), 17.7.2015-15.1.2016
36. KPMG 2014 Performance Audit of the Finnish Development Aid to Nepal, Auditor's Statement of Project Accounts, Project title Rural Water Supply and Sanitation Project – Western Nepal, 21 May 2015
37. Follow-up Table and Action Plan to Address the KPMG Recommendation, update 26 Jan 2016
38. Minutes of Supervisory Board meetings number 1-7, Draft minutes of the RWSSP-WN II 8th Supervisory Board meeting 11.03.2016
39. Minutes of Steering Committee meetings number 1-2
40. PMT Minutes October 2013 – January 2016
41. Project Administration Manual (PAM), February 2014, endorsed by 1st Supervisory Board meeting 31.01.2014
42. General Recruitment Principles, updated version 21.07.2015
43. Security and Emergency Preparedness Plan, 04.02.2015
44. RWSSP-WN II Vehicle Movement Guidelines, 13.02.2015
45. WASH Implementation Guidelines RWSSP-WN II, 7th Supervisory Board Meeting
46. Community Contribution for RWSSP-WN II WSS Scheme Implementation, April 2014, Endorsed by the 2nd Supervisory Board meeting 03.04.2014
47. Support Persons Selection and Mobilization Guidelines, April 2014, Endorsed by the 2nd Supervisory Board meeting 03.04.2014
48. Concept Note for Drinking Water Supply Schemes Selection, 7th Supervisory Board Meeting
49. Concept Note for VDC Exit, 7th Supervisory Board Meeting
50. Concept Note for Monitoring, 7th Supervisory Board Meeting
51. Concept Note for Post-Construction Phase, 7th Supervisory Board Meeting
52. Concept Note for District-Driven Model, 7th Supervisory Board Meeting
53. Post-Construction Guideline, 7th Supervisory Board Meeting
54. Training Norms, 03.04.2014, endorsed by the 2nd Supervisory Board meeting 03.04.2014
55. Capacity Building Guideline for RWSSP-WN II, August 2014, endorsed by the 4th Supervisory Board meeting 25.08.2014, (updated version 15.05.2015)
56. Sanitation and Hygiene Capacity Building Manual, 04.09.2014
57. District Strategic WASH Plan Preparation Guideline, 27.02.2015
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79. District and VDC WASH Plans
80. Districts Post-ODF Strategies (Myagdi, Parbat, Pyuthan, Tanahun, Baglung, Arghakhanchi)
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15. Mr Rajiv Pokharel, Under Secretary, Health

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23. Mr Pragun Rana, Programme Officer

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36. Ms Sini Pellinen, Field Specialist
37. Mr Tej Ojha, Water Supply Technical Specialist
38. Mr Chandra Bhakta Bista, Sanitation and Hygiene Specialist

39. Mr Jari Laukka, Institutional Development and Monitoring and Evaluation Specialist
40. Ms Sangita Khadka, Social Development Specialist
41. Ms Kalpana Dishwa, National Field Specialist
42. Mr Bashu Dev Pandey, District WASH Advisor

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43. Mr Narayan Prasad Shrestha, National Project Coordinator
44. Mr Shital Subedi, Liaison/Admin. Officer

Arghakhanchi, Nepal

DWASHCC meeting, Sandhikharka

45. Ms Deepa Ghimire
46. Ms Laxmi Pandey Gautam, LDO
47. Mr Surat Bam, Water Supply & Sanitation Division office
48. Ms Yamuna Bhusal, Political person
49. Mr Amar Bahadur Thapa, Political person
50. Mr Dilliraj Bhusal, Political person
51. Mr Laxman Kandel, Political person
52. Mr Kushal Bhusal, DPO, RWSSP
53. Mr Balkrishna Aryal, Engineer DTO
54. Mr Harishchandra Bhusal
55. Mr Bhoj Raj Pokhrel
56. Mr Surendra Raj Parajuli, DEO
57. Mr Tek Bahadur Thapa, PABSAN
58. Mr Top Bahadur, RSMPSM
59. Mr Dibash Dhakal, SUA AHARA
60. Mr Megh Pd Pandey, SSECPG
61. Mr Prem Narayan Ghimire, PRAG
62. Mr Ram Chandra Pokhrel
63. Mr Gopal Pd Panthi, FEDEN Chair
64. Mr Jeew Narayan Koirala, Political person
65. Ms Kalpana Pokharel
66. Ms Bishnu Dawadi, UN Habitat
67. Mr Binod Acharya, Political person

WUSC Meeting, Thulo Pokhara VDC

68. Mr Phارشu Ram Pandey, water user
69. Mr Krishna Dev Pandey, water user
70. Mr Bhimlal Bhattra, water user
71. Ms Gyaanu Khnal, water user
72. Mr Govinda Pd Pandey, water user
73. Mr Chandramani Acharya, water user
74. Ms Sarada Banjade, SP
75. Mr Bishwadev Nyupane, Health Post Head
76. Mr Shimlal Bhattra, water user
77. Mr Pushkarnath Acharya, VDC secretary
78. Ms Ishwara Devi Panthi, water user
79. Mr Roma Bik, water user
80. Mr Putla Bik, water user
81. Ms Shanta Bhushal, Health Post
82. Ms Manmaya Bik, water user
83. Ms Radhika Pandey, water user
84. Ms Mina Pandey, water user
85. Ms Sakuntala Acharya, water user
86. Ms Goma Khanal, water user
87. Ms Bhagawati Pariyaar, water user

88. Ms Dewaka pandey, water user
89. Ms Parbati Bik, water user
90. Ms Geeta Acharya, water user
91. Ms Sabitri Bhattra, water user
92. Ms Rukmani Bik, water user
93. Ms Tara Bik, water user
94. Ms Parbati Bik, water user
95. Ms Sunita Bik, water user
96. Mr Dhanishwar Pandey, water user
97. Mr Khadanad Paudel, water user
98. Ms Maya Paudel, Teacher
99. Mr Jai Prakash Sharma, Teacher
100. Mr Chintamani Khanal, Teacher
101. Mr Krishna Paudel, social worker
102. Mr Hari Paudel, water user
103. Ms Jashoda Panthi, water user
104. Mr. Keshav Raj Pandey, water user
105. Ms Yamuna Khan al, water user
106. Mr Bikash Pandey, water user
107. Ms Dhankala Pudel, water user
108. Ms Vishnu maya Paudel, water user
109. Ms Kamala pandey, water user
110. Ms Parbata Acharya, water user
111. Mr Bhabindra Pandey, water user
112. Mr Min Raj Pandey, water user
113. Mr Dinamani Pandey, social worker
114. Mr Laxman Bik, water user
115. Ms Ramkumari Bhattra, water user
116. Ms Janki Bik, water user
117. Mr Man Bahadur Bik, water user
118. Mr Naam Laal Pandey, social worker

Gulmi, Nepal

DWASHCC meeting, Tamghas

119. Mr Dili Ram Panthi, LDO
120. Mr Binod Marasini, Programme Officer / Executive Secretary of Local Development Fund
121. Mr Shankar pd. Gautam, DDC/program officer
122. Mr Madhu Krishna Panta, FEDWASUN
123. Mr Prakash Thapa, DTO
124. Mr Parash Panthi, DTO/Engineer
125. Ms Pratibha Panthi, WCDO
126. Mr Kamal Pant, WSSDO/Engineer
127. Mr Ramji Baniya, DPHO, Officer

District WASH Unit meeting, Tamghas

128. Mr Yubraj Marasini, WASH engineer
129. Mr Subash Gyawali, WASH sub-engineer
130. Mr Humlal Pandey, WSST
131. Mr Maniram Pandey, WSST
132. Mr Kishor Bik, F.C
133. Ms Sita Bhusal, F.C
134. Mr Hari Pd Ghimire, F.C
135. Mr Chhabilal Bik, F.C
136. Mr Shankar Brd Nepali, F.C
137. Mr Rajan Ghimire, L.W.F
138. Mr Lalmani Bhandari, H.P
139. Ms Bashundhara Ghimire, H.P
140. Ms Shrijana Khadaka, H.P

WUSC Meeting Bahun Chhahara, Balithum

141. Mr Jib Bahadur Bhamukoti, Chairperson
142. Ms Dhaka Kumari Ranjali, Treasurer
143. Mr Jiwan Kumar Mabhukoti, Secretary
144. Mr Prakash Ranjali, Joint secretary
145. Ms Punam Satumi, member
146. Mr Padam Bahadur Rana, VMW

VWASHCC Meeting, Pallikot VDC WN 6 Total Sanitation

147. Mr Bhama Gagh, VWASHCC
148. Ms Namita Rana, VWASHCC
149. Ms Mina Tandan, water user
150. Ms Sita Bhandari, water user
151. Ms Tulsha Bhandari, water user
152. Ms Tulsha Basnet, water user
153. Ms Jamuna Palli, water user
154. Mr Chakrapani Bhandari, water user
155. Mr Narendra Palli, political person
156. Mr Dhan Somate, water user
157. Mr Jeet Bahadur Rajali, teacher
158. Mr Yam Bahadur Rana, water user
159. Mr Shivilal Gharti, water user

Kapilvastu, Nepal**DWASHCC Meeting, Taulihawa**

160. Mr Niranjana Paudel
161. Mr Rajendra Man Shreshtha
162. Mr Tulsi Ram Chaudhary
163. Mr Shyam Kumar Vc
164. Ms Rina Giri
165. Ms Kamala Sapkota
166. Ms Sandhya Pandit
167. Mr Anil K. Thakur
168. Mr Thaneshwar Adhikari
169. Mr Anil Pandey
170. Mr Santosh Shrivastav
171. Mr Bidur Khatri
172. Mr Ram Parajuli

WUSC Meeting, Kapuwa VDC

173. Mr Baldev Chaudhary, WUCs
174. Mr Phauda Bahadur Khatri, WUCs
175. Mr Krishna Bahadur Shhetri, WUCs
176. Ms Maya Raymajhi, WUCs
177. Ms Mina Bhusal, WUCs
178. Ms Sabija, WUCs
179. Ms Mina Kala Khatri, WUCs
180. Ms Dhum Kala Thapa, WUCs
181. Ms Durga Khadaka, WUCs
182. Ms Goma Khadaka, water user
183. Mr Prem Kala Shhetri, water user
184. Ms Radha Paudel, water user
185. Ms Laxmi Thapa, water user
186. Ms Rita Bhushal, water user
187. Ms Kamala Gurung, water user
188. Ms Sarita khadaka, water user
189. Mr Buddhi Bahadur Gharti, water user
190. Mr Prem Prasad Paudel, water user

191. Mr Rishiram Pandey, water user
192. Mr Narayan Bahadur KC, water user

WUSC Meeting, Rangapur VDC

193. Ms Shronata Mishra, water user
194. Ms Paramila Chauhan, water user
195. Ms Nirmala Das, water user
196. Ms Raajpasi Mishra, water user
197. Ms Chandrawati Devi, Water user
198. Ms Sabitri Barai, Water user
199. Ms Jaibun Nisha Dhuniya, water user
200. Ms Laxmi Chandra Mishra, water user
201. Mr Jaish Ram Yadav, water user
202. Mr Prem Narayan Yadav, water user
203. Ms Shanti Barai, water user
204. Ms Amirta Yadav, water user
205. Ms Kitabun Nisha
206. Mr Sanjay Kumar Pashi, VDC Secretary

WUSC Meeting, Rangapur-7

207. Mr Nasim Ahamad, WUCs
208. Ms Bijayakala Tiwari, FCHVW
209. Mr Mohamad Halim, VDC Assistant
210. Mr Ram Chandra Yadav, water user
211. Mr Govinda Yadav, water user
212. Mr Binay Mallah, water user

Nawalparasi, Nepal**DWASHCC Meeting, Parasi**

213. Mr Shambhu Pd Sah, WASH adviser
214. Mr Shambhu K Sah, DTO, Engineer
215. Mr Krishna Lal Piya, Chief District Engineer
216. Ms Sangita Khadaka, Social development specialist
217. Ms Kalpana Dishwa, Field specialist
218. Mr Durga Thapa, WASH engineer
219. Mr Padum kumar Yadav, field coordinator
220. Mr Shushil yadav, sub-engineer
221. Mr Ram Kumar Bastola, L-WASH
222. Mr Shankar Pd Bhasayal, DDC
223. Mr Lal Krishna Sharma, DDC

Padatkar OHT, Parasi

224. Mr Bhim Narayan Sharma, Secretary, WUCs
225. Mr Shree Kant Kurmi, member, WUCs
226. Ms Raj Kumari Barai, Vice president, WUCs
227. Ms Manrupa Harijan, member WUCs
228. Mr Mohan Yadav, member, WUCs
229. Mr Kumnath Kurmi, member, WUCs
230. Mr Aash Narayan Chaudhary, treasurer, WUCs

WUSC Meeting, Damar

231. Mr Bakhan Singh Ale, WUCs chair
232. Mr Mr Luthman Singh Rana, WUCs
233. Mr Devi Malla, WUCs treasurer
234. Mr Nikita Dhitaure, WUCs secretary
235. Mr Sthaniya Maya Thada, member
236. Mr Rujendra Mapchhan, member
237. Mr Patiram Mapchhan, member
238. Mr Chumanshi Chiraute, member

239. Mr Shuk Bahadur Thada, water user
240. Mr Dhan Bahadur Chitaure, water user
241. Mr Bhupal Rana, H.P
242. Mr Nagendra Ale, water user
243. Mr Amar Bahadur Bik, water user
244. Mr Dev Narayan Sharma, H.P
245. Mr Thaman Shi Sharu, water user
246. Mr Ram Shi Sharu, water user
247. Mr Kamal Phyaulo, water user
248. Mr Chum Bahadur Bache, water user
249. Mr Santosh Kanu, water user
250. Mr Janak Granja, water user
251. Ms Angel Chioraule, water user
252. Ms Tika Maya Sharu, water user
253. Ms Home Maya Granja, water user
254. Ms Tuli Maya Mapchhan, water user
255. Ms Bhim Kumari Ale, wateruser
256. Ms Sita Maya Thada, water user
257. Ms Dil Maya Saaru, water user
258. Ms Tuli Maya Sugarpak, wateruser
259. Ms Naina Singh Mapchhan, water user
260. Ms Tara Maya Bik, water user
261. Mr Samar Bahadur Chitaure, Teacher
262. Mr Laaal Singh Saaru, water user
263. Mr Chandra Bahadur Rana, Water user

Palpa, Nepal

DWASHCC meeting, Tansen

264. Mr Bhim Arjun Pandey, DTO/Chief District Engineer
265. Mr Binod Nepal, Programme Officer / Executive Secretary of Local Development Fund
266. Mr Bharat Pokhrel, Engineer, DE/DWSSDO

Parbat, Nepal

DWASHCC meeting, Kushma

267. Mr Bikash Lamsal, M.P/house of parliament
268. Mr Yubraj Paudel, LDO/DDC
269. Mr Prem Dotel, DE/DWSSDO
270. Mr Mahendra Baniya, DE/DDC
271. Mr Ramnath Sharma, AO/DDC
272. Mr Prashna Pandey, D-WASH/RWSSP
273. Mr Prakash Lamsal, F.P/DDC
274. Ms, Uma Sharma, F.C/WASH U,
275. Ms Anita Paudel, F.C/WASH U
276. Mr Devraj Puri, F.C/WASH U
277. Mr Binod Giri, S.E/WASH U
278. Mr Bel Sharma, ASE/WASH U
279. Ms Devi Sharma, DDC

WUSC Meeting, Khanigaun

280. Mr Gyan Pd Sapkota, VDC/chair
281. Mr Tuk Narayan, water user
282. Mr Shiva pd Sapkota, VDC/secretary
283. Ms Mira Kumari Sapkota, water user
284. Ms Sabitri Sapkota, water user
285. Mr Shiva G.C, water user
286. Ms Tara Sapkota, water user
287. Mr Binod Sapkota, water user

288. Ms Bindu Nepali, water user
289. Mr Dev Sharma, water user
290. Ms Purnamaya Sapkota, water user
291. Mr Narayan Lamichhane, water user
292. Ms Sita Sapkota, water user
293. Mr Jhalak Sapkota, water user
294. Mr Jak Narayan Sapkota, water user
295. Mr Surya Prakash Lamichhane, water user
296. Mr Budhi Pd Paudel, water user
297. Ms Jamuna Sapkota, water user
298. Ms Man Kumari Sapkota, water user
299. Ms Ambika Sapkota, water user
300. Mr Rajendra Kunwar, water user
301. Ms Partima Sapkota, water user
302. Mr Tikaram Sapkota, water user

WUSC and V- WASH CC, Meeting Dhakalthar, Limithana-1

303. Matrika Rijal, Social Mobiliser, LGCDP
304. Mr Tuk Bahadur G.C, VMW
305. Ms Srijana Timilsana, VWASHCC member
306. Ms Manju Panta, VWASHCC member
307. Ms Kalpana Rijal, water user
308. Ms Usha Dhakal, water user
309. Mr Laal Pd Rijal, VMW
310. Mr Salikram timilsana, water user
311. Mr Om Pd Panta, political person
312. Mr Narayan Panta, water user
313. Mr Yaga Pd Panta, VWASHCC
314. Mr Bishop Panta, political person
315. Mr Mukti Pd Timilsana, water user
316. Mr Prem Pd Rijal, water user
317. Mr Govinda Rijal, water user
318. Mr Santosh Timilsana, water user
319. Mr Netra Bahadur Dhakal, water user
320. Mr Samjhna Dhakal, water user
321. Mr Shiva pd Timilsan, water user
322. Mr Raja Dhakal, water user

Total Sanitation VWASHCC Meeting, Thapa-thana, Mehal Pokhari

323. Mr Purna Bahadur Bhandari, VDC/secretary
324. Mr Ganesh Paudel, VWASHCC member
325. Mr Thaman Thapa, EX.VDC chair person
326. Mr Ashok Shreshtha, WCF Coordinator
327. Mr Bishnu Sharma, VWASHCC member
328. Ms Punam Pandey, Social mobiliser
329. Mr Krishna Tiwari, Agriculture S. center
330. Ms Kamala Shrestha, VWASHCC/ member
331. Ms Laxmi Shrestha, VWASHCC member
332. Ms Hira Shrestha, VWASHCC member
333. Ms Santi Shrestha, VWASHCC member
334. Ms Til Kumari Shrestha, FCHV
335. Ms Asha Shrestha, VWASHCC member
336. Ms Devi Paudel, water user
337. Ms Subi Thapa, WCF coordinator
338. Ms Mina Rana, WCF member
339. Ms Shushila Kunwar, VWASHCC member

Rupandehi, Nepal**DWASHCC meeting, Bhairahawa**

340. Mr Ajay Kushuwaha, WASH Adviser
341. Mr Hari Paudel, sub-Engineer
342. Mr Laxman Upadhyay, LWF
343. Mr Shesh Ram Yadav, field co-ordinator
344. Mr Hari Pd Ojha
345. Mr Bhagawati Raut, Health Promoter
346. Ms Sarada Ghimire, Field co-ordinator
347. Mr Loknath Acharya, FC
348. Mr Dharmesh Yadav, LWF
349. Mr Akhtar Husain

WUSC Meeting, Thumahawa, Piparahawa

350. Mr Sahabudin Dewan, WUCs
351. Mr Rame Kurmi, WUCs
352. Mr Ramakant Pandey, WUCs
353. Ms Prema Loth, WUCs
354. Ms Subhawati Malah, WUCs
355. Ms Sarasawati Chai, WUCs
356. Mr Bikram Chai, WUCs
357. Mr Raaj Kumar Chai, WUCs
358. Mr Raam Bilash Goad, Thumahawa-Piparahawa lower secondary school
359. Mr Anupaku Paane, Gyaan Jyoti sec. school
360. Ms Indrawati Chai, V-WASH-CC
361. Ms Rahamat Ali Dewan, V-WAH-CC
362. Mr Hasiyat Ali Dewan, V-WASH-CC
363. Mr Firoj Musalman, Youth club
364. Mr Mohamad Ali Dewan, Youth club
365. Mr Sugrim Sahani, V-WASH-CC
366. Mr Shiv Pujan Malah, youth club
367. Mr Indrawati Kahain, WUCs
368. Mr Laxman Upadhyay, D-WASH
369. Mr Loknath Upadhyay, Field coordinator
370. Mr Shesh Ram Yadav, Field coordinator

WUSC Meeting, Phulawariya (Silautiya)

371. Mr Ram Achal Bhar, WUCs
372. Mr Jai Shree Chamar, WUCs
373. Mr Sheshman Harijan, WUCs
374. Mr Ramlagan Harijan, WUCs
375. Mr Sheela Ram Gupta, WUCs
376. Mr Parshu Harijan, WUCs
377. Mr Prabhawati Harijan, WUCs
378. Ms Kumari Barai, WUCs
379. Mr Bilawati Harijan, WUCs
380. Mr Basanti Harijan, WUCs
381. Mr Chandrabati Harijan, water user
382. Ms Reshma Harijan, water user
383. Mr Jeet Bahadur Barai, water user
384. Mr Motilal Murab, water user
385. Mr Haridwar Bhar, water user
386. Mr Ram Narayan Yadav, V-WASH-CC
387. Mr Loknath Acharya, F.C (DDC)
388. Mr Shesh Ram Yadav, F.C (DDC)

WUSC Meeting, Jogada

389. Mr Mukhtar Musalman, water user
390. Mr Abadul Hai Musalman, water user
391. Mr Abadul Rahim Musalman, water user
392. Mr Rajesh Kohar, water user

393. Mr Abadul Salam Musalman, water user
394. Mr Ahamad Hussain Musalman, WUCS Member
395. Mr Abadul Wohab Musalman, water user
396. Mr Jakir Khan, water user
397. Mr Samsuddin Musalman, water user
398. Mr Bisun Yadav, WUCs Member
399. Mr Bhim Narayan Loth, water user
400. Mr Dinanath Kohar, water user

WUSC Meeting, Farena

401. Mr Umkesh Kahar, WUCs
402. Mr Kudarat Dewan, WUCs
403. Mr Sunnar Loth, WUCs
404. Mr Raazi Ahir, WUCs
405. Mr Ashiya Khatun, WUCs
406. Mr Harishchandra Loth, WUCs
407. Mr Monu Kahar, WUCs
408. Mr Ram Niwash Pd Loth, WUCs
409. Mr Baal Gobinda Gupta, WUCs

WUSC Meeting, Kotiyamai

410. Ms Man Kumari Rai, vice chair
411. Mr Bishwambhar Tharu, secretary
412. Mr Gopal KC, Treasurer
413. Mr Shyam Brd Khadaka, member
414. Mr Mohan Thapa, member
415. Mr Ram Das Mallah, member
416. Mr Muna Bik, member
417. Ms Sangita Tharu, member
418. Ms Hem kala Tharu, water user
419. Ms Jashoda Maiya Tharu, water user
420. Mr Sandip Chaudhary, water user
421. Ms Talsa Paudel, water user
422. Mr Tejendra Malla, water user

WUSC Meeting, Jogada

423. Mr Issu Musalman, toilet users' committee / secretary
424. Mr Krishna Kurari Chaudhary, LWF / RWWSSP
425. Mr Kalam Sekh, LGCDP(SM)
426. Mr Hajira Khatun, member
427. Mr Sabrunisha, member
428. Mr Ramnath Kahar, chair
429. Mr Kamlawaty Radash, care and cleaner
430. Mr Shadu Saran Harijan, cleaner
431. Mr Ravi pd Dashaudi, Post Office
432. Mr Wajid Ali, member
433. Mr Somai Loth, member
434. Mr Gaucharan Pd Chaudhary, VDC/ secretary
435. Mr Suryapura, Rupandehi, TUCs meeting
436. Ms Raajmati Harijan, member
437. Ms Baharaichi Harizan, member
438. Ms Manju Harizan, treasurer
439. Mr Tilak Pd Rijal, Ward coordinator
440. Mr Maniram Kewat, Vice chair
441. Mr Ghanshyam Kahar, member
442. Mr Hari Dhungana, chair
443. Mr Radheshyam Murad, secretary
444. Mr Sangita Harizan, cleaner

445. Mr Arjun Karki, user

WUSCs meeting, Suryapura

446. Ms Raajmati Harijan, member
 447. Ms Baharaichi Harizan, member
 448. Ms Manju Harizan, treasurer
 449. Ms Tilak Pd Rijal, Ward coordinator
 450. Mr Maniram Kewat, Vice chair
 451. Mr Ghanshyam Kahar, member
 452. Mr Hari Dhungana, chair
 453. Mr Radheshyam Murad, secretary
 454. Ms Sangita Harizan, cleaner
 455. Mr Arjun Karki, user

Public Toilet Users Committee Meeting, Gajedi

456. Ms Tara Thapa, WUCs member
 457. Mr Jai Pd Pulami, WUCs chair
 458. Mr Dilaram Thapa, treasurer
 459. Ms Radhika Nepali, member
 460. Mr Chandra Bahadur, member
 461. Ms Usha Thapa, member
 462. Ms Gopi Kumari Shreesh, member
 463. Ms Shashikala Shreesh, member
 464. Mr Sarita Shreesh, member
 465. Mr Jai Bahadur Pulami, member
 466. Ms Sunmati Thapa, member
 467. Ms Krishna kumari Thapa, member
 468. Ms Sunmati Thapa, user
 469. Ms Naamumaya Thapa, user
 470. Ms Chandrakala Thapa, user
 471. Ms Dhanmaya Pun, user
 472. Ms Chandrakala Thapa, user
 473. Ms Dhanmaya Pun, user
 474. Ms Jalal Khan, user
 475. Ms Manikala Thapa, user
 476. Mr Krishna Budhathoki, user
 477. Ms Sita Rahadi, user
 478. Mr Meen Budhathoki, user
 479. Mr Jaggi Pulami User

WUSC Meeting, Brahma Baba

480. Mr Parshuram Sapkota, WUCs chair
 481. Mr Tej pd Ghimire, vice chair
 482. Ms Aruna Tharu, treasurer
 483. Mr Rewanta shinjali, secretary
 484. Mr Nilkantha Newpane, member
 485. Ms Rupa Tiwari, member
 486. Mr Binod Gautam, water user
 487. Ms Goma Gautam, water user
 488. Mr Sadbahadur Bhatta, water user
 489. Ms Goma Bhandari, water user
 490. Mr Umanath Bhandari, water user

Syangja, Nepal

DWASHCC Meeting, Syangja

491. Mr Mahesh Bhatta, LDO
 492. Mr Rewati Raman Parajuli, DTO/DE
 493. Mr Bashudev Paudel, D-WASH/DE
 494. Mr Uday Bdr Parajuli, DDC/Planning officer
 495. Mr Khadag Bdr Kamal, DEO/DE officer
 496. Mr Khem kant Regmi, DTO/Engineer

497. Mr Bandhu Raj Baral, DDC/Acc officer
 498. Mr Ganash pd Dhakal, DHO/Branch officer
 499. Mr Tarachandra Dhakal, DDC/internal Auditor
 500. Mr Bhima Regmi, Inspector
 501. Mr Kedar Pandey, DDC/DEECCS
 502. Mr Rukum Datta Sharma, ASK Nepal/ chair - person
 503. Mr Hari pd Dhakal, ASK Nepal/ Director
 504. Mr Eka Narayan Sapkota, AACDC/PCE
 505. Mr Dol Raj Dhakal, DDC/SSC
 506. Ms Chandra Kumari Byanjankar, WCDO

WUSC Meeting, Kewarebhanjyang-2, Damkaha

507. Mr Gau Bahadur Gurung, VDC chair
 508. Mr Chandra Pd Regmi, water user
 509. Mr Karn Bahadur Gurung, water user
 510. Mr Megh Bahadur, VDC secretary
 511. Mr Bhim Raj Gurung, treasurer
 512. Mr Meen Gurung, water user
 513. Mr Raj Maya Bik, Water user
 514. Mr Maisari Gurung, water user
 515. Mr Purna Bahadur Gurung, water user
 516. Mr Walishwar Gurung, water user
 517. Mr Purna Bahadur Nepali, water user
 518. Mr Deel Bahadur Nepali, water user
 519. Mr Pamraj Gurung, water user
 520. Ms Rina Gurung, water user
 521. Ms Thagimaya Gurung, water user
 522. Ms Chandra Bahadur Gurung, water user
 523. Ms Ms Rathmaya Gurung, water user
 524. Ms Rinmaya Gurung, water user
 525. Ms Punmaya Gurung, water user
 526. Ms Punmaya Gurung, water user
 527. Ms Krishna Bahadur Rana, health Assistant
 528. Mr Dal Bahadur Gurung, water user
 529. Mr Dhan Bahadur Bik, water user
 530. Mr Deel Nepali, water user
 531. Ms Rukmaya Gurung, water user
 532. Ms Deelmaya Gueung, water user
 533. Ms Meenmaya Gurung, water user
 534. Ms Laalmaya Gurung, water user
 535. Ms Teela devi Bik, water user
 536. Ms Sunmaya Gurung, water user
 537. Ms Devisaara Gurung, water user
 538. Ms Maya Devi Nepali, water user
 539. Ms Taramaya Nepali, water user
 540. Ms Duragamaya Nepali, water user
 541. Ms Jalmaya Nepali, water user
 542. Ms Jamuna Gurung, water user
 543. Ms Takmaya Gurung, water user
 544. Ms Tulsi regmi, water user
 545. Ms Ambi Gurung, water user
 546. Ms Sangita Bik, water user
 547. Ms Somati Gurung, water user
 548. Ms Jaumaya Gurung, water user
 549. Ms Jeenmaya Gurung, water user
 550. Ms Shyammaya Gurung, water user

WUSC Meeting, Kyakmi

551. Mr Netra Narayan Manandhar, Chair
 552. Ms Kopila Pradhan, Vice Chair

553. Mr Parwati Manandhar, Secretary
554. Mr Dil Bahadur Rana, Treasurer
555. Mr Hem Narayan Manandhar, Member
556. Ms Mina Kumari Manandhar, Member
557. Ms Tikamaya Manandhar, Member
558. Mr Hum Narayan Manandhar, Water User
559. Mr Ram Narayan Manandhar, Water User
560. Mr Suka Narayan Manandhar, Water User
561. Mr Megh Narayan Manandhar, Water User
562. Mr Bhim Narayan Manandhar, Water User
563. Mr Man Narayan Manandhar, Water User
564. Mr Phau Narayan Manandhar, Water User
565. Mr Indra Narayan Manandhar, Water User
566. Ms Ganu Kumari Manandhar
567. Ms Laxmi Manandhar
568. Ms Kamala Manandhar
569. Ms Devi Manandhar
570. Mr Um Narayan Manandhar
571. Ms Prem Kumari Manandhar
572. Ms Sashikala Manandhar
573. Ms Dhankumari Manandhar
574. Ms Jhagi Maya Manandhar
575. Ms Tak Maya Manandhar
576. Ms Shrikumari Manandhar
577. Ms Sita Manandhar
578. Ms Pramila Manandhar
579. Ms Lila Manandhar
580. Ms Basanti Manandhar
581. Ms Humadevi Manandhar
582. Ms Tam Maya Manandhar
583. Ms Khina Manandhar
584. Ms Anu Manandhar
585. Ms Khima Kumari Manandhar
586. Ms Dhurga Kumari Manandhar
587. Ms Ganga Manandhar
588. Ms Binita Manandhar
589. Ms Lila Manandhar
590. Ms Shyam Maya Manandhar
591. Ms Jaumaya Manandhar
592. Ms Durga Kumari Manandhar
593. Ms Amrita Manandhar
594. Ms Radha Manandhar
595. Ms Pema Kumari Manandhar
596. Ms Purna Kumari Manandhar
597. Ms Dhanadevi Manandhar
598. Ms Juddha Maya Manandhar
599. Ms Sita Manandhar
600. Ms Mina Manandhar
601. Ms Hum Kumari Manandhar
602. Ms Maya Kumari Manandhar
603. Ms Ranta Kumari Manandhar
604. Ms Rana Kumari Manandhar
605. Ms Yam Kumari Manandhar
606. Ms Maya Kumari Manandhar
607. Ms Lok Maya Manandhar
608. Ms Rashmi Manandhar
609. Ms Shanti Manandhar
610. Ms Purna Kumari Manandhar
611. Ms Topali Manandhar
612. Ms Sirjana Manandhar
613. Ms Chutri Kumari Manandhar
614. Ms Sikha Manandhar
615. Ms Nandakala Manandhar
616. Ms Prem Kumari Manandhar
617. Ms Laxmi Manandhar
618. Ms Ramsara Manandhar
619. Ms Mati Kumari Manandhar
620. Mr Kem Narayan Manandhar
621. Mr Laxman Kumar Manandhar
622. Mr Ramnarayan Manandhar
623. Ms Bhuma Shrestha
624. Ms Devi Manandhar
625. Ms Shyam Maya Manandhar
626. Mr Ravi Manandhar
627. Mr Dal Narayan Manandhar
628. Mr Om Narayan Manandhar
629. Mr Gopal Manandhar
630. Mr Jeev Narayan Manandhar
631. Mr Dil Narayan Manandhar
632. Mr Dalle Narayan Manandhar
633. Mr Gyaan Brd B.k. member
634. Mr Om Narayan Manandhar
635. Ms Girmaya Manandhar
636. Ms Taradevi Manandhar

Field Mission Programme

Team: Hannu Vikman (HV), Dhruva Gautam (DG), Ram Chandra Shrestha (RC), Homa Thakali (HT) and Jyoti Tiwari

Date	Activities	
Sun 21/02	<i>Arrival of Hannu Vikman</i> Internal meeting	
Mon 22/02	Meetings in Kathmandu <ul style="list-style-type: none"> • WASH Development Partners (ADB, Embassy of Finland, JICA, UNICEF, WB) • Embassy of Finland • Federation of Water Supply Users of Nepal (FEDWASUN) 	
Tue 23/02	Meetings in Kathmandu <ul style="list-style-type: none"> • National Planning Commission (NPC) • Ministry of Finance (MoF) • Sector Efficiency Improvement Unit (SEIU) • Ministry of Federal Affairs and Local Development (MoFALD) • Ministry of Women, Children and Social Welfare (MoWCSW) • Rural Village Water Resource Management Programme (RVWRMP II-III) 	
Wed 24/02	Meetings in Kathmandu <ul style="list-style-type: none"> • Department of Local Infrastructure and Agricultural Roads (DoLIDAR) • Rural Water Supply and Sanitation Improvement Project (RWSSIP) and Rural Water Supply and Sanitation Fund Board • Department of Water Supply and Sewerage (DWSS) 	
Thu 25/02	<i>Travel to Pokhara</i> <ul style="list-style-type: none"> • Meeting with PSU staff 	
Fri 26/02	Meetings in Pokhara <ul style="list-style-type: none"> • PSU staff 	
Sat 27/02	Meetings in Pokhara: <ul style="list-style-type: none"> • PCO staff • PSU staff 	
28/02- 05/03	Visits to Arghakhanchi, Kapilvastu, Nawalparasi and Rupandehi (Field Team 1 HV, DG and JT)	Visits to Gulmi, Palpa, Parbat and Rupandehi (Field Team 2 (RC and HT))
Sun 28/02	<i>Travel Pokhara – Butwal, Rupandehi</i> / <i>Travel Pokhara–Kushma, Parbat</i> Parbat DDC/D-WASH Unit meeting	
Mon 29/02	<i>Travel Butwal -Sandhikharka, Arghakhanchi</i> Field visit: Thulopokhara VDC (community interaction on post ODF and total sanitation)	Field visits in Parbat: Thapathana ward number 5 (Total Sanitation monitoring) and meeting with V WASH CC, meeting with Chammi Manike Sahenla WUSC and Total Sanitation Monitoring in Limithana, Lukuwa Archale DWSS and Gramin Khanepani water supply scheme (Phase I carried over scheme) Travel back to Kushma
Tue 01/03	Arghakhanchi DDC/D-WASH-CC meeting <i>Travel Arghakhanchi–Taulihawa, Kapilvastu,</i> Field visits in Kapilwastu: Mahendrakot VDC (2 OHTs) and Kapuwa VDC (OHT and WUSC) Kapilvastu DDC/D-WASH Unit meeting <i>Travel to Lumbini</i>	<i>Travel Parbat- Syangja Bazar, Syangja</i> Meeting with DMC / WASH stakeholders Field visits in Syangja: Kewarebhanjyang VDC (Bankatta Electrical Lift Scheme (Phase I) and Total Sanitation activities in Wards no 1 and 2 Travel to Waling
Wed 02/03	Field visit in Kapilvastu: Rangapur VDC (post-ODF, hand pump schemes) <i>Travel Kapilvastu–Nawalparasi</i> Nawalparasi DDC/D-WASH Unit meeting <i>Travel to Butwal from Nawalparasi</i>	Field visits in Syangja: Bidyalaya, Gairakhola Sebak Gravity WSS in Kyakmi (Phase II) <i>Travel Kyakmi-Waling-Tansen, Palpa</i> Meeting with Palpa district staff

Date	Activities	
Thu 03/03	Field visits in Nawalparasi: Padatkar WUSC at Parasi and observed OHT, travel to Ratanpur VDC and consultation meetings with two WUSCs at Rangola and Damar villages and observed gravity DW schemes	<i>Travel Palpa to Gulmi, Gulmi</i> Field visits in Gulmi: PallikotVDC, BCC/Total Sanitation activities, meeting with Pallikot V WASH CC, Balithum VDCWUSC meeting of Bahunchhahara WSS scheme and public auditing / inauguration programme <i>Travel Balithum to Tamghas</i>
Fri 04/03	Field visits in Rupandehi: WUSCs at Thumuhawa Piprahawa (observed VDC and OHT Scheme), Farena VDC (discussed with WUSCs about Hand Pump Scheme), visit to Silautiya WUCs and discussed about Solar Lift Scheme, Rupandehi DDC / DWASH Unit Meeting	Meeting with Gulmi DDC and DWASH Unit <i>Travel Gulmi-Palpa- Butwal, Rupandehi</i>
Sat 05/03	Field visits in Rupandehi: Jogada VDC (observed Public Toilet, consultation with WUCSs about OHT scheme) and Suryapura (observed/discussed about the functionality of Public Toilet Scheme)	Meeting with Gulmi LDO (both teams) Field visits in Rupandehi: Gajedi Public Toilet scheme, Brahamababa OHT water supply scheme and Kotiyamai OHT
	<i>Travel to back to Kathmandu</i>	
Sun 06/03	Break Meeting with Ministry of Health	
Mon 07/03	Internal work, Kathmandu (GoN public holiday Mahashivaratri)	
Tue 08/03	Internal work, Kathmandu (GoN public holiday International Women's Day) Meeting with UNICEF CO	
Wed 09/03	Internal work, Kathmandu (GoN public holiday Gyalbo Lhosar) Meeting with Embassy of Finland	
Thu 10/03	Internal work, Kathmandu Meeting with PSU staff	
Fri 11/03	Wrap up, Kathmandu <i>Departure of Hannu Vikman</i>	

Wrap-up Meeting Note

Date and time: 11th March 2016, 09:15-11:00
Venue: MoFALD meeting hall, Singha Durbar, Kathmandu
Attendance:

1. Mr. Mahendra Man Gurung, Secretary MoFALD, SB Chairperson
2. Mr. Ram Krishna Sapkota, Director General, DoLIDAR, SB Member Secretary
3. Mr. Nabaraj Tiwari, Program Director, National Planning Commission, SB member
4. Mr. Yoganath Poudel, Under Secretary, Ministry of Finance, SB member
5. Mr. Jukka Ilomäki, Development Counsellor, Embassy of Finland, SB member
6. Mr. Dhan Bahadur Shrestha, Joint Secretary, MoFALD
7. Mr. Ramchandra Shrestha, NPD/ DDG, DoLIDAR
8. Mr. Chhabi Rijal, Under Secretary, MoFALD
9. Mr. Narayan Prasad Shrestha, National Project Coordinator, RWSSP-WN II
10. Mr. Suresh KC, SDE, Chief, Water Supply Section of DoLIDAR
11. Dr. Chudamani Joshi, Special Advisor, Embassy of Finland
12. Ms. Sanna-Leena Rautanen, Chief Technical Adviser, RWSSP-WN II
13. Mr. Narayan Wagle, Planning and Capacity Development Specialist, RWSSP-WN II
14. Mr. Siddeshwor Shrestha, SDE, DoLIDAR
15. Mr. Hannu Vikman, Team Leader, Mid-Term Evaluation team
16. Mr. Dhruva Gautam, MTE team member
17. Mr. Ramchandra Shrestha, MTE team member
18. Ms. Homa Thakali, MTE team member
19. Ms. Jyoti Tiwari, MTE team member

1. The context

The MTE debriefing meeting was started by short welcome remarks of Mr Ramchandra Shrestha, National Project Director, DDG, DoLIDAR. He shortly outlined the objectives of MTE of RWSSP-WN Phase II. Debriefing meeting session was chaired by Mr Mahendra Man Gurung, Secretary of MoFALD.

2. Objectives and presentation of MTR

Mr Hannu Vikman (Team Leader of MTE) provided comprehensive presentation based on the DAC evaluation criteria i.e. relevance, efficiency, effectiveness, impact and sustainability. The presentation also provided evidence on the performance of the project to date and likely performance in the future by analysing the reasons, that explain success and/or failure and offered recommendations for changes in the project to ensure smooth closing after the current phase and sustainability of project's results after completion phase. The presentation slides were distributed as handout before the presentation.

3. Discussion

Following the presentation, floor was opened for feedback, comments and suggestions. Three senior officials (DG of DoLIDAR, Development Counsellor at Finland Embassy and Secretary of MoFALD) took part in the discussion.

a. Issues and concerns of Mr Ram Krishna Sapkota, DG of DoLIDAR

- ❑ Appreciated the MTE team coming up with comprehensive preliminary findings with much evidence.
- ❑ Provided recommendations for the MTE team, and outlined the future vision for the district level institutional setup that is presently applied in the districts.
- ❑ Requested clarity on how many schemes were visited per districts as part of this MTE out of the total number of schemes of each district, and how many of them did have the issues as presented in the slides.

- ❑ Suggested that it will be worthwhile if the MTE Report outlines visited schemes at very good, good and fair in percentage based on some of the key indicators.
- ❑ Requested to have more specific recommendations on how to make Overhead Tanks in the Terai districts finally functional (and expected to have reasons for not using those right now).
- ❑ Shared the organisational structure of D-WASH Unit and how it could be strengthened in the future for the overall sustainability of the project.

MTE Team's response

- ❑ Poor social mobilisation process and not collecting the true demand for these facilities beforehand were two crucial reasons behind not using the OHT. The selection of project communities did not succeed in adequately assessing the demand and interest of communities on the technology.
- ❑ Arsenic issues, though rampant, are not fully taken into consideration by the people; hence people are still using the water from Short Tubewells. They are still ignorant about the quality of water they would receive from the OHTs and overall benefits of OHTs in the long-term.

b. Issues and concerns of Mr Jukka Ilomaki, Development Counsellor, Embassy of Finland

- ❑ Appreciated the MTR team efforts to capture many issues within a short period of time, and encouraged the project to consider the recommendations carefully in making them operational.
- ❑ Recommended to go ahead with a provision of scheme booklet that would help WUSCs in O&M and support in sustainability.
- ❑ Supported the issues raised by DG of DoLIDAR about the delayed in budget disbursement from the GON side but also confirmed that this issue is now amicably settled as budget from Finnish side is on time and the delay did not much hamper the project execution (it really keeps the balance).
- ❑ Said that the guidelines developed by the project are user friendly, comprehensive but needs additional efforts to have improved outreach with other stakeholders.
- ❑ Agreed that the present geographic coverage is sufficient for the time being and appreciated that MTR covered the geographical issues.
- ❑ Clarified that Post-ODF work deserves more attention, and that the Sanitation concept needs to be further elaborated by highlighting Finland's internal Strategy for RWSSP-WN for the institutional sustainability.
- ❑ Highlighted that WASH related issues to be addressed at the central level to make enabling environment at the project level.
- ❑ Raised that there is a risk that the overall aim for 'total sanitation' would not be met unless ODF and post ODF issues are categorically addressed.
- ❑ Agreed to the importance of preparing a strategy for the institutional sustainability of the project and that the SvB should prepare clear roadmap for the institutionalisation of D-WASH Unit.

MTE Team's response

The future sustainability of the project could largely depend upon how the D-WASH Units function and perform. The new Constitution and emergence of new Ministry (DWSS) will have also impact on the overall sustainability of the project.

c. Issues and concerns of Mr Mahendra Man Gurung, Secretary, MOFALD

- ❑ Paid attention to the progress and suggested to find the real reasons for delays and asked DoLIDAR to inform about those in a timely fashion.
- ❑ Raised the issue of delay disbursement of the GoN budget and committed to review for its improvement and asked DoLIDAR to coming up with alternative measures.

- ❑ Inquired that whether delays are as a result of project's management or externalities like Terai strikes and unofficial Indian blockade.
- ❑ Enquired about the contribution of the project into the district-level water supply coverage vs. the overall coverage and requested MTE team to coming up with XX% of overall coverage of WASH (contributed by RWSSP WN II and other projects) in Western Nepal.
- ❑ Shared the attention to the best practices generated by this project and how they could be scaled up in the other projects.
- ❑ Paid efforts to make knowledge products visible at the national level and be provided to the other projects too for idea sharing.
- ❑ Enquired how climate change and disaster issues are considered in MTE and provided ideas on Post-ODF to be successful.
- ❑ Asked DoLIDAR about the implications of frequently changing WASH indicators at centre and project level and possible measures for correct them.
- ❑ Recommended to have a full workshop with the key stakeholders when the final MTE report and its recommendations are available, to truly explore how to translate the recommendations into action.

MTE Team's response

The MTE team shared how the frequent changes in national and project level WASH indicators have affected for overall execution of the project at the district level. The team also confirmed that disaster and climate change issues will be addressed in the report. A comprehensive draft MTE report will be prepared incorporating all feedback and suggestions received by this meeting.

4. Closing remarks

Mr Gurung (Secretary of MoFALD) assured that the MTE recommendations would feed into increased overall performance of the project. To achieve this, the relevant stakeholders from their respective side should prepare plan of action to contribute. With these words, the meeting was un-animously closed.

Evaluation Process and Main Methodologies

The Team applied the following methodologies during the MTE process:

- ❑ Mobilisation (Inception) included practical arrangements, collection and stock taking of relevant data and reports, design of main evaluation methodologies, and preparation of the mission programme. This was followed by a preliminary analysis, which comprised review and analysis of data available prior to the field mission, especially all relevant legislation, policies and strategies, good practices, strengths and weaknesses of Phase I, reasons behind them and lessons to be learned from other relevant programmes were identified. Two meetings were held at the Ministry for Foreign Affairs (MFA), an initial kick off already on 14th of December, 2015 and the inception meeting on the 16th of February 2013. The Inception Report was submitted to the MFA on 1st of February, 2016.
- ❑ During the mission to Nepal primary data and views of different stakeholders were collected. To gather empirical data and information relevant to project, the MTE team carefully designed several instruments (based on the evaluation matrix incorporated in the Inception report. Simple and concise tools, techniques, checklists and guide questions for primary information collection was designed so that the key evaluation questions spelled out in the terms of reference could be addressed. Interviews and discussions were organised with target groups and stakeholders at national, district and community levels, the Project Coordination Office (PCO), Project Support Unit (PSU) and the TA consultant providing support services. Focus group discussions and key informant interviews were applied. Information gaps were filled and issues addressed and resolved to the extent possible. Initial findings of the desk analysis were verified. Primary data was collected from different sources, including relevant accounts, operation and maintenance (O&M) diaries, as well as from customers. Secondary data consisting of. e.g., work plans and budgets, semi-annual and annual progress reports and strategies and guidelines produced by the project were carefully reviewed.
- ❑ Project achievements were assessed based on an adaptation of the 'Quick Scan' method. Attention was specifically focused on the inputs, outputs, effects (results) and impact that can be assessed within a short period of time. MTE team has also applied Results-Based Management approach together with the "Most Significant Change" method in assessing the assessing the project and its achievements. The team also visited many of the project's activities to identify project's outcomes and impacts. Cross-cutting issues like gender, inclusion, HRBA, CCA and DRR and governance were carefully explored during participatory consultations. Also competency analysis exercises were employed to assess the project's strengths, weaknesses, opportunities, and threats.
- ❑ Field analysis supplemented the initial analysis on the basis of additional (field) data. This stage focused on the capacity of stakeholders at different levels. A wrap-up meeting was held on 11th of March, 2016 with the project Supervisory Board members in the Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR).
- ❑ Debriefing at MFA was held on the 23rd of March, 2016. The mission main findings were presented and discussed with MFA representatives.
- ❑ Subsequently, the analysis of mission findings was completed and the draft MTE Report produced. The draft MTE Report was submitted to MFA and Embassy of Finland on the 31st of March, 2016.
- ❑ The Team has analysed the comments that were received on the draft Report and has subsequently finalised and submitted the Final MTE Report as the final output of previous tasks (by the end of April 2016).
- ❑ In the work process, the team drew on methodologies described in the United Nations Evaluation Group's (UNEG) manual on 'Integrating Human Rights and Gender Equality in Evaluation'. UNEG recommended elements in integrating human rights and gender and inclusion were applied in the following way during MTE:

- stakeholder participation: full range of stakeholders from water users to representatives of ministries, development partners and NGOs were involved in the course of the work,
- adequate sample: a large number of respondents, representing different stakeholder groups were interviewed – thus findings were validated by sufficient number of people interviewed representing different target and stakeholder groups,
- triangulation: data was gathered from different sources and using different methods,
- existing data sets: existing national data sets were used, e.g., in terms of assessing overall progress and remaining needs in the project area, and
- validation of findings: validation of the findings was a two-step process (i) the first step was achieved by discussing the mission findings in the wrap-up meeting with the objective to increase accuracy and reliability – this method also contributed to the transparency of the MTE process, (ii) the second step in the validation process took place in April 2016 when the competent authorities and stakeholders had a chance to review the draft report and give comments.