

UNHCR Country Strategy Evaluation: Nepal

EVALUATION REPORT
17 JANUARY 2023

Conducted by: TANGO International, Inc

UNHCR Evaluation Office

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Executive Summary

Purpose and Objectives of the Evaluation

1. The purpose of the Nepal Country Strategy Evaluation is to provide evidence and learning to refine UNHCR's Multi-Year Strategy (Multi-Year Strategy) 2023-2027. The evaluation has four main objectives:
 - a. Assess the strategic relevance, coherence, effectiveness, challenges, opportunities, and the contribution to regional and national objectives of UNHCR Nepal.
 - b. Provide evidence of how and why UNHCR interventions did or did not improve the lives of People of Concern (PoC).
 - c. Determine the extent to which UNHCR's own capacity, structures and processes are aligned and fit-for-purpose to carry out the strategy.
 - d. Distil lessons and formulate recommendations to improve UNHCR Nepal's actions over the Multi-Year Strategy 2023-2027.
2. The evaluation covers the timeframe from 2019-2022 Q1 and reviews the direct services and advocacy activities of the operation. Advocacy and durable solution activities, especially in education, health and livelihoods are reviewed. The evaluation also reviews UNHCR's strategic transitions including the closure the Damak Sub-Office in 2020, staffing changes and shift away from direct services towards a focus on advocacy and partnerships. Based on the findings the Evaluation Team provided lessons learned and recommendations to improve the current Multi-Year Strategy 2023-2027.
3. The primary audience for this evaluation is UNHCR's internal stakeholders, including: UNHCR Country Representative and team, the Regional Bureau for Asia and the Pacific (RBAP) Director and key technical staff. External stakeholders include the Government at various levels, in-country partners, and community organisations, UNHCR People of Concern (PoC), United Nations (UN) agencies, as well as other UNHCR Headquarters senior leadership and relevant divisions.

Operational Context

4. UNHCR Nepal conducts programming and advocacy in a geo-politically sensitive context. Persons of Concern (PoC) in the country include Bhutanese and Tibetan refugees, mandate refugees (those recognized by UNHCR as refugees, but not recognised by the Government as such) and eligible Nepalis without citizenship certificates. Persons without citizenship certificates are not integrated into national planning and Government social security mechanisms. Refugees are not explicitly mentioned in national development planning documents. They are however mentioned in the Approach Paper to the 15th National Development Periodic Plan of Nepal (Fiscal Year 2019/20 – 2023/24).
5. Nepal is neither a signatory of the 1951 Refugee Convention nor of the 1967 Protocol relating to the Status of Refugees, nor does it currently have a national refugee law. On humanitarian grounds, the Government provides legal protection for Tibetans who arrived prior to 1990, and for Bhutanese refugees. Pursuant to an oral "Gentlemen's Agreement," since 1990 Nepal had been allowing Tibetan "new arrivals" safe passage through its territory to India and issuing them exit permits. However, Nepal ceased the practice of issuing exit visa in 2018. All others asylum seekers are considered by the Government as "illegal migrants".
6. Geographically, Nepal sits between India and China, both of whom wield significant influence in Nepal and have different levels of interest and involvement regarding refugee and PoC populations in Nepal.

Evaluation Methodology

7. The evaluation utilised a mixed methods approach in data collection. Primary data was collected through interviews with key informants and focus group discussions. A total of 82 KIIs were conducted (88 individual participants: 29 women, 51 men, 2 mixed groups) and 12 FGDs (79 participants: 34 women, 45 men). A total of 167 individual participants were consulted across interviews and group discussions during this evaluation.
8. Participants included UNHCR senior management, Government, UN agencies refugees and PoC, project partners and donors. Secondary data included documents shared by UNHCR, such as programme and strategy documents, performance and budget data and advocacy material between 2019 and 2022 Q1.

Key Findings

EQ 1: To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations

9. UNHCR continues to play an important and critical role as an advocate for refugees. Its position as objective entity is particularly important in a country where geopolitical sensitivities vis-vis the refugee population involve some of the world's most powerful nations. UNHCR has developed and maintained strong partnerships with the Government that has enabled advocacy efforts across a range of fora. UNHCR also has developed and maintained strong partnerships with other actors (i.e. local partners, civil society) that has enabled and elevated advocacy on refugee issues.
10. UNHCR's Multi-Year Strategy 2023-2027 is well aligned to national priorities and objectives of the Government. This is also true of UNHCR's previous goals between 2020 and 2022, which were aligned to Nepal's 15th National Development Plan. Though refugees are not explicitly addressed in the Government's planning, UNHCR strategic directions and activities contribute to the Sustainable Development Goals (SDGs) 1, 3, 4, 5, 8 and 16, to which the Government is also committed. The strategy seeks to leverage the opportunities provided by the One UN approach and draws on the UNCT and regional UN stakeholders to achieve its strategic targets.
11. The closure of the Damak Sub-office in December 2020 was handled effectively and efficiently. Since the closure, there is a need for UNHCR to revisit the current programmatic focus. Livelihood programming needs refocusing in particular. Senior leadership has acknowledged this and is working towards strengthening the programme.

EQ 2: What have been the key results in the areas of assistance, protection, and solutions?

12. Programme and advocacy outcomes are particularly strong for activities with Bhutanese refugees, with key achievements in government documentation, health and education. Activities with mandate refugees also see good results in the sectors of health and education. However, livelihood activities in Province 1 have concerns around the quality and relevance of programming, though it is acknowledged that livelihood interventions are multi-dimensional and are not as straight forward as the education and health sectors. UNHCR for decades has limited engagement with Tibetan long-stayer refugees and in view of the geopolitical sensitivities for this population.
13. UNHCR has contributed to improved documentation and inclusion processes. This is a particular success for the Bhutanese refugees, where 6,365 Bhutanese refugees are being issued government refugee cards. As a result of intensive advocacy by UNHCR and constructive partnership with the Government of Nepal, documentation and local inclusion of Bhutanese

refugees was formalised through the Government of Nepal Cabinet's adoption of the *"Recommendations Regarding the Problems and Solution Measures on Bhutanese refugees"* endorsed in November 2021 and implemented in June 2022. This is crucial to UNHCR's Multi-Year Strategy for local inclusion and documentation covering; issuance of refugee identity cards, permit to trade (work) and start businesses, land lease arrangements, opening of bank accounts, issue travel permits, make arrangements for public education and access to basic health care and treatment facilities at Government hospitals, permit to trade (work) and start businesses. Access to complementary pathways continues to be supported by UNHCR.

14. Following the closure of UNHCR Damak field office in 2020, protection monitoring, advocacy for solutions, and specific projects for self-reliance of host and refugee communities continue. Documentation for the descendants of Tibetan long-stayers has proven to be more challenging due to the geopolitical sensitivity of their situation. Some estimated 12,540 Tibetan "long-stayer" refugees (having arrived between 1959 and 1989) reside in Nepal. In 2020, the Government of Nepal started digitizing data of the estimated 25% who were last documented in 1995; descendants of registered refugees born in or after 1990 or below 16 years of age in 1995 remain undocumented, which limits their access to rights and services.
15. However, the forward movement for the documentation for the Bhutanese may, in time and depending on evolving geo-strategic dynamics, open doors, for improved incremental change in status of documentation for this population, too. For persons without citizenship certificates, UNHCR has contributed to legal identity and civil registration initiatives through collaboration with the Government and civil society groups based on the technical expertise in that area.

EQ 3: What were the factors that affected UNHCR operation, strategic decisions, and results?

16. External factors have a large impact on UNHCR results and success. The legal framework combined with political will and geopolitical sensitivities are the most significant factors in determining UNHCR's success in fulfilling its mandate, as is the case in many contexts.
17. For internal factors, the downsizing in-part affected staff capacity and the way in which UNHCR was able to provide oversight and support to implementing partners. The global transition of UNHCR's Results based management software from FOCUS to COMPASS (the transition from the Country Operation Plans 2019 and 2020 towards the interim strategy 2021-2022 in preparation for the Multi-Year Strategy 2023-2027) changed the reporting parameters, hence impacted the quality of reporting, and how achievement was measured. However, it was a critical and helpful decision that focused the operation on priority issues.
18. UNHCR advocacy approach is based on consistent and persistent messaging. This is effective in the context of the Government, where stability in messaging is required to address turnover of position. It is also based on decade long protracted issues. However, further tailored and diversified messages may strengthen communication with other strategic partners.
19. The support provided by HQ and the RBAP has been specific and needs-based and when requested by the operation. However, there are opportunities to strengthen assistance from these levels, particularly as the operation has shifted from a decade-long humanitarian assistance model to an advocacy/partnership/capacity development operation. This includes linking the Nepal operation with other operations in the region for strategic and programme harmonisation.
20. COVID-19 impacted achievements and programming in 2020-2021. However, UNHCR Nepal demonstrated high levels of programmatic adaptive management and was able to make appropriate adjustments to activities and the planned strategy, despite long nation-wide lockdowns and movement restrictions.

Conclusions

21. UNHCR's strategic positioning has contributed to its current advocacy efforts and successes and lays the foundation for future collaborations and interventions in advocacy. UNHCR's success, however, is also dependent on several ever-shifting external factors, such as political agreements between China and Nepal. UNHCR phasing out assistance related work and focusing more on advocacy is appropriate in the political and resource context, however continued funding of health and education interventions fill an important and well recognised gap. Similarly, livelihood programming for Bhutanese and mandate refugees continues to be needed, albeit with a reconfiguration of strategy, recognising that livelihood interventions are multidimensional and to ensure activities remain relevant and beneficial in terms of achieving self-reliance.
22. UNHCR's four strategic directions are relevant to the needs of UNHCR's PoC. The current core messaging is appropriate. Advocacy must also consider to whom the message is being delivered, in what political context it will be received and the audience readiness. By leveraging this period of transition, including the hiring of senior national officer staff, UNHCR's transformation can further support the Government's technical capacity and build and strengthen strategic partnerships.

Lessons Learned and Implemented by the Nepal Operation

Strategic Lessons

23. The importance of an operation maintaining and enhancing current partners and developing new strategic partnerships and ongoing dialogue with partners is highlighted. This is particularly important with Government and other strategic partnerships. The strong and formalised partnerships with the Government have enabled effective and tailored advocacy and allowed the operation to better support with national priorities. Strategies can be further strengthened by leveraging the relevance of the humanitarian-development-peace nexus (HDPN).

Operational Lessons

24. During organisational transitions, clear and consistent communication is essential to an efficient and timely process. This requires a shared and clear 'line of sight' owned by both the regional bureau and the country operation. Part of this process should also involve reviewing the remaining staff capacity at UNHCR Nepal and rightsizing interventions. The process of rightsizing intervention focus to its context involves robust investment and analysis. Employing a range of analysis (such as participatory needs and capacity assessments, and market and value chain analysis) can allow activities to be sensitive and relevant to beneficiary needs.

Recommendations

1	<p>Determine the purpose and role for UNHCR in the short to medium term.</p> <p>This involves:</p> <ol style="list-style-type: none"> A. RBAP & Operation to develop/facilitate a process for a clear line of sight and working hypothesis of what type of role UNHCR should/will be playing in the next two strategic cycles. <ol style="list-style-type: none"> i. During current strategic cycle: Exploring options of its role and types of engagement necessary in Nepal (2023-27) – medium term ii. For next strategic cycle: Transitioning into this role – longer term 	<p>Led by UNHCR Nepal, RBAP</p> <p>Support from HQ</p>
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	<p>B. Prepare range of options for business and operating models (see recommendation 4 for more details) for UNHCR in Nepal, considering the experience to date with:</p> <ul style="list-style-type: none"> i. National staffing, ii. Capacity for RBAP to support iii. The need for high-level/international representation in Nepal iv. Need for a regional lens v. Experience from other relevant drawdown/nationalization processes in the region and globally <p>C. Revisit and continue to prioritise how the operating models align with the whole-of-UN programming approach. Additionally, the need to maintain the engagement with the Government in an accompaniment role/approach.</p>	
2	<p>Within the strategic framing of UNHCR's role, develop advocacy priorities and appropriate methods of engagement and communication styles/tools.</p> <p>A. Continue to unpack the results of 'inclusion and documentation' advocacy to date to develop priority and more granular advocacy targets and activities. This should focus on formal and informal activities and partnerships.</p> <p>This involves identifying 'backseat approaches' with other partners (e.g. specific UN agencies in the context of the 2020 UNCT Guidelines on legal identity): this means to work together to achieve goals (in accordance with everyone's mandate in an increasingly development/local inclusion context), leading some issues and letting others lead others.</p> <p>B. Develop a wider range of communication styles and tools for tailored advocacy approaches.</p> <p>C. Develop an advocacy agenda/roadmap that highlights key messages for each strategic objective, supported by implementation pathways.¹</p> <p>D. RBAP to facilitate share of learnings and develop joint advocacy strategy, priorities and solutions with UNHCR counterparts in the region.</p> <p>E. Continue strengthening partnerships and allies, particularly with the Government, across the UN and with civil society.</p>	<p>Led by UNHCR Nepal</p> <p>Support from HQ, RBAP</p>
3	<p>Review and redesign the livelihood programming, within UNHCR's envisioned role and the (expected) increased role of local civil society and private sector partners, and national and local Government.</p> <p>A. Support livelihood partners to revisit their approach and provide consistent and technical feedback. Work collectively more appropriate to small-scale tailored/integrated solutions. This begins with resetting value chains in all livelihood activities in Province 1.</p> <p>B. Focus on the individual needs and capacities, and mindset/behaviour change. This is possible with smaller case load (not practical/advisable with larger caseloads).</p> <p>C. Support the small-scale agriculture activities with an increased focus on soft skills trainings, such as relationship-building, teamwork, communication, problem-solving, leadership and digital work (alongside digital employment skills), to better capacitate beneficiaries in current job landscape.</p> <p>D. Continue to work within the reality of informal sector engagement while expanding the enabling environment for formal employment.</p> <p>E. When working through the above, consider the following:</p>	<p>Led by UNHCR Nepal</p> <p>Support from RBAP, implementing partners, Government</p>

¹ The advocacy agenda/roadmap is a recommendation made from the previous OIOS internal audit and is expected to be finalised by December 2022.

	<ul style="list-style-type: none"> i. Capacity of RBAP/HQ to continue providing guidance and strategic/technical support, similar to the ongoing support they have given towards innovative programming in livelihoods and economic inclusion. ii. The need for the Operation to have sufficient dedicated in-house capacity (technical/management) to drive/guide/harmonize with localized integrated livelihood solutions. 	
4	<p>Continue to right size the Nepal operational capacity, on an ongoing basis.</p> <ul style="list-style-type: none"> A. The operation needs to be rightsized based on strategic line of sight and programmatic priorities. This means regular revisiting of systems, policies, processes, people and culture in their totality to establish an effective and efficient operating model for the Operation going forward. <ul style="list-style-type: none"> i. There needs to be clarity and mutual understanding on the role of Bureau and HQs in the right sizing process. ii. The need for any guidance/support has to be continuous and largely consistent while still being adaptive to align with current realities (adaptive management). B. Regularly reassess team/staff competence based on strategic objectives. Consider what functions are needed, and what capacities and characteristics are required for all functions, currently and at regular intervals along the line of sight. C. Consider what leadership and technical capacity is needed in the 2023-27 cycle to right-size the operation, and the capacities needed to continue transitioning and fine tuning the Operation along the line of sight. 	<p>Led by UNHCR Nepal</p> <p>Support from HQ, RBAP</p>

List of Acronyms

AMDA	Association of Medical Doctors of Asia
BDS	Business Development Services
CAO	Chief Admin Office
CAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
CBI	Cash based interventions
CBO	Community Based Organisation
CCS	Country Capacity Strengthening
CEDAW	Committee on the Elimination of Discrimination against Women
CERD	Committee on the Elimination of Racial Discrimination
CESCR	Committee on Economic, Social and Cultural Rights
CMC	Camp Management Committee
CPRP	COVID-19 Preparedness & Response Plan
CRC	Convention on the Rights of the Child
CRDP	Convention on the Rights of Persons with Disabilities
COP	Country Operation Plan
CRVS	Civil Registration and Vital Statistics
CSE	Country Strategy Evaluation
CSNR	Civil Society Network on Citizenship Rights
CTA	Central Tibetan Administration
DAC	Development Assistance Committee
ERG	Evaluation Reference Group
EQ	Evaluation Question
ET	Evaluation Team
FGD	Focus Group Discussion
FWLD	Forum for Women, Law and Development
FY	Fiscal Year
GCR	Global Compact on Refugees
GBV	Gender-based violence
GSP	Global Strategic Priorities
HCT	Humanitarian Country Team
HDI	Human Development Index
HGSP	Hermann Gmeiner School, Pokhara
HDPN	Humanitarian-Development Peace Nexus
ICCPR	International Covenant on Civil and Political Rights
IDA	International Development Association
IP	Implementing Partner
IR	Inception report
JTA	Junior Technical Assistant
KII	Key Informant Interview
KPI	Key performance indicators
LWF	Lutheran World Foundation
MOHA	Ministry of Home Affairs

MOU	Memorandum of Understanding
NUCRA	National Unit for the Coordination of Refugee Affairs
ODA	Official Development Association
OECD	Organization for Economic Co-operation and Development
OL	Operating Level
OP	Operating Plan
PM	Project Manager
PoC	Persons of Concern
PA	Partner Agreement
PPG	Population Planning Group
RB	Regional Bureau
RBAP	Regional Bureau for Asia and the Pacific
RC	Resident Coordinator
RCO	Resident Coordinator Office
SDG	Sustainable Development Goal
SERF	Socio-economic Response Framework
SGBV	Sexual and Gender Based Violence
SLF	Snow Lion Foundation
SSA	Small Scale Agreement
TANGO	Technical Assistance to Non-Governmental Organizations
TOR	Terms of Reference
TPO	Transcultural Psychosocial Organization
TRWO	Tibetan Refugee Welfare Office
TUTH	Tribhuvan University Teaching Hospital
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
(UN)FAO	UN Food and Agricultural Organisation
(UN)ILO	UN International Labour Organisation
(UN)IOM	UN International Organisation for Migration
(UN)OCHA	UN Office for the Coordination of Humanitarian Affairs
(UN)WFP	UN World Food Programme
(UN)WHO	UN World Health Organisation
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WGBM	Women, Girls, Boys and Men

1. Introduction and Background

1.1. Evaluation Features

26. **Purpose and Scope.** This Country Strategy Evaluation (CSE) examines the United Nations High Commissioner for Refugees (UNHCR) interventions in Nepal from 2019 to 2022 (Q1). The evaluation was commissioned by the UNHCR Evaluation Service to provide evidenced-based learning for UNHCR's Interim (2021-2022) and Multi-Year Strategy (2023-2027). Technical Assistance to Non-Governmental Organizations (TANGO) International, an independent research and evaluation company, was hired to carry out the evaluation.
27. **Evaluation Objectives.** The evaluation has the following four overarching objectives:²
- Assess the strategic relevance, coherence, effectiveness, challenges, opportunities, and the contribution to regional objectives of UNHCR and national objectives of UNHCR Nepal.
 - Provide evidence of how and why UNHCR interventions did or did not improve the lives of PoC.
 - Determine the extent to which UNHCR's own capacity, structures and processes are aligned and fit-for-purpose to carry out the strategy.
 - Distil lessons and formulate recommendations to improve UNHCR Nepal's actions over the next Multi-Year Strategy 2023-2027.
28. To achieve these objectives, the evaluation worked through a series of evaluation questions (EQs), which are presented below and in *Appendix 1: Evaluation Matrix*. The finalised EQs were developed from the original questions outlined in the Terms of Reference (TOR) (see *Appendix 2: Terms of Reference*) during a robust and collaborative inception phase between UNHCR and the evaluation team (ET).³
29. **Evaluation Audience.** The primary audience for this evaluation includes: UNHCR Nepal's Country Representative and team, the Regional Bureau for Asia, and the Pacific (RBAP) Director and key technical staff. The secondary audience involves the Government of Nepal (referred henceforth as Government) at various levels, in-country partners, and community organisations, UNHCR population planning groups (PPPs), the United Nations Country Team (UNCT), as well as other UNHCR Headquarters senior leadership and relevant divisions.
30. Findings and recommendations will support refinement of UNHCR Nepal's 2021-2022 and 2023-2027 strategy. The evaluation will additionally allow analysis of the implications of UNHCR's global decentralisation and regionalisation reform in the Nepali context, and an assessment of both UNHCR Nepal's significant strategic shift over the past two years and the change from annual to multi-year planning. UNHCR Nepal will share the results of the CSE to stakeholders interested in refugee protection and solutions and self-reliance through workshops and presentations.
31. **Approach.** The evaluation applied a mixed-methods approach using a variety of primary and secondary sources, including desk review, key informant interviews (KIIs), and focus group discussions (FGDs). Findings were triangulated across different sources and methods to validate

² The purpose and objectives presented here are consistent with the Terms of Reference; no changes have been made.

³ The ET comprised of four senior evaluators with extensive experience in humanitarian and development evaluations, UN programming and familiarity with the Nepal context. The evaluation was also supported by a TANGO research associate and MEAL specialists from UNHCR HQ.

findings and avoid bias in the evaluative judgement. Further details on methodology are found in [Section 3](#).

32. **Evaluation activities.** The evaluation was carried out over 6 months between 16 June and 16 December 2022, and in three phases: an inception phase (June – September 2022), a data collection phase (September – October 2022) and an analysis and reporting phase (October – December 2022).
33. The inception phase included a field mission to Kathmandu to set and align expectations, scope, and evaluation outcomes. Further inception activities include a review of UNHCR internal and external documentation, and exploratory KIIs with UNHCR staff, strategic and operational partners, and Government agencies. The inception phase concluded with an inception report submitted 13 September 2022. Data collection involved a 2-week field tour in September, concluding with an out-brief meeting between the ET and UNHCR senior staff. The analysis phase involved compiling and synthesising fieldwork in addition to holding virtual interviews with senior staff from UNHCR, RBAP and Headquarters (HQ). The first draft of the report was submitted on 31 October 2022 and involved two revision rounds.

1.2. Evaluation Questions

34. The scope of this evaluation was determined by the following EQs. These questions were finalised during the inception mission with close collaboration between the ET, UNHCR and the Evaluation Manager.

Table 1. Evaluation questions and sub-areas.

EQ 1: To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?	
1.1	How well did UNHCR leverage its position, presence, and activities to advocate for and address the needs of Tibetans, Bhutanese, mandate refugees of other nationalities and other Persons of Concern?
1.2	To what extent does the Multi-Year Strategy 2023-2027 align with UNHCR priorities and policies, such as the Global Compact for Refugees (GCR) and the Humanitarian-Development-Peace Nexus (HDPN), and national priorities?
1.3	How has UNHCR defined and implemented transitioning in its strategic decision-making at the national and regional level?
EQ 2: What have been the key results in the areas of assistance, protection, and solutions?	
2.1	To what extent has UNHCR effectively and efficiently achieved its output and outcome results?
2.2	To what extent have UNHCR and its partners contributed to the enabling environment for increased PoC self-reliance?
EQ 3: What were the factors that affected UNHCR operation, strategic decisions, and results?	
3.1	How has UNHCR's organization, resourcing and partnership approach affected results?
3.2	To what extent did the COVID-19 pandemic affect the UNHCR operation?
3.3	How and to what extent did the Regional Bureau and HQ provide appropriate and timely support to the country office?
EQ 4: How can UNHCR build on achieved results and opportunities to improve performance?	
4.1	How can UNHCR further leverage its strategic position in light of opportunities, limitations and priorities?
4.2	What good practices can be identified to guide future interventions?

35. EQ 1 to 3 are answered in *Key Findings* arranged by sub-questions. EQ 4 is presented as evaluation conclusions, key lessons learned and recommendations in *Conclusions, Lessons, and Recommendations*.

1.3. Background and Context

36. Nepal is a landlocked country in South Asia with a population of around 30 million.⁴ As of 2019, the country has a Human Development Index (HDI) of 0.602.⁵ Between 1990 and 2019, Nepal increased its life expectancy at birth by 16.4 years, its average and expected years of schooling by 3 and 5.2 years, respectively, and its Gross National Income per capita by 151.9 percent. However, accounting for development lost to inequality, Nepal's 2019 HDI falls 30 percent to 0.446, with losses in education, health, and income.⁶
37. The country ranks low in the Gender Inequality Index (0.452). Inequality is reflected in women's poor (reproductive) health and low participation in secondary education and the labour market.⁷ Economically, Nepal is heavily dependent on remittances, which contribute to approximately a quarter of its GDP. Over 70 percent of the economically active population work in the informal sector.⁸ Susceptibilities to hazards also impact Nepal's growth. Recent events include the 2015 Gorkha earthquake near Kathmandu and annual flooding in southeast and central Nepal, both severely impacted critical infrastructure, shelter, health, and food security.
38. For refugees and other marginalised populations, including eligible Nepalis without citizenship documentation, navigating the socio-economic environment is challenging. The Government does not provide refugees with work permits.⁹ Refugees and POCs do participate in the informal labour market, albeit illegally. The COVID-19 pandemic strained Nepal's public and private health and education sectors. COVID-19 movement restrictions in March 2020 affected access to livelihoods in the informal sector, increasing reliance on food and cash assistance.¹⁰

⁴ Nepal National Planning Commission. 2020. National Review of Sustainable Development Goals.

⁵ UNDP. 2020. Human Development Report 2020.

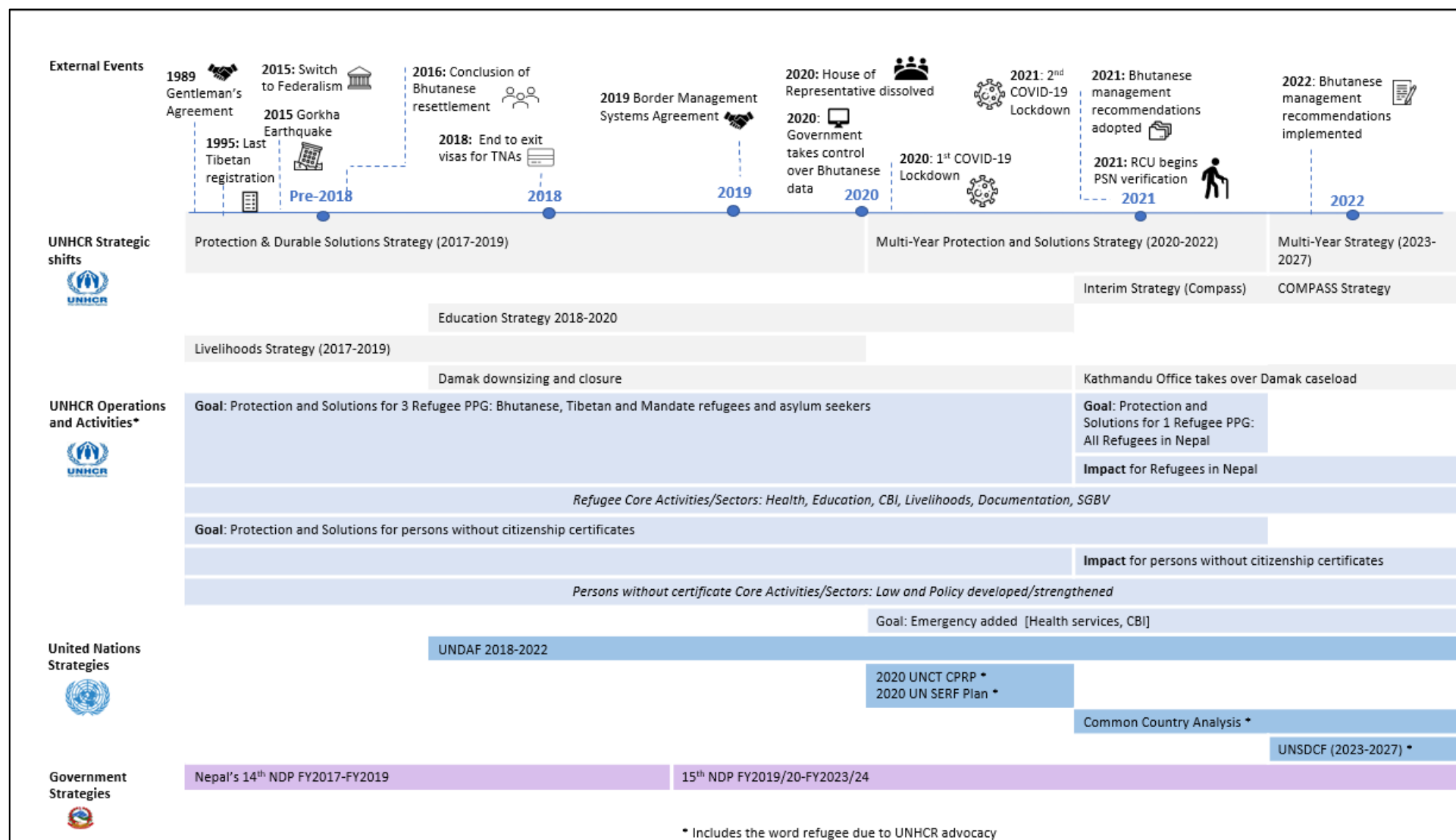
⁶ Ibid.

⁷ Ibid

⁸ International Labour Organization. n/d. Informal economy in Nepal. Accessed 22 September 2022 <https://www.ilo.org/kathmandu/areasofwork/informal-economy/lang--en/index.htm>.

⁹ UNHCR Nepal. 2020. UNHCR Nepal: Factsheet November 2020- vs. 30 11 2020.

¹⁰ UNHCR Nepal. 2020. Nepal Country Operation Plan 2019 -Mid-Year End Report.

Figure 1. Timeline of relevant events in Nepal, 1989 to present.

Government Policy and Legal Rights

39. Prioritisation of human rights and economic prosperity evolved with Nepal's transition from a feudal and centralised system to a federal republic.¹¹ Following internal conflict from 1996 to 2006, a peace process occurred that culminated in the Citizenship Act (2006), promulgation of a new Constitution in 2015 and a subsequent three-tiered governance structure consisting of local, provincial and federal governments.¹² The following section outlines relevant policies shaping the legal rights of the Nepal population.
40. **Immigration Act (1992).** Nepal only recognises Tibetan Long Stayers and the Bhutanese population in Nepal as refugees.¹³ Individuals, including asylum seekers, who enter Nepal without appropriate documentation are automatically considered "illegal migrants" per the 1992 Immigration Act. Under the law, undocumented asylum seekers risk a USD \$8 per day fine for irregular stay and must pay the fine to leave the country lawfully.¹⁴ Since September 2021, the Government has detained few cases of asylum seekers under this protocol, especially Afghans.¹⁵ They were, however, released following UNHCR intervention. The Government's revised Immigration Act 2021/2022 is pending in Parliament. The updated Act may entrench on the principle of non-refoulement for refugees and non-penalisation for irregular entry or stay.¹⁶
41. **The Citizenship Act (2006)** describes the key criteria for citizenship through descent, birth, and naturalisation. Undocumented Nepali who can prove their descent through either parent are eligible. Eligibility for citizenship was also extended to persons born in the country prior to 1990. However, there continues to be gender discriminatory provisions in the law. Female foreigners are eligible for citizenship if they marry a Nepali man. Nepali women cannot pass on citizenship to foreign men. A child born to a Nepali female citizen of a mixed marriage must participate in the naturalisation process, rather than receiving automatic citizenship.
42. **A Citizenship Amendment Bill (2022)**, better aligned to the 2015 Constitution, is awaiting authorisation from the President of Nepal. The Bill aims to address procedural barriers and issues of misalignment to the Constitution including: citizenship for children whose parents are unknown; persons born to a Nepali woman whose father is unknown; and naturalisation for foreign men in mixed marriages. Approval of the Bill would increase access to citizenship for over 1,000,000 eligible Nepali persons ages 16 and up.¹⁷ In September 2022, the President of Nepal refused to authenticate the bill to amend the Citizenship Act 2006. This was in contravention of the Constitution, which stipulates the President must authenticate a bill within 15 days of the Parliament sending a bill for authentication a second time. A new Amendment Bill is expected to be presented to the newly formed Parliament following the national elections on 20 November 2022.
43. **The Nepal Constitution (2015)** sets a national agenda for better governance, development, and economic equality.¹⁸ The constitution updates national qualifications for citizenship, stating that no citizen of Nepal shall be deprived of the right to obtain citizenship. Statutes are still gender discriminatory; updates to citizenship criteria dictate that children born to Nepali women in mixed marriages cannot become citizens unless their father assumes Nepali citizenship, whereas children of Nepali men automatically qualify.

¹¹ Nepal National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24).

¹² UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

¹³ Ibid

¹⁴ UNHCR. 2022. Mult-Year Strategy 2023-2027.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ UNHCR. 2022. Internal: Analysis of the Nepal Citizenship Amendment Bill 2022.

¹⁸ Nepal National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24).

44. **Nepal's Fifteenth National Development Plan (NDP)** uses the 2015 Constitution and the 2030 Agenda for Sustainable Development Goals (SDG) as a foundation to graduate from its Least Developed Country status by 2026. The Fifteenth Plan pledges no one will be left behind in any dimension of development.¹⁹ However, implementation of the National Development Plan has faced critique. The 2020 Nepali Civil Society Organization (CSO) Voluntary National Review (VNR) indicates the plan's principle of 'Leaving No One Behind' inadequately addresses the needs of vulnerable groups, including refugees. These unmet needs for the vulnerable are especially related to inclusion in economic growth.²⁰ In agreement with the Fifteenth Plan, the VNR also notes a need for reliable data to ensure the needs of the most vulnerable are prioritised and met.
45. Nepal is party to human rights treaties like the International Covenant on Civil and Political Rights (ICCPR) (1991), the Convention on the Rights of the Child (CRC) (1990), Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) (1991), Convention on the Elimination of Discrimination against Women (CEDAW) (1991), Covenant on Economic, Social and Cultural Rights (CESCR) (1991), the Convention on the Rights of Persons with Disabilities (CRDP) (2010) and the Convention on the Elimination of Racial Discrimination (CERD) (1971).
46. Nepal has neither ratified the 1951 Convention Relating to the Status of Refugees (Refugee Convention) and its 1967 Protocol, nor the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.
47. Refugees and immigration are briefly noted as both a challenge and opportunity to address in the Fifteenth Plan, however no goals are set to specifically address refugee needs.²¹ Undocumented Nepali are targeted in Nepal's Fifteenth Plan, through inclusion in government employment and registration schemes.²² Within the Government's Ministry of Home Affairs (MoHA), the National Unit for the Coordination of Refugee Affairs (NUCRA) manages refugee matters. In the absence of refugee frameworks, however, the Constitution of Nepal (2015), the Citizenship Act (2006) and Immigration Act (1992) are major pieces of legislation that influence governmental refugee procedure and policy. Additional key legislation and its outcomes on refugee groups is described in *Appendix 10: National and UN System Policy*.

UNHCR Populations of Concern

48. The main persons of concern (PoC) for UNHCR are Bhutanese refugees, Tibetan long-stayers, and other nationalities recognised as refugees/persons of concern under UNHCR's mandate (but not under national policy) and persons without citizenship certificates. The PoC numbers between 2019-2022, as per UNHCR documents, is presented below:
49. **Bhutanese refugees** began arriving in Nepal in 1990-1991, mostly settled in Province 1 in southeast Nepal. As a durable solution, the Government prioritised Bhutanese group resettlement from 2007 to 2016 in third countries.²³ The Government granted visa fine waivers on an ad-hoc basis for refugees participating in resettlement or voluntary repatriation facilitated by UNHCR. In 2007, the consortium 'Core Group on Bhutanese Refugees in Nepal' was formed between UNHCR and the partner Governments to resettle refugees from Bhutan. Over 113,000 Bhutanese refugees were resettled to the initial eight Core Group countries between 2007 and 2016.²⁴ Resettlement now occurs on a case-by-case basis through private

¹⁹ National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24).

²⁰ NGO Federation of Nepal. 2020. CSO's Voluntary National Review.

²¹ National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24).

²² UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²³ Durable solutions include the option of third country resettlement, repatriation to a refugees country of origin, or integration/inclusion in a host country.

²⁴ UNHCR. 2021. Global Focus : Nepal -UNHCR.

sponsorship. The Bhutanese Core Group and the Tibetan Contact Group were combined in 2020 to a Refugee Core Group.

50. For the Bhutanese, durable solutions centre on the inclusion of refugees in public services and self-reliance through livelihoods. As of 2021, more than 6,365 refugees remain in eastern Nepal in Beldangi Settlement (Jhapa District) and Sanischare Settlement (Morang District).²⁵ The Government through NUCRA and the Refugee Coordination Unit (RCU) in Jhapa supports initiatives that promote inclusion and self-reliance of Bhutanese within host communities. Documents indicate the Government plans to increasingly carry out protection and assistance roles in coordination with Bhutanese refugee community-based organizations (CBO) and other UNHCR partners.²⁶
51. **Tibetan Long Stayers** began to arrive in Nepal in 1959. The Government provided settlement support to today's Long Stayers who today are located in 21 settlements across central and west Nepal. In 1993, the Government authorised issuance of identification cards to Tibetan refugees who entered Nepal in or before 1990 and were above 16 years of age. Refugee cards have not been issued till 1995, however.²⁷ Exit permits were issued by the Government of Nepal to Tibetan transiting to India which ceased in 2018.²⁸ Tibetans who arrived after 1989 are known as Tibetan New Arrivals (TNA).²⁹
52. **Refugees registered under UNHCR's mandate** are known as mandate refugees. As of January 2022, there are 670 mandate refugees registered with UNHCR. Mandate refugees in Nepal primarily come from Pakistan, Myanmar (mostly Rohingya), Afghanistan, Sri Lanka, and Somalia, and are concentrated in urban areas of Kathmandu Valley.³⁰ In the absence of a national refugee legislation and protocol, UNHCR conducts registration and refugee status determination under its mandate. They are registered under UNHCR's mandate since Nepal does not officially recognise refugee groups other than Tibetans (Long Stayers) and Bhutanese.³¹ The Government regards mandate refugees as "illegal migrants" under the immigration law; as such, mandate refugees face risks of fines and detainment for illegal border crossing and visa overstay. Government plans for durable solutions do not include mandate refugees and asylum seekers.³²
53. **Persons without citizenship certificates.** There is no official data from the Government of Nepal on the number of persons without citizenship status/certifications. Persons without citizenship documentation mainly includes undocumented Nepali as well as individuals (e.g. children of Nepali women in mixed marriages) denied Nepali citizenship under the Constitution or Citizenship Act's discriminatory provisions. In 2015, the Forum for Women, Law and Development (FWLD) projected, based on the analysis of Government data, that 6.7 million Nepali would lack citizenship certificates by 2021.³³ According to FWLD, over 90 percent of persons without citizenship certificates have never applied for certificates due to logistical constraints, bureaucracy and lack of civil documentation (i.e. birth certificate).³⁴ This lack of documentation prevents registration of births, property deals, obtainment of social security allowances, and access to mobile phone cards and so on.³⁵

²⁵ UNCHR. 2022. Global Focus: Nepal – Countries of origin.

²⁶ UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²⁷ Ibid.

²⁸ UNHCR Nepal. 2019. Nepal Country Operation Plan -2019.

²⁹ United Kingdom: Home Office, Country Policy and Information Note: Opposition to the State.

³⁰ UNHCR Nepal. 2022. UNHCR Nepal Multi-year Strategy 2023-2027.

³¹ UNHCR. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

³² UNHCR Nepal. n/d. Universal Periodic Review: 2nd Cycle, 23rd Session: Nepal.

³³ FWLD. 2015. Projection of People Without Citizenship Certificate in the Upcoming 7 years available at: <https://fwld.org/publications/acquisition-citizenship-certificate-nepal-estimation-projection/>

³⁴ UNHCR Nepal. 2021. Nepal Country Operation Plan 2021 -Mid-Year End Report.

³⁵ UNHCR Nepal. n/d. Universal Periodic Review: 2nd Cycle, 23rd Session: Nepal.

54. Both the Fifteenth National Plan and Voluntary National Review of Sustainable Development Goals (Target 16.9) prioritise the provision of legal identity for all eligible persons, including birth registration.³⁶ UNHCR's mandate relating to the prevention of statelessness is separate from their mandate on refugee protection. Mandated by UN General Assembly for the identification, prevention and reduction of statelessness as well as protection of stateless people, guided by SDG 16 and the UNHCR Global Action Plan to End Statelessness, UNHCR advocates against gender discriminatory legal provisions in the Citizenship Act. UNHCR also facilitates confirmation of legal identity for persons eligible for citizenship certificates through technical support to civil registry systems, capacity-development of national authorities, outreach to those impacted, legal support and interventions. UNHCR aims to ensure eligible persons access vital legal identity in line with international standards.³⁷ UNHCR counsels refugee women in mixed marriages to avail of their rights to citizenship through naturalisation.

UNHCR Nepal Operational Context

55. In 1989, UNHCR opened an office in Kathmandu due to the arrival of a large number of Afghan refugees at the time. This initial group were all resettled, however the office remained open due to the arrival of the Bhutanese in 1990.
56. In order to support this massive influx of Bhutanese refugees, UNHCR operated a sub-office in Damak between 1992 and December 2020. Following the closure of the sub-office in Dec 2020, UNHCR transferred Damak refugee registration operations exclusively to the Government, which included: the signing of a Data Sharing Agreement comprising electronic data on Bhutanese refugees;³⁸ Standard Operating Procedures; a partnership agreement; and a community-based referral mechanism for persons with specific needs. UNHCR protection monitoring for refugees in Nepal now operates out of the Kathmandu office, with support from government and non-governmental partners and the refugee community-based organizations in Province 1. A UNHCR temporary appointment under the UNHCR Kathmandu office, exclusively assisting the refugee community-based organizations, is also based in Province 1.³⁹
57. UNHCR aims to maximise protection and solutions outcomes for all PoC in Nepal through inclusion in public services, self-reliance through livelihoods and issuance of legal identity documentation. Due to gaps in national policy and framework, UNHCR pursues efforts to strengthen the self-reliance of refugees and host communities.⁴⁰ The Government's 2015 transition to a three-tiered system presented an opportunity for UNHCR to collaborate with local authorities at the start of the system. The subsequent partnership agreements (see below) define clear roles and responsibilities to this end, as does the Bhutanese refugees and solution measures and the instructions sent by MOHA to all line ministries.⁴¹
58. Key interventions focus on the inclusion of refugees in the labour market through issuance of PAN numbers, registration of businesses, cooperatives, work permits, social protection services for refugees with specific needs, livelihood programs, skill training, youth programs, and public health and disability programs. UNHCR conducts activities in consideration of age, gender, and diversity.

³⁶ Nepal National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24); Nepal National Planning Commission. 2020. National Review of Sustainable Development Goals: Nepal.

³⁷ UNHCR Nepal. 2020. Nepal Country Operation Plan 2021 -Mid-Year End Report.

³⁸ UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

³⁹ UNHCR Nepal. 2019. Nepal Country Operation Plan 2021 -Mid-Year End Report.

⁴⁰ Ibid.

⁴¹ This is confirmed from feedback received by UNHCR.

UNHCR and National Coordination Architecture

59. UNHCR collaborates Government, civil society, refugee community-based organisations, UN agencies and other stakeholders to improve refugee self-reliance and inclusion, protection and preservation of Nepal's asylum space, and advocacy and capacity development. Partners, together with UNHCR, also support multi-year strategic planning on PoC protection and solutions. RBAP also offers this support, in addition to technical assistance and strategic support.
60. Partnership Agreements (PAs) with NGOs and NUCRA aim to further UNHCR interventions and advocacy. UNHCR also works with Lutheran World Federation (LWF), Transcultural Psychosocial Organisation Nepal (TPO), Women Rehabilitation Centre (WOREC) and the Nepal Bar Association as key operational partners. The table below displays UNHCR's official partners and their areas of work. See [Appendix 10: National and UN System Policy](#) for further detail on the roles of partners in advocacy and policy on protection and solutions.

Table 2. UNHCR's Formal Partners and Agreements 2019-2022 Q1.

Partner	Agreement	Year	Area of Work
Lutheran World Federation (LWF)	PA	2020 2021 2022	Supports livelihoods, social counselling, education, health and self-reliance
Association of Medical Doctors in Asia (AMDA)	PA	2019 2020 2022	Enhance quality of health/medical services; Sexual and Gender Based Violence (SGBV), women's empowerment, access to education, PSN identification in 2022
CARITAS	PA	2020	Education
Women's Rehabilitation Centre Nepal (WOREC)	PA	2020-22	SGBV prevention and response, gender inequality (with LWF)
Snow Lion Foundation (SLF)	PA	2020-21	Support to needs of Tibetan Long Stayers in response to COVID-19
NUCRA	PA	2020	Bhutanese refugee data transfer and verification
	PA	2021	Refugee inclusion in public services
		2022	Registration and documentation of refugees on individual basis
Transcultural Psychosocial Organisation Nepal (TPO),	PA	2019-2022	Support to mental health and Psychosocial support, gender inequality (with LWF)
Nepal Bar Association	n/a	2019-2022	Law and policy, legal representation
Forum for Women Law and Development (FLWD)	PPA	2020-2022	Supports citizenship-related outreach, advocacy, capacity development, and legal support to affected communities
International Labor Organization (ILO)	PPA	2022	Market assessment
Tribhuvan University of Teaching Hospital (TUTH)	MOU	2019-2022	Support basic health services for mandate refugees

61. See [Appendix 11](#) for more details on the UNHCR and national coordination architecture.

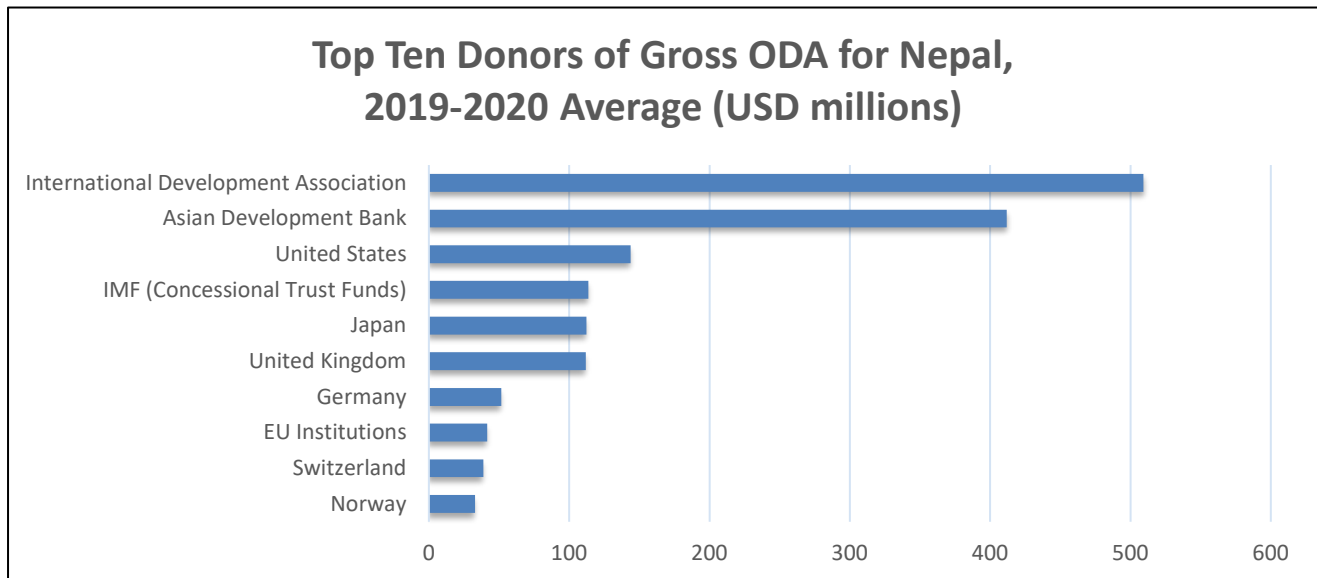
Official Development Assistance

62. As part of the 15th NDP, Nepal seeks economic prosperity and improved infrastructure.⁴² In the 2018/2019 fiscal year, \$1,578 million in Official Development Assistance (ODA) was provided by bilateral and

⁴² Government of Nepal. 2019. 15th National Development Plan.

multilateral partners, including both China and India.⁴³ The amount of net ODA Nepal received increased from USD 1.45 billion in 2018 to 1.76 billion in 2020 (after a dip in assistance in 2019 to USD 1.22 billion). The WB's International Development Association (IDA) (see *Figure 2*) was the top gross donor from 2019-2020. Social infrastructure (24 percent), economic infrastructure (18 percent), education (15 percent), and health and population sectors were the greatest recipients of ODA, while nine percent of Nepal's ODA went to humanitarian aid.⁴⁴

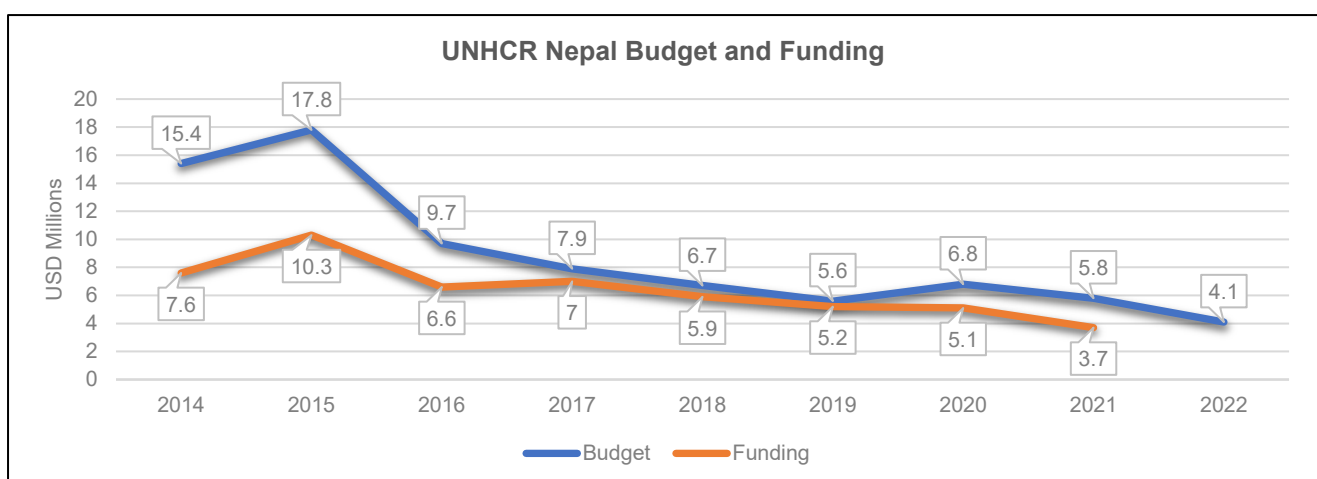
Figure 2. Top 10 Donors of Gross ODA for Nepal, 2019-2020.



Source: OECD. 2020. Aid at A Glance: Nepal. Accessed 01 September 2022 from: <https://www.oecd.org/>

63. In 2021, Nepal was one of six countries with funding committed toward UN-coordinated mechanisms that was funded at less than 25 percent of its requirement.⁴⁵ Available funding compared to the allocated budget was high in 2019's year-end but decreased into 2021. The budget increased over 21 percent from 2019 to 2020 but decreased by nearly 15 percent in 2021 and 30 percent in 2022.

Figure 3. UNHCR Country Budget and Funding.



Source: UNHCR.2022. COMPASS (2022).

⁴³ UN Country Team Nepal. 2020. UN Framework: For Responding to the Socio-Economic Impacts of COVID-19 in Nepal.

⁴⁴ OECD. 2020. Aid at a glance: Nepal.

⁴⁵ SIPRI. 2022. Chronic Crisis Financing? Fifty Years of Humanitarian Aid and Future Prospects.

64. Based on UNHCR's 2021 financial requirements (USD \$5.8 million), the operation was 65 percent funded in December 2021. However, more than 60 percent of funding received was unearmarked, allowing UNHCR critical flexibility in determining allocation of funds to PoCs in greatest need.⁴⁶

2. Scope and Subject of the Evaluation

65. The CSE covers the period of UNHCR's key interventions from 2019-2022 Q1.⁴⁷ It was conducted to assess and support refinement of the Multi-Year Strategy (2023-2027). Multi-Year Strategic planning for 2023-2027 was completed in COMPASS, a new results-based framework and management platform system for UNHCR, in May 2022 in alignment with the United Nations Country Team (UNCT)-led UN Sustainable Development Cooperation Framework (UNSDCF) cycle (2023-2027).
66. The evaluation studied the change from annual to multi-year planning, including the strategic creation and hiring of senior-level national staff positions in 2022 and shifts to multi-level advocacy, capacity development support to authorities, local stakeholders, and protection monitoring. It also examined the results of self-reliance through inclusion and direct services and assistance. The evaluation focused on UNHCR's operation in Province 3 (Kathmandu), which hosts mandate refugees and asylum seekers, Province 1's Bhutanese refugee settlements and Province 4's Tibetan refugee settlements. Individuals without citizenship certificates reside throughout the country.
67. This is a strategic evaluation that served a dual learning and accountability purpose. It evaluated UNHCR's overall performance towards refugee self-reliance, provided recommendations and generated lessons that can be used in similar projects and for consideration in possible scale-up. It should be noted that this is not considered an impact evaluation; no attempt was made to measure a counterfactual or attribution to measure the change in outcomes that are attributable to the intervention. This performance evaluation did not provide impact analyses, rather, it allowed for trend analyses to show change over time only.

2.1. Performance, Budgeting, and Strategic Shifts

Basis of Planning and Reporting

68. Globally, UNHCR displacement and statelessness planning is informed by five core Strategic Directions:⁴⁸
- **Protect**, secure, and defend the rights of UNHCR PoC
 - **Respond** rapidly and effectively in emergencies and beyond
 - Promote **inclusion** and self-reliance
 - **Empower** the people we serve to determine and build their futures
 - Pursue **solutions** to address the consequences of displacement and problems of statelessness
69. These strategic directions inform Global Strategic Priorities and impact indicators, which are the basis for both country outcome indicators and direct operational engagement for headquarters and country offices.⁴⁹ Additionally, RBAP's Multi-year Strategic Directions provide regional guidance to country operational engagement.⁵⁰

⁴⁶ UNHCR. 2021. UNHCR Nepal Funding Update – as of 29 December 2021.

⁴⁷ The coverage till Q1 2022 will enable to consider adjustments made to the updated multi-year strategy.

⁴⁸ UNHCR. 2017. UNHCR Strategic Directions: 2017-2021; UNHCR. 2022. UNHCR Strategic Directions: 2022-2026.

⁴⁹ UNCR. 2020. Global Strategic Priorities: 2020-2021.

⁵⁰ UNHCR's Strategic Directions for the Asia-Pacific Region 2021-2024 are 1) inclusive protection and assistance towards PoC, 2) innovating solutions based on the diverse profiles and needs of PoC in emergency and protracted situations and 3) engagement in diverse partnerships.

70. Core to UNHCR operations is alignment to the Global Compact on Refugees, the 2030 Agenda for Sustainable Development, UNHCR's Refugee Coordination Model (RCM), and the New York Declaration for Refugees and Migrants and its Comprehensive Refugee Response Framework (CRRF).
71. National priorities enable country contextualisation and help inform UNHCR Nepal's own Strategic Directions and priorities in multi-year strategic planning. In Nepal, UNHCR focuses on empower, solve, protect, and include in its operational planning.⁵¹ Prior to 2022, multi-year strategic planning covered two-year periods and used Country Operation Plans (COP) for annual implementation planning. Building off the interim strategy (2020-2022), four Strategic Directions guide Nepal's operation in maximizing protection and solution outcomes for PoC in the 2023-2027 period.⁵² These are:⁵³
72. In close partnership with the Government and other relevant stakeholders, UNHCR Nepal aims at maximising protection and solution outcomes for all PoCs in Nepal through documentation and inclusion:
- Protection & preserving asylum space through the issuance of legal identity **documents to refugees**, respect for the principle of *non-refoulement* and development of policies/ laws on asylum. The issuance of Government documentation to all refugees, granting rights (most importantly to work) will facilitate greatly inclusion and self-reliance.
 - In the context of the United Nations Country Team (UNCT), **strengthen civil registration** and "Legal identity for all" (SDG16) through issuance of citizenship certificates to all eligible individuals and birth certificates to all children to reduce the risk of statelessness and allow access to crucial social, economic, political rights and services by carrying out advocacy/outreach/awareness raising, technical support/ capacity development with regards to legal reforms, civil registration, individual case interventions.
 - Achieving **local solutions for refugees through inclusion** in public services /policies/plans (on education, health, social protection) and self-reliance of refugees by finding livelihoods with enhanced refugee and host community mobilization and focus on vulnerable refugees with specific needs and youth.
 - **Inclusion** of refugees and those without citizenship certificates in UN and Government of Nepal Emergency, Development and Sustainable Development Goals (SDG) planning through multi-stakeholder approaches in the spirit of the Global Compact on Refugees and the 2030 Agenda for Sustainable Development (in particular inclusion in the UNSDCF 2023).
73. During the 2019-2020 period, UNHCR thematically integrated objectives into the COP operational priorities (2019-2021) with relevance to multiple PoC. Reporting for this period utilises the global UNHCR framework (FOCUS) focused on objectives and outputs.
74. Within the COPs, objectives build off previous year activities, noting previous and current barriers to completing planned objectives.⁵⁴ However, planning does not clearly communicate under what conditions or threshold an objective would be discontinued, or reported under another objective, from year to year. Some objectives (see [Appendix 7: Achievement of Objectives 2019-2021](#)), for example, were discontinued in 2020 without complete output achievement in 2019.

⁵¹ UNCHR Nepal. 2021. MYPSS 2020-2022.

⁵² These strategic directions have evolved from 2019 to 2021.

⁵³ UNHCR Nepal. 2022. UNHCR Nepal MULTI-YEAR STRATEGY 2023-2027

⁵⁴ UNHCR Nepal. 2019. Country Operational Plan 201; UNHCR Nepal. 2020. Country Operational Plan 2020.

Assessments and Analyses That Inform Planning

75. UNHCR conducted participatory assessments and comprehensive needs assessments with Bhutanese and mandate refugees, to understand unmet needs and inform priorities and targets. In 2020 and 2022, legal analyses including on Nepal Citizenship Act Amendment Bill 2022 and bilateral agreements between China and Nepal in 2020 informed UNHCR advocacy priorities, in concordance with international refugee and human rights law.⁵⁵ UNHCR conducted market assessments, a value chain analysis, and an assessment of business development services to inform the Livelihoods Strategy for Nepal (2021-2022).
76. Identification of needs have particularly focussed on Bhutanese refugees. Education strategies in preparation of the 2020 Damak closure and downsize describe the sector context and planned UNHCR activities to achieve outcomes. Sector strategies, however, largely provide situational analysis, indicating challenges and opportunities, rather than including a formal plan of action. Sector strategy (education and livelihoods) and workplans (protection) are thematically, though not explicitly, connected to annual planning results frameworks and strategic direction.⁵⁶
77. UNHCR planning is also centred around commitments to the SDGs as a key component to informing country plans and the Multi-Year Strategy. See [Finding 4](#) in [Key Findings](#) for more information.

2019-2021: Annual Planning and Reporting

78. In 2019 and 2020, the COP was planned in 2018 and 2019 respectively (before any strategy was designed). Given the fast-approaching closure of the Damak office in December 2020, the Multi-Year Strategy was drafted in 2020 for immediate operational implementation. However, the operation was still required to report in FOCUS (the previous reporting framework) up to 2021. The operation then was required by the Bureau to enter an interim strategy for 2022 into the new results-based management (RBM) called COMPASS in April 2021. The Multi-Year Strategy (drafted in 2020) 2023-2027 was able to be entered into COMPASS only in May 2022.
79. Between 2019 and 2021, UNHCR's results framework under FOCUS for each Population Planning Group (PPG) was organised by goal, Rights Group (a thematic group of objectives), and objectives and outputs per global operational planning standards. [Appendix 9: Results Framework](#) displays the UNHCR Planning Framework used in 2019-2021.
80. For this report, results are reviewed for each Population Planning Group (PPG). Visual presentation is primarily at the Rights Group level, which is more comparable across PPGs than objectives, which are discontinued across years. Where relevant, reference is made to specific objectives in terms of outcome achievement or UNHCR's primary sector work (e.g. education, health, livelihoods). Objective data is based on internal UNHCR calculation; thus, when referencing achievement of targets, output data is referenced. Results are organised into 2019-2020- and 2021-time frames to reflect the 2021 shift (to COMPASS).
81. UNHCR resource planning for each PPG from 2019-2021 is based on an Operating Plan (OP) budget and Operating Level (OL) budget. UNHCR determines the OP or needs-based budget. The High Commissioner determines the approved budget, or OL.
82. In the next sections, OL data is primarily presented to highlight UNHCR's achievements given its resources. Both OP and OL data for 2019-2021 are available in [Appendix 7](#). OL budget data is presented for each PPG in the section below to provide comparisons of UNHCR's achievements against approved funding.⁵⁷ These

⁵⁵ Analyses were made on Agreement between the Government of Nepal and the Government of the People's Republic of China on the Boundary Management System and Mutual Legal Assistance in Criminal Matters Agreement in 2020.

⁵⁶ UNHCR Nepal. 2020. Livelihoods Programme for Nepal 2021-2022; UNHCR Nepal. Education Strategy 2018-2020.

⁵⁷ Both OP and OL changed throughout the year as population and operational needs shifted.

data are estimations sourced from Indicator Achievement Reports, Year End Reports, Global Analysis and Reporting, and COMPASS reporting; however, the PPG numbers were not finalised prior to the COMPASS transition.⁵⁸

2019-2020 Budget and Performance

83. In line with the COP 2019 to 2020, UNHCR focused on the following PPGs: Tibetan population; refugees and asylum seekers from Bhutan; mandate refugees in urban areas; and persons without certificate documentation. Progress for these groups were tracked under two goals (protections and solutions/emergency response) and facilitated through the following key activities: health services, public education, SGBV, livelihoods, protection and solutions advocacy, and cash-based initiatives (CBI).

2019- 2020: Budget

84. Across years, budget and expenditure changes are interlinked with internal and external forces that impacted allocated and spent funds. Factors included reduced humanitarian funding, the Damak closure and increased operational support as a result of the pandemic. See [Appendix 8](#) for budget and expenditure data (broken down by PPG, staff, administrative and operational costs, and Pillars).

85. In 2019, UNCHR's needs-based and approved budget decreased in correlation with its planned downsize. In 2020, needs-based funding increased in correlation with COVID-19 and the 2020 investment by UNHCR Nepal of one million USD into education, health shelter and livelihoods of Bhutanese, before closing the UNHCR field office in Dec 2020. This was followed by another dip in 2021.⁵⁹ The rise in the approved budget correlates with the pandemic, and reduced expenditure across years correlates with the downsizing.

86. Approved funding for the *Basic Needs and Essential Services* rights group most fulfilled its needs-based plan compared to other rights groups. Similarly, given the allocated budget, funds were most thoroughly spent for *Basic Needs and Essential Services* (74-80 percent). Prioritisation of basic needs (health, education, basic and domestic items, shelter, and CBI) complements inclusion and documentation advocacy as indicated in the premise of Strategic Direction 1. Spent funds additionally points to the various channels that support implementation, including formal and informal partnerships, the UNHCR mandate and national priorities. *Favourable Protection Environment* and *Fair Protection Processes and Documentation* comparatively, have large gaps between approved funds and expended funds. The gaps correlate with political barriers that impacted support to activities like Tibetan registration and documentation. *Table 3* displays approved budgets and expenditures variation from 2019-2021 across the Rights Group during annual planning years. Further details on the needs-based budget, approved budget and expenditure per output and objective are displayed in [Appendix 8: Budget and Expenditure data](#).

Table 3. Approved Budget and Expenditure/Rights Group.

Rights Group Summary	2019			2020			2021		
	OL Budget	% of OP Budget Fulfilled	% Expenditure: OL	OL Budget	% of OP Budget Fulfilled	% Expenditure: OL	OL Budget	% of OP Budget Fulfilled	% Expenditure: OL
Basic Needs and Essential Services	2,439,624	92.1%	79.7%	2,723,568	98%	77.8%	1,889,607	267.7%	73.6%
Community Empowerment	515,329	79.3%	42.9%	496,777	87.1%	67.9%	378,332	85.4%	82%

⁵⁸ A UNHCR staff member with access to COMPASS data shared PPG budgetary data from 2019-2020 are not the finalised numbers. Data is amalgamated from different sources.

⁵⁹ UNHCR Nepal. 2020. End of Year Report 2020; The is data is sourced from Business Intelligence Financial Reports Tools, Global Analysis and Reporting Power BI, Budget and Expenditure Report - Overall view (Ref Report: HBAE129A), HBAE129A (Until 2021). Overall view Dashboard pulled by a UNHCR staff member.

and Self Reliance									
Durable Solutions	105,978	81.9%	2%	0	0%	0%	0	0%	0%
Fair Protection Processes and Documentation	539,303	65.1%	31.5%	416,621	58.1%	20.3%	359,602	70.9%	23.1%
Favourable Protection Environment	401,892	83.6%	24.8%	265,083	60.4%	28.3%	124,638	28.4%	70.1%
Logistics and Operations Support	488,582	104.8%	35.8%	648,342	84.7%	36.9%	435,220	153.4%	54.9%
Security from Violence and Exploitation	240,875	81.5%	14.8%	128,712	82.1%	26.4%	246,385	183.9%	73.7%
Not defined	446,634	n/a	5.7%	487,750	n/a	442.8%	298,318	n/a	481.2%
OVERALL TOTAL	5,178,217	94.1%	100.3%	5,166,853	93.9%	97.7%	3,732,103	144.9%	99.9%

Source. Business Intelligence Financial Reports Tools, Global Analysis and Reporting (Power BI), Objective summary - Budget and Expenditure (Ref Report: HBAE127), HBAE127 (Until 2021) - Objective Dashboard. ⁶⁰

87. Table 3 shows between 2019 and 2020, there was an increase in the approved budget for UNHCR. Staffing and operations had the greatest change in these years. The OL budget for operations increased by 12 percent. Expenditure also increased in line with implementation of COVID-19 related activities.

88. The approved budget dedicated to staff, however, decreased by over 20 percent in 2020. This staff budget is consistent with closure of the Damak office and intention to downsize the operation. The administrative budget remained largely consistent in approved budget and expenditure.

Table 4. Budget and expenditure by OPS, ABOD and staff costs for Nepal 2019-2020.

	2019		2020	
Source	OL Budget	Expenditure	OL Budget	Expenditure
OPS	2,701,060	2,647,231	3,065,348	2,889,202
ABOB	446,634	446,112	487,750	476,611
STAFF	2,030,524	2,102,531	1,613,755	1,683,168
TOTAL	5,178,218	5,195,874	5,166,853	5,048,981

Source: Business Intelligence Financial Reports Tools, Global Analysis and Reporting Power BI, Budget and Expenditure Report - Overall view (Ref Report: HBAE129A), HBAE129A (Until 2021). Overall view Dashboard pulled by a UNHCR staff member

89. In 2019, UNHCR achieved its objective of public education access for refugees (under *Basic Needs and Essential Services*). In 2020, due to the pandemic, access was impeded and support was diverted to assets to facilitate online learning. Feedback from UNHCR staff indicated that it was therefore necessary to reallocate funds to the health and CBI objective.

90. In 2020, COVID-19 affected UNHCR's transition from assistance orientation to advocacy-based programming.⁶¹ During the extended Government lockdown (24 March to 21 July 2020), it was crucial to provide Emergency Response to the health and livelihoods of refugees in Nepal. Specifically, costs covered procurement of COVID-19 related medical material, support to livelihoods, and emergency CBI.⁶² UNHCR's response supported PoC's increased access to public health care and strengthened the capacity of health

⁶⁰ OP Budget estimates are different from aggregate budget estimates. Not defined refers to unearmarked funds. N/a refers to an OP budget that was not planned

⁶¹ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

⁶² UNHCR Nepal. 2021. UNHCR Nepal Covid-19 Response; UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022..

care providers and advocates like the Teaching Hospital (TUTH) and other local public hospitals, AMDA to service refugees.

91. Funding was primarily dedicated to **refugees and asylum seekers from Bhutan**, especially to address services for persons with specific needs, self-reliance, education, and health. In 2019, expenditure for refugees and asylum seekers from Bhutan was over 100 percent for five out of six Rights Groups.⁶³ Outputs were largely achieved given the approved budget. *Logistics and Operations Support* was the only rights group that underspent through its single objective and output (general project management services provided towards operations management, coordination, and support). *Basic Needs and Essential Services* underspent one of its objectives: *Population Has Optimal Access to Education*. Output targets were not met by end of year for Bhutanese children enrolment in 2019 or 2020.⁶⁴ Full enrolment by CARITAS was envisioned in 2020, and the Government had agreed in Feb 2020 to allow access of refugees to public schools. However, COVID-19 lockdowns and school closures in 2020 did not allow attendance in schools, despite this negotiated access.⁶⁵ *Operations Management, Coordination and Support* targets were achieved with the over-expenditure. The Bhutanese caseload in 2020 remained significant, with the largest approved budget and expenditure.
92. Budget for **Tibetan Long Stayers** was the smallest among the PoC during planning years, reflecting prioritisation of policy advocacy and political constraints. The OL budget increased in 2020 to accommodate the response to pandemic; for the first time, UNHCR provided operational assistance to Tibetans because of COVID. This was seen under the *Protections and Solutions* goal, with the budget increasing for the *Logistics and Operations Support* objective.⁶⁶
93. During the pandemic, the need for supplementary funding in the public health and education sector has increased in Nepal. However, addressing such needs are beyond UNHCR's mandated role. Nevertheless, UNHCR provided in 2020 considerable emergency health support to the public health system to support with the COVID response. The Kathmandu office in 2022 has thus focused on promotion of direct implementation of well positioned cash-based interventions (CBI) and livelihood activities to maximise benefits and access to those critical sectors.⁶⁷
94. The greatest change in budget for **mandate refugees and asylum seekers** from 2019 to 2020 occurred in the Rights Group: *Community Empowerment and Self-reliance*. For mandate refugees, budget dedicated to the partner was reduced by over 65 percent, while staff (121 percent) and administrative costs (60 percent) received increased allocations in 2020. The needs-based budget for mandate refugees, however, was largely unapproved. UNHCR planned to fund emergency response with more than USD \$830,000, only \$144,655 was approved.⁶⁸ Given these approved funds, mandate refugees gained increased access to primary health care. however, at the outcome level, objectives were achieved for education and livelihoods. Educational allowances and investments supported students and increased access to educational services. UNHCR's mandated responsibilities likely supported access to this population amid constrained resources.
95. For **persons without access to citizenship certificates**, budget and expenditure increased by the end of 2019 in the *Favourable Protection Environment* rights group. New allocation was provided for logistics and support in 2020. In the same year, the output capacity development supported (Objective: law and policy

⁶³ UNHCR Nepal. 2020. Indicator Achievement Report 2019, 2020

⁶⁴ UNHCR Nepal. 2019. End of Year Report 2019.

⁶⁵ UNHCR Nepal. 2020. End of Year Report 2020.

⁶⁶ Ibid.

⁶⁷ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

⁶⁸ UNHCR Nepal. 2020. Year End Report 2020.

developed or strengthened), held the only indicator with expenditure that exceeded the budget. However, given underspending for advocacy, under the same objective, UNHCR did not overspend at the OL level.

2019-2020: Performance

96. **Achievement of protections and mixed solutions** was the major goal across annual planning for PPGs – and the single goal in 2019. Across UNHCR’s main activities education and health had the strongest results in 2019 and 2020. Enrolment in primary education and increased access to public health services was high, particularly for Bhutanese refugee children and mandate refugees and asylum seekers, respectively. Health and education activities supported refugees beyond set outputs through partnerships. However, in 2019, due to a lack of resources, UNHCR targeted and assisted only a small number of refugees and local communities under this goal.⁶⁹
97. In 2020, highly underachieved activity targets were reduced, pointing both towards appropriate readjustment and also a lack of strategy in 2018/2019 in choosing objectives and setting targets between years. This was remedied by UNHCR Nepal in 2020 with the drafting of the Multi-Year Strategy Protection and Solutions Strategy 2020-2024. All performance data across PPGs, Rights Groups and objectives can be found in [Appendix 6: Achievement of Objectives 2019-2021](#) and [Appendix 7: Achievement of Outputs 2019-2021](#).
98. At the outcome level, UNHCR has maintained in several ways improved the asylum space between 2019-2021. For some objectives, while the percent achieved fell below the OL and OP target, it met or exceeded the objective baseline targets. This was the case for the following objectives for refugees and asylum seekers from Bhutan: civil registration and documentation strengthened (Rights Group: *Fair Protection Process and Documentation*), self-reliance and livelihoods improved (Rights Group: *Community Empowerment and Self Reliance*), shelter and infrastructure established (Rights Group: *Basic Needs and Essential Services*), improved and maintained and ensuring sufficient basic and domestic items (Rights Group: *Basic Needs and Essential Services*).

Table 5. Rights Group-Level (output) Achievement per PPG (2019-2021)

PPG/Rights Group	Percent of Performance indicators that achieved end of year targets per the OL Budget		
	2019	2020	2021
Bhutanese refugees	70%	78%	n/a
Basic Needs and Essential Services (1900)	83%	66%	n/a
Basic Needs and Essential Services (1933)	n/a	0%	n/a
Fair Protection Process and Documentation	100	n/a	n/a
Community Empowerment and Self Reliance	33%	100%	n/a
Security from Violence and Exploitation	100%	100	n/a
Durable Solutions	0%	0%	n/a
Logistics and Operations Support	100%	100%	n/a
Tibetan refugees	67%	50%	n/a
Fair Protection Process and Documentation (Protection and Solutions)	66%	33%	n/a
Fair Protection Process and Documentation (1933)	n/a	0%	n/a
Logistics and Operations Support	100%	100%	n/a
Mandate refugees and asylum seekers in urban areas	50%	27%	n/a

⁶⁹ UNHCR Nepal. 2019. Nepal Country Operation Plan 2019 -Mid-Year End Report.

Basic needs and Essential Services (1900)	50%	25%	n/a
Basic needs and Essential Services (1933)	n/a	33%	n/a
Community Empowerment and Self Reliance	50%	0%	n/a
Fair Protection Process and Documentation	50%	0%	n/a
Logistics and Operations Support	100%	100%	n/a
People without citizenship documentation	50%	66%	100%
Favourable Protection Environment	50%	50%	100% ⁷⁰
Logistics and Operations Support	n/a	100%	100%
Refugees and asylum seekers in Nepal (activated only in 2021)	n/a	n/a	88%
Basic Needs and Essential Services (1900)	n/a	n/a	78%
Basic Needs and Essential Services (1933)	n/a	n/a	100%
Fair Protection Process and Documentation	n/a	n/a	100%
Security from Violence and Exploitation	n/a	n/a	100%
Logistics and Operations Support	n/a	n/a	100%

Note: These output achievement percentages differ from achievement of objectives, which are calculated internally. N/a refers to discontinuance/non-relevance of a rights group for that year. Data was calculated based on actuals sourced from UNHCR Nepal Indicator Achievements 2019,2020.

99. **Refugees and asylum seekers from Bhutan** received the largest number of indicators for 2019 (14) and 2020 (11). Basic needs and essential services had the greatest achievements across years; however, compared with other PPGs, Bhutanese refugees also had the largest dedicated budget, and greatest community-based and government support. Output targets were not always fully achieved, but at the objective (outcome) level, achievements were as good as the baseline, indicating maintenance and improvement of the asylum space. This is evidenced in the following objectives: civil registration and documentation strengthened, self-reliance and livelihoods improved, shelter and infrastructure established and ensuring basic and domestic items. Output achievements were strongest under *Basic Needs and Essential Services*. Education, representing a single output and performance indicator, reached the greatest number of individuals. CARITAS supported education, resulting in high enrolment of children in 2019 and 2020 in refugee camp schools.⁷¹ Following the major resettlement of Bhutanese between 2007 and 2016, and last group departures in 2018, a shift was made from resettlement-centred advocacy to alternative solutions. As part of this transition, the Damak sub-office began to reduce staffing, with official office closure in Dec 2020.⁷² As Bhutanese resettlement ended, objectives under the fair protection processes and durable solutions Rights Groups were discontinued into 2020. There were identified risks in UNHCR Nepal's overall downsizing given increased reliance on the Government to include refugees in public services and enable refugee self-reliance.⁷³ *Emergency Response* directed towards *Basic Needs and Essential Services* became a major goal in 2020, and its budget was greater than many Rights Groups in 2019 and 2020.

100. **Tibetan refugees and new arrivals** had four objectives and outputs between 2019 and 2020. Tibetans had low performance at the output level, but achieved objectives at the outcome level. The number of eligible Tibetans registered remained at 3,135 individuals between 2019 and 2020.

101. **For mandate refugees and asylum seekers**, the measured outputs and objectives under the *Protections and Mixed Solutions* goal are the same between 2019 and 2020. Livelihood activities (under Rights Group:

⁷⁰ One hundred percent of output performance indicators were achieved against the OL; against the OP, the output (capacity development supported) fell short of target.

⁷¹ UNHCR. 2019. CARITAS Financial and Performance Monitoring Report.

⁷² UNHCR Nepal. 2019. Nepal Country Operation Plan 2019 -Mid-Year End Report; UNHCR Nepal. 2020. Nepal Country Operation Plan 2020 -Mid-Year End Report.

⁷³ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

Community Empowerment and Self-Reliance) were better for mandate refugees and asylum seekers in urban areas in 2019 than for refugees and asylum seekers from Bhutan. In 2020, achievements were better for refugees from Bhutan. At the output level, the number of beneficiaries or households reached fell short of targets across performance indicators. UNHCR did well at the objective level however, especially in self-reliance and livelihoods. Additionally, the parameters of UNHCR's mandate supported increased mandate refugee access to UNHCR documentation. **People Without Access to Citizenship Certificates** is the only PPG used in all annual planning years. Strengthening or developing policy had mixed achievements at the output level and full achievement at the outcome level. Reporting communicates that activities contributed to the overall outcome/long term solution even if the targeted number of beneficiaries was not completely reached.

2021-2022 Budget and Performance

2021-2022 Q1: Budget for Refugees and Asylum Seekers in Nepal

102. In 2021, the PPG "*Refugees and Asylum seekers in Nepal*" encompassed Tibetan refugees and asylum seekers, refugees and asylum seekers from Bhutan, and mandate refugees. The previously separate refugee PPGs/PoCs by nationality were discontinued in reporting. Persons without Citizenship certificates remains a specified PPG.

103. Five rights groups cover all refugees and asylum seekers in Nepal in 2021:

- Basic Needs and Essential Services
- Community Empowerment and Self-Reliance
- Fair Protection Processes and Documentation
- Favourable Protection Environment and Logistics and Operations Support

104. In 2021, after the closure of Sub office Damak, UNHCR's approved funding and expenditure dropped nearly 30 percent from the 2020 approved budget. The OP budget had a greater difference, dropping below 2019's approved OPS amount. UNHCR's total spending was slightly under OL budget due to low spending for administrative, project and partner costs.⁷⁴

Table 6. Budget and Expenditure by OPS, ABOD, and Staff costs for Nepal 2021.

Type	2021		
	OP Budget	OL Budget	Total Expenditure
OPS	4,276,459	2,406,064	2,292,046
ABOB	358,700	298,318	290,194
STAFF	1,145,205	1,027,721	1,145,205
TOTAL	5,780,364	3,732,103	3,727,446

Source: Business Intelligence Financial Reports Tools, Global Analysis and Reporting Power BI, Budget and Expenditure Report - Overall view. (Ref Report: HBAE129A), HBAE129A (Until 2021) – Overall.

105. As in previous years, *Basic Needs and Essential Services* receives the most funding in 2022. Most of the funding for this rights group was spent on basic and domestic and hygiene items (USD \$695,006), followed by health (USD \$264,788) and education (USD \$114,361). More than USD \$315,000 was spent on services for persons with specific needs, including sectoral CBI, services to PoC with disabilities or psychosocial needs and other supports.⁷⁵ While budget and expenditure reduced with the Damak closure and

⁷⁴ UNHCR Nepal. 2021. Country Financial Meeting notes Follow Up Action 2021.

⁷⁵ UNHCR Nepal. 2022. COMPASS. Accessed 9 October 2022 by UNHCR staff member.

Government handover, the 6500 Bhutanese refugees continued to have the greatest dedicated budget in 2021 post-downsize (compared to the 670 mandate refugees).⁷⁶ Financial data indicates that in 2021, UNHCR continued to focus on health, support to partners, education, livelihoods and increased services for persons with specific needs, especially for Bhutanese refugees.⁷⁷

2021-2022 Q1: Performance – Refugees and Asylum Seekers

106. Though COVID-19 lockdowns limited PoC service access, 15 out of all 17 output targets for 2021 were achieved at both the OP and OL level for refugees and asylum seekers.⁷⁸ The higher achievement across indicators in 2021 reflects lowered targets from 2019 and 2020. These lower targets also align with the decrease in OL budget. As in previous years, UNHCR dedicated the most indicators to *Basic Needs and Essential Services*. Achievement of these indicators supported Strategic Direction 3 (inclusion of refugees in public services).⁷⁹ Through partnerships with Tribhuvan University Teaching Hospital (TUTH), LWF, AMDA, WOREC, and TPO and numerous MoUs at local Province 1 level, PoCs received health services, access to medication and/or livelihood and education support and assets. Ensuring households received seasonal and complementary support (through installation of electricity meters) and instances of expert and technical advice in support of refugee community capacity development fell short of output targets due to the second COVID-19 lockdown.
107. Government support and partnerships with UN agencies, ministries, development partners, civil society, and provincial and local authorities supported UNHCR capacity to address Strategic Directions 4 (inclusion of refugees in development planning), 1 (protection and preservation of the asylum space), and 2 (strengthening civil registration and “Legal identity for all”).⁸⁰ Just as significantly, Government positioning on refugee affairs and border policy restricted achievements under Strategic Direction 1 (in particular with regard to documentation for Tibetan long stayers). Given Government support, Bhutanese refugees had the strongest security in the asylum space; 75 percent of Tibetan refugees remain undocumented since 1995.⁸¹

2021: Interim Planning and Reporting

108. 2021 represented an interim planning period, during which planning was conducted in the context of the Multi-Year Protection and Solutions Strategy 2020-2022, in preparation for the Multi-Year Strategy 2023-2027 in COMPASS. In 2021, the Multi-Year Protection and Solutions Strategy and the Multi-Year Strategy in COMPASS reconceptualised the four global strategic directions as the basis for four impact areas required for Compass (IAs):

1. Attaining favourable protection environments (IA1: protect),
2. Realizing basic rights in safe environments (IA2: assist),
3. Empowering communities and achieving gender equality (IA3: empower)
4. Securing solutions (IA4: solve).

Following UNHCR’s adoption of the new results-based management framework, instead of objectives in the old results-based management system FOCUS, the planning shifted to 16 outcome areas and 5 enabling areas (outputs are maintained as the smallest unit of target and achievement measurement) in

⁷⁶ UNHCR Nepal. 2021. CBI breakdown by popgroup_year. UNHCR Nepal; 2021. Focus comparative budget as of 30 August 2021.

⁷⁷ Ibid.

⁷⁸ UNHCR Nepal. 2021. UNHCR Nepal End of Year Report

⁷⁹ Ibid.

⁸⁰ This order of objective listing responds to a request from the Nepal Operation, focusing on documentation before inclusion objectives

⁸¹ UNHCR Nepal. 2021. UNHCR Nepal End of Year Report

compliance with the new results-based management system COMPASS. For the Nepal operation, there were 13 outcome areas with respective outputs.

2022: Reporting Structure

109. The multi-year strategic planning process, and the accompanying COMPASS, was launched in 2021 for the planning process to start in 2022. COMPASS better aligns objectives with the GCR, SDGs, as well as the plans of national and UN partners.⁸²
110. The 2023-2027 UNHCR Nepal Multi-Year Strategy in COMPASS is based on the UNHCR Nepal Multi-Year Protection and Solutions Strategy 2020-2024 and the Bhutanese Exit Strategy “*Reaching the End Comprehensive Solutions for Bhutanese refugees in Nepal*” (drafted in 2019).⁸³ Strategy development occurred in consultation with UNHCR Nepal, RBAP, the Government, NGOs, civil society, donors, refugees, and Refugee Core Group members. Country Operation Plans (COPs) are no longer used as part of planning or reporting for 2022 and future fiscal years.
111. COMPASS utilises cross-sectional themes like Sexual and gender-based violence (SGBV) and accountability, with prioritisation of social inclusion and disaggregation of data by age and sex. In COMPASS, outcomes are now categorised into both outcome statements and areas. Outcome areas are aligned to the UNDAF (Outcome 1,4) which are intended to be linked to 2023 UNSDCF strategic outcomes, a framework that will be aligned to Nepal’s National Development Plan.⁸⁴
112. COMPASS captures the previous years’ strategy and framework, with greater focus on figures in line with other UN and international goals (e.g. GCR and SDGs). The shift reflects a move towards greater monitoring and fieldwork and multi-functional teams. In the transition, UNHCR also made changes to operational and partner risk assessment and performance.

2022: Budget

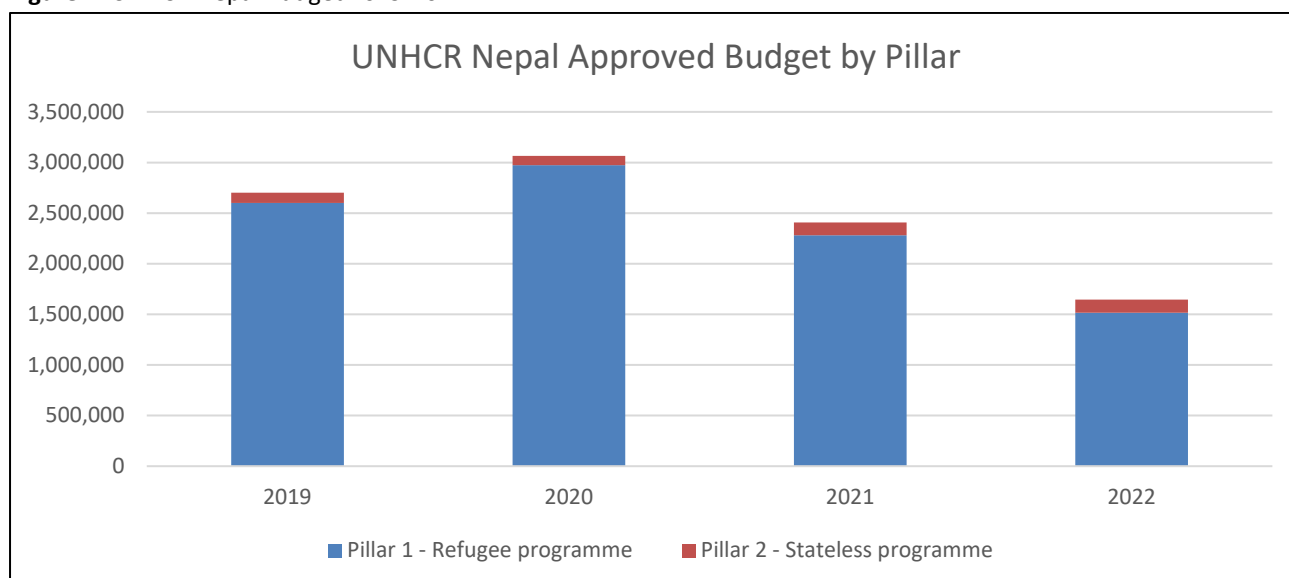
113. In 2022, within COMPASS, all previous PPGs are now considered under a general Person of Concern group for planning and budgeting. The Multi-Year Strategy 2023-2027 does, however, identify which impact areas are associated with refugees/asylum seekers and which with persons without citizenship certificates. Resourcing is disaggregated into two impact areas based on global UNHCR strategic directions, IA1: protect (USD \$2,500,000) and IA4: solve (USD \$1,700,000). IA 1 safeguards major protections for PoC, ensuring States comply with international obligations while managing fair and efficient national systems. IA4 seeks a shift towards greater inclusion and self-reliance of PoC, especially through local solutions.⁸⁵
114. From 2019-2022, the largest change in approved budget for UNHCR’s two pillars are for Pillar 1 (Refugees). Expenditures for 2022 were not available at the time of the evaluation report.

⁸² UNHCR. 2022. UNHCR Global Appeal 2022.

⁸³ UNHCR Nepal. 2021. Multi-year Protection and Solutions Strategy 2020-2022.

⁸⁴ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

⁸⁵ UNHCR. 2022. UNHCR Global Appeal 2022.

Figure 4. UNHCR Nepal Budget 2019-2022

Source: UNHCR. 2022. UNHCR Global Appeal 2022.

115. In 2022, budget is primarily planned for PoCs with specific needs (IA4: Solve).⁸⁶ Increased funding to persons with specific needs was similarly done in 2021 for Bhutanese and mandate refugees in 2021.⁸⁷ Advocacy efforts (e.g. supporting UN efforts in incorporating PoCs in the UNSDCF or capacity development or legal reform) is not fully reflected in the OP. Rather, as is the case for other UNHCR operations, this is mainly seen under staffing costs.⁸⁸

3. Evaluation Methodology

3.1. Data Collection Methods

116. The ET comprised of four senior evaluators with extensive experience in humanitarian and development evaluations, UN programming and familiarity with the Nepal context. The evaluation was also supported by a TANGO research associate and UNHCR HQ evaluation analyst.

117. The evaluation complied with the standards of the United Nations Evaluation Group (UNEG) and draw upon the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) evaluation criteria, namely: relevance, effectiveness, efficiency, and sustainability, in alignment with the agreed EQs and in accordance with the TOR.⁸⁹ These concepts are operationalised in *Appendix 1: Evaluation Matrix*.

118. The overall methodological approach of this evaluation focused on mixed method data collection, including secondary data review, key informant interviews (KIIs) and focus group discussions (FGDs). As part of the ET, TANGO collaborated with Nepali partner **Square One** to support in-person qualitative data collection. Square One provided contextual insight, and facilitation and language support during qualitative activities. TANGO was responsible for analysis, reporting and quality assurance.

⁸⁶ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

⁸⁷ UNHCR Nepal. 2021. Focus Comparative Budget as of 30 August 2021.

⁸⁸ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.; Budgetary data was provided by a UNHCR HQ MEAL analyst.

⁸⁹ See: <https://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

119. The data collection methods employed by the ET are summarised below.
120. **Document review.** The ET reviewed relevant UNHCR programming, advocacy, monitoring, and reporting documents, as well as relevant external documents shared by UNHCR points of contact. The ET worked closely with the UNHCR Nepal Country Office to address any gaps in the documents provided, particularly with regards to performance data and operational shifts. See [Appendix 14](#) for a list of documents cited in this report.
121. **In-person qualitative data collection.** During the two-week field tour, the ET conducted 83 KIIs and 12 FGDs in Kathmandu, Pokhara and Damak. Two field teams worked simultaneously during the field tour, one based in Kathmandu and one in provincial field sites. Each team was comprised of one male and one female senior evaluation with a TANGO staff member and Square One consultant on each team. Given COVID-19, in-person qualitative data collection was conducted with consideration of social distance protocols. UNHCR staff accompanied the field team to the field sites, however they did not participate/be present in qualitative activities.
122. **Remote key informant interviews.** The ET conducted remote interviews with senior staff informants based outside Nepal (i.e. HQ and Bureau for Asia and the Pacific staff). These remote interviews were conducted by TANGO staff through online platforms (e.g. Zoom, Teams, Skype, WhatsApp, Google Meet). Selected informants interviewed in-person were interviewed remotely during the analysis phase for validation and clarification.
123. The in-field and remote KIIs and FGDs were semi-structured, guided by topical outlines presented in [Appendix 13](#). Prior to use, the qualitative topical outlines were revised based on UNHCR feedback in the inception phase. Focus areas of inquiry were further refined through daily debrief calls during data collection to ensure lines of questioning are relevant to emerging evaluation themes.

3.2. Sampling

124. A total of **82 KIIs were conducted (88 individual participants) and 12 FGDs (79 participants)**. Across the 82 KIIs, 29 were women, 51 were men and 2 were mixed groups. Across 12 FGDs, 34 were women and 45 were men. A total of 167 unique participants were consulted during this evaluation.
125. The ET worked closely with UNHCR during the inception phase to develop a purposeful sampling strategy that considered the following criteria:
- Intensity and type of programming, ensuring all thematic areas/domains are represented, as well as combinations of programme interventions.
 - Extreme/typical case inclusion, to identify where activities and interventions are working well as well as sites which saw challenges.
 - Logistical feasibility, given the 2 weeks allocated for the field tour. Sites which were considered too remote were not included in fieldwork activities. The ET will arrange remote KIIs, where necessary or if participants are inaccessible during the field work duration.
 - COVID-19 health and safety precautions, which was based on appropriate local guidance and programme safety guidelines to prioritize the health of participants, UNHCR staff and the ET.
126. For KIIs, the ET purposefully selected a combination of government and implementing partners, local leaders, and representatives, UNHCR staff, funding partners, and key staff from other UN agencies. This group provided insight on the operational and strategic realities of programming and implementation including successes, challenges and contextual factors influencing results.

127. For FGDs, the ET purposefully selected refugee/target populations, programme beneficiaries, community-based organisations, and local leaders/camp management. These group discussions provided insight into the programme outcomes, experiences, and priorities of refugees and asylum seekers. Perspectives of PoC groups was used to understand the strategic positioning and relevance of UNHCR and its partners. While the field tour did provide insight into programming performance, the evaluation activities focused more on strategy than performance.
128. Based on the criteria above, UNHCR Nepal provided the ET with a longlist of key informants in the three field locations: Kathmandu, Pokhara and Damak. For refugee groups, Damak activities involved Bhutanese populations and Pokhara activities involved Tibetan populations, due to their respective settlements in these municipalities. Activities in Kathmandu involved mandate refugees of different nationalities.
129. The ET then worked closely with UNHCR to create a shortlist of key informants in each location, based on the amount of KIIs possible per field team per day over the two-week field tour.⁹⁰ Additionally, the ET conducted remote interviews with internationally based informants or those who were unavailable during the field tour (as appropriate).⁹¹ This batch of remote interviews included in-person interviews with UNHCR RBAP staff in Bangkok, where the Team Leader was based.
130. Though the ET intended to disaggregate FGDs by gender, participants in Damak and Pokhara insisted mixed focus group discussions. Kathmandu FGDs, however, were disaggregated by male/female.
131. See table below for a summary of KIIs and FGDs in Kathmandu, Damak and Pokhara:

Table 7. Summary of KIIs and FGDs across field sites.

Location	Activities	Key informant groups
Kathmandu and remote	49 KIIs (20F, 27M, 2 mixed) 4 FGDs (13M, 12F)	KIIs: UNHCR staff, Government, implementing and strategic partners, UN agencies, diplomatic corps, RBAP and HQ staff. FGDs: Refugee groups of Rohingya, Pakistan, Afghanistan.
Damak	27 KIIs (8F, 19M) 4 FGDs (12F, 20M)	KIIs: Implementing partners, schools, local government, FGDs: Bhutanese refugee groups, camp management and community-based organisations.
Pokhara	4 KIIs (1F, 3M) 4 FGDs	KIIs: Implementing partners, schools, local government, FGDs: Tibetan long-stayer groups, camp management and community-based organisations.

132. The list of key informants across the evaluation phases is presented in [Appendix 5: List of People Interviewed](#).

3.3. Data Analysis Methods

133. **Semi-structured thematic analysis** was applied to the document review across evaluation phases. Documents were reviewed against pre-identified markers associated with the evaluation questions, the evaluation objectives, and emerging hypotheses. Key markers/categories of documents included: performance, budgetary, advocacy and strategy documentation.

⁹⁰ A maximum of four qualitative exercises per day per field team.

⁹¹ Some of these interviews may be conducted during the analysis phase as validation. Senior leadership may also be interviewed multiple times for clarification and validation purposes.

134. **Matrix-based approach to qualitative analysis.** All collected data was organised using a structured matrix in Microsoft Excel in alignment to the evaluation questions. Data was reviewed, synthesised, and analysed regularly, which allowed narrative data to be condensed, filtered, and aggregated to identify patterns, trends, and outliers with respect to the research questions and topical outlines. Based on the evaluation matrix, themes were identified through deductive analysis. Inductive analysis enabled new or unexpected themes emerging as a result of the data collection and analysis process.
135. **Triangulation, sensemaking and validation of analysis results.** Responses from participants were triangulated between KIIs and FGDs to cross-check the reliability of information and to identify differences in perception between groups based on roles, functions, and activities the individuals or groups are involved in. For every finding, the ET drew upon findings across the sources of data: e.g. KIIs, FGDs and documents, describing where there is agreement in the data versus mixed results. From the start of the data collection phase, the ET organised regular (on a daily basis during in-country field work) internal triangulation and sense-making meetings to review analytical progress and discuss highlights and emerging themes as a team.
136. Following data collection, structured debriefing/validation meeting(s) were organized with UNHCR to discuss preliminary results before progressing to deeper levels of analysis.

3.4. Limitations

137. This section discusses the general limitations and constraints faced in the evaluation. The ET did not encounter any significant risks that would hinder the successful conduct of the evaluation.
138. **Availability of interviewees.** The availability of stakeholders to participate in interviews and FGDs was an important prerequisite of the qualitative component of the evaluation. Given the participants were senior Government and UNCT staff, UNHCR and ET had to maintain flexibility in the scheduling and during the data collection phase to match the availability of respondents.
139. **Respondent Bias.** Respondent bias is an inherent risk in any evaluation. To mitigate this risk, the ET solicited perspectives from a range of stakeholders and took anticipated biases into account in the analysis. The methodology relied on a cross-section of information sources and a mixed-methods approach to mitigate bias and triangulate information through a variety of means.
140. **Retrospective and qualitative evaluation.** The evaluation analysis involved interviewed participants to recall events and comments in the context and events at the start of the evaluation period (2019). While definitive statements on the context and programming could not be agreed upon during the qualitative and retrospective nature of the evaluation methodology, the ET compiled and triangulated evidence from primary and secondary sources to present an accurate picture of progress between 2019-2022.
141. **Conflicting and/or incomplete reporting data.** There were conflicting or incomplete data points in reporting that caused confusion in document analysis. To mitigate this, the ET sought and received confirmation from the operation on which documents held the most relevant information to create a complete story. The ET also engaged with MEAL specialists at HQ/RBAP to obtain key data that was unavailable to the country office. The ET additionally cited sources with explanation on any data points that might cause confusion to a reader.
142. **Differentiating between intended and unintended results.** The differentiation between unintended and intended results becomes complex when examining advocacy (which a central subject of this evaluation). Advocacy primarily follows a contribution pathway; expected outcomes are more often emergent and activities to achieve outcomes are often more iterative. Understanding what the result of deliberate action (intended) and incidental (unintended) action is difficult because causality in contribution models is

vaguer. The evaluation acknowledges much of the work and progress by UNHCR follows this contribution pathway deliberately.

3.5. Ethical Considerations

143. The CSE conformed to 2020 United Nations Evaluation Group ethical guidelines.⁹² As part of UNHCR's normative framework, the evaluation also followed the Code of Conduct for Evaluations in the UN system: UNHCR Data Protection Policy,⁹³ UNHCR Age, Gender and Diversity Policy,⁹⁴ and UNHCR Disability Inclusion Strategy.⁹⁵ TANGO's evaluation protocols additionally adhered to Active Learning Network for Accountability and Performance humanitarian evaluation criteria, the American Evaluation Association Guiding Principles for Evaluators, and the standards set by the OECD-DAC. TANGO was responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. After discussions with UNHCR and the Evaluation Manager in the Inception Phase, it was agreed that an ethical review of this study was not necessary.
144. The ET has ensured appropriate ethical considerations were in place for all interviews, particularly for sensitive populations, through transparent practices including: informing all interviewees of the purpose and duration of the interview, how they were identified to participate in the interview, informing interview participants of their rights, providing guarantees that specific interview findings will remain confidential and that all information provided will be used to assess UNHCR, with no direct attribution to the interviewee.
145. The ET took careful steps to not broach sensitive topics that would cause participants harm or stress, and no observable instance of this took place during the data collection process. As a safety measure, it was made clear to participants that the KII/FGD could be stopped at any time without any reason needed. For KIIs and FGDs with beneficiaries, where translation and contextual knowledge was more important, the national team member on the ET lead interviews in Nepali; this was to promote a level of familiarity and trust between the ET and the participants, and to ensure questions that were asked were sensitive and appropriate to culture and context.
146. All participants in data collection were contacted directly by UNHCR and asked to participate in the evaluation. The ET was not responsible for the first contact of participants. Interviewees were informed that they may choose not to participate. To the best of its ability, the ET ensured that data collection was efficient and respectful of people's time.
147. See [Appendix 3](#) further description of ethical risks and safeguards.

3.6. Quality Assurance

148. **QA roles and staffing:** TANGO built an internal QA mechanism into each evaluation phase. A bench of senior evaluators and technical advisors who specialise in such programme evaluations were consulted in this process. Quality assurance (QA) was ensured through direct oversight of data collection from TANGO senior evaluators on the team. National consultants received comprehensive training to review specific questions following completed KIIs/FGDs, and prior to uploading data to the TANGO server. TANGO reviewed the data and provided feedback on data quality, field progress, and highlighted specific issues for field team discussion. The ET communicated regularly with UNHCR to ensure the validity, reliability, completeness, and accuracy of collected data.

⁹² United Nations Evaluation Group (2020). UNEG Ethical Guidelines for Evaluation.

⁹³ UNHCR (2015). Policy on the Protection of Personal data of Persons of Concern to UNHCR.

⁹⁴ UNHCR (2018). UNHCR Policy on Age, Gender, and Diversity.

⁹⁵ United Nations (2019). United Nations Disability Inclusion Strategy.

149. All deliverables were reviewed by senior evaluators/team leader to ensure alignment to both TANGO and UNHCR's quality assurance standards.² TANGO communicated regularly with the UNHCR Evaluation Manager and other relevant stakeholders to keep them informed of progress and address challenges that could affect the quality of the evaluation as they arise. Main QA activities by phase are described below. QA staff reviewed and incorporated comments shared in communication and in the draft report into the final report before submission to the client.

4. Key Findings

This section presents the findings of the evaluation against EQ 1 to 3 and the related sub-questions. The key finding per sub-question is highlighted in a blue text box, under which evidence on that finding is presented.

EQ 1: To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?

EQ 1.1 How well did UNHCR leverage its position, presence and activities to advocate for and address the needs of Tibetans, Bhutanese, mandate refugees of other nationalities and other Persons of Concern?

Finding 1: UNHCR's strategic positioning towards supporting refugees is relevant and required in Nepal.

150. UNHCR plays a critical role as an advocate for a small - though politically sensitive - group of refugees and POCs who have few formal legal protections. The current policy landscape and available frameworks for refugees and those falling under UNHCR's mandate is evolving in Nepal. As indicated in *Government Policy and Legal Rights* however, Nepal has neither ratified the 1951 Convention Relating to the Status of Refugees (Refuge Convention) and its 1967 Protocol, nor the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. In the context of limited formal legal frameworks, the role of an advocate who is well connected, and works at various levels of Government and society for refugees, is appropriate and necessary in Nepal. Interviews with UNCT and Government staff indicate that UNHCR is well positioned to carry out this role given that it is recognised as an objective and legitimate entity with a clear mandate. UNHCR is well-linked with relevant Government ministries and with other UN agencies (See *Finding 2*). The protracted caseload of refugees and asylum seekers – which dates to 1959 with the arrival of Tibetan refugees – coupled with the lack of targeted and specific national refugee laws and policy frameworks underline that UNHCR presence is strategically relevant and required.
151. In addition to advocacy, UNHCR also provides direct support and through partners as a part of durable solutions to the three primary refugee population groups under its mandate: the Bhutanese, Tibetans, and mandate refugees in Kathmandu. Key efforts that demonstrate and are a result of UNHCR's strategic positioning and advocacy are presented below. See *Finding 10* on an assessment on the quality of activities.
152. **Resettlement and integration of Bhutanese refugees.** UNHCR was highly effective in facilitating the group resettlement of Bhutanese refugees between 2007-2016. Their efforts were enabled by long-term collaboration with the NUCRA and RCU, Ministry of Foreign Affairs and UNHCR's global engagement with IOM and the resettlement countries. During the resettlement process, UNHCR supported the NUCRA and RCU in refugee card dissemination, advocated for refugee referrals to third countries, facilitated emergency resettlements (when necessary) and supported during protracted resettlement processes (i.e.

indecision or disagreements).⁹⁶ UNHCR continued resettlement support through collaborations with IOM and RBAP to facilitate private sponsorship, self-referrals and family reunification.⁹⁷ Interviews across stakeholders show that these successful group resettlement efforts by UNHCR have created goodwill with refugees and the Government. This has contributed to a continued positive relationship between the Government and UNHCR (See *Finding 2* on Government partnerships).

153. Following the ending of Bhutanese refugee group resettlement in 2016, UNHCR shifted its focus towards supporting the integration of the remaining Bhutanese refugee population by investing in education, health, livelihoods, and infrastructure support. This shift was supported by decades of collaboration with the Bhutanese refugee community and civil society.⁹⁸ By 2020, UNHCR advocacy efforts led to the refugees having the same access to public health facilities (under the same conditions as nationals). Interviews with implementing partners and local government staff in Damak confirmed that UNHCR's advocacy at both national, provincial, and federal levels contributed to this outcome.
154. The November 2021 Cabinet decision on the Bhutanese Management and the subsequent 2022 Government instructions provide an opportunity for the rights of Bhutanese refugees to become formalised. The recommendations cover issuance of identity cards and travel permits, work and trade rights, the ability to open bank accounts, land lease arrangements, increased access to public education, and improved access to basic health care and treatment in Government hospitals. UNHCR reporting and stakeholder feedback highlights that its advocacy efforts with Ministry of Home / NUCRA has played a pivotal role in the Ministry's instructions to implement these recommendations. Interviews expressed that implementation of the cabinet decision may have a positive downstream impact for the registration and documentation of the Tibetan long stayers.⁹⁹
155. **Backdoor support to the Tibetan population.** For Tibetan long stayers, UNHCR and its partners have limited room to contribute to durable solutions.¹⁰⁰ Based on the successful case management of the Bhutanese, UNHCR strategically advocates for Tibetan rights through the Refugee Core Group for which UNHCR acts as a secretariat.¹⁰¹ UNHCR identified concerns for violation of non-refoulement, the rights of asylum seekers and refugee anonymity/confidentiality in the bilateral border management systems agreements signed by Nepal in Oct 2019 and advocated for the clarification on the rights of refugees and asylum seekers.¹⁰² Interviews show the national-level advocacy is centred around encouraging the Government with registration/documentation and verification of all Tibetans in Nepal.¹⁰³ Documents indicate UNHCR has been supporting the Government through consultative workshops to discuss practical solutions around the issue of limited livelihood and travels opportunities, due to a lack of refugee-status and work rights.¹⁰⁴
156. **Mandate refugees in the Kathmandu area.** For mandate refugees, UNHCR is providing differentiated support and solutions in areas of livelihood, health, and education. For livelihood support, UNHCR focuses on providing PoCs with vocational training and small enterprise support so they can find work in the informal sector. Interviews with UNHCR staff and operational partners indicate that the focus on vocational training is part of UNHCR's move towards durable solutions, as opposed to direct assistance.

⁹⁶ UNHCR. 2013. Update on UNHCR'S operations in Asia and the Pacific.

⁹⁷ UNHCR. 2020. Exit Strategy Bhutanese Action Plan.

⁹⁸ UNHCR. 2020. Update to the Bhutanese Strategy – 28 April 2020.; See *Appendix 7* for Bhutanese output achievements for in these sectors.

⁹⁹ UNHCR Nepal. 2022. Risk Register Extract as of July 22, row 12.

¹⁰⁰ See Finding 13 on geopolitical sensitivities.

¹⁰¹ UNHCR Nepal. 2022. Note for File regarding Refugee Core Group meeting dated 13 January 2022.

¹⁰² 2019 Boundary Management System Agreement.

¹⁰³ UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy.

¹⁰⁴ UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan Year End Report 2019.

To further support mandate refugees, UNHCR also provides soft support through counselling platforms, complaints (email, phone, and letterbox) and PSN referral mechanisms and a 24/7 hotline.¹⁰⁵

Finding 2: UNHCR has developed strong strategic partnerships with UNCT and the Government.

157. As a member of the UN system, UNHCR leverages its connections with different UN agencies to jointly address shared objectives. UNHCR is an active member of several refugee-related committees and working groups (WGs) within the UN system and with the Nepal Government and with donor countries, in particular through the Refugee Core Group. Key interagency fora include the Operations Management Team (OMT), Security Management Team (SMT), SDG Working Groups, Legal Identity and Civil Registration and Vital Statistics (CRVS) Working Group, International Development Partner's Group (IDPG) Gender Equality and Social Inclusion Working Group, Gender in Humanitarian Task Team, Migration Working Group, UN Gender Theme Group and IDPG Social Protection Task Team. UNHCR actively participates in these meetings including regular and strategic negotiations, drafting, and reporting as a part of the One UN approach.¹⁰⁶ Interviews and meeting minutes highlight that this type of engagement in these groups has contributed to the inclusion of refugees in the entire UN COVID response.¹⁰⁷ UNHCR was acknowledged across interviews as a key contributor and effective secretariat for WGs where UNHCR is active.
158. Interviews with senior UN staff underline that these WGs are where the most progress happens on joint planning of development priorities and initiatives; UNHCR's support for these fora is therefore widely appreciated. KIIs with partners highlight that other organisations are dealing with similar issues in terms of the importance of partnerships and working on development and humanitarian issues in Nepal. Interviews with UNCT highlight the importance of joint messaging and consistent ways of working to maximise results. It is clear that UNHCR is not alone in working through these issues and there is a strong opportunity and readiness to collaborate, particularly at this senior level.
159. UNHCR is notably a part of the Legal Identity Working Group, serving as co-chair alongside UNICEF. This WG advances and advocates on the issue of citizenship and legal identity. In 2019 / 2020/ 2021 and 2022 for example, the WG conducted briefing sessions and workshops with relevant UN agencies and the IDPG to link legal identity issues with joint development initiatives.¹⁰⁸ Further outputs of this WG include technical input around topics of legal identity and refugees into the 2021 UNCT Universal Periodic Review (UPR), 2020 Preparedness and Response Plan (CPRP), 2020 Framework for the Immediate Socio-Economic Response to COVID-19 (CERF) and 2021 Common Country Assessments (CCA).¹⁰⁹ The 2020 UNCT Legal Identity Guidelines indicate that more coordination from the RCO is necessary to ensure "legal identity for all" is achieved in the context of SDG 16.9, and that each UN agency performs its dedicated role.¹¹⁰
160. Collaboration and promotion of joint activities between the Government and UNHCR is a key part of UNHCR's mandated approach.¹¹¹ UNHCR has formed strategic partnerships with the Government (all line Ministries) and is actively supporting the capacities of key national agencies. For example, UNHCR participates in regular monthly meetings with its key line Ministry, the Ministry of Home/NUCRA Coordinator and/or Deputy Coordinator and CDO Coordinator, to discuss refugee advocacy and policy

¹⁰⁵ UNHCR Nepal. 2020. Nepal Comprehensive Operations Plan- Year End Report 2020.

¹⁰⁶ UNHCR Nepal. 2020. UNHCR Nepal Year End Report.

¹⁰⁷ See Finding 20 for more information on the COVID response; UNHCR Nepal. 2020. UNHCR Nepal Year End Report

¹⁰⁸ UNHCR Nepal. 2019. Mid-Year Report.

¹⁰⁹ UNHCR Nepal. 2020. UNHCR Nepal Year End Report.

¹¹⁰ UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

¹¹¹ UNHCR Nepal. 2013. Note on the Mandate of the High Commissioner for Refugees and His Office.

matters.¹¹² A Government partnership was formalised in 2020 when UNHCR successfully negotiated a PA with MOHA / NUCRA.¹¹³ The agreement formalised UNHCR's secure electronic data transfer of registered Bhutanese refugees.¹¹⁴ Data management and verification responsibilities were handed over and Government responsibility for the management of registration and documentation was solidified in October 2020. This was following the signing of a Data Sharing Agreement and following data management trainings carried out by UNHCR for NUCRA staff.¹¹⁵ Further governmental partnerships continued in 2021 and 2022 through additional annual PPAs (see *Table 2*) in support of refugee protection and assistance. This included protection and assistance to refugees and settlement management through the Government Refugee Coordination Unit (RCU) in Province 1.¹¹⁶

161. Engagement in official partnerships and committees with the Government enabled a culture of communication and strong working relationships. This includes the ability to share mission goals and objectives, understand Government stance and rational on issues, and gain further insight on risks and opportunities for change pathways. There is reflection in documentation on further strengthening the Government relationship, given its importance.¹¹⁷ Meeting minutes between UNHCR and the Government identified bureaucratic barriers – different deadlines, the lengthy process of attaining approval of other ministries – and steps that could be taken to address these issues.¹¹⁸
162. The agreements listed above demonstrate a positive and constructive working relationship between UNHCR and the Government. This is acknowledged further in interviews with other key stakeholders: senior UN staff emphasised the relationship of UNHCR and NUCRA allows for considerable advocacy to be carried out at the senior Government levels and allows for a culture of accountability between both parties. Interviews with Government partners indicated that this positive working relationship is pivotal to UNHCR's support to Government capacity.

EQ 1.2 To what extent do the Multi-Year Strategy and country operation plans align with UNHCR priorities and policies, such as the Global Compact for Refugees (GCR) and the Humanitarian-Development-Peace Nexus (HDPN), and national priorities?

Finding 3: UNHCR's Multi-Year Strategy is appropriately grounded within national policies and plays an important role in supporting Government implementation.

163. The UNHCR Nepal Multi-Year Strategy 2023-2027 is designed to synergise with Nepal's national priorities, particularly with priorities outlined in Nepal's 15th National Development Plan (NDP). Two major points of alignment include: the principle of Leave No One Behind (LNOB) and Legal Identity. Both plans having roots in the UN 2030 Agenda for Sustainable Development. Nepal undertook LNOB and the SDGs as a

¹¹² UNHCR Nepal. 2021. UNHCR Nepal Protection Activity Work Plan 2021.

¹¹³ UNHCR Nepal. 2021. Nepal Comprehensive Operations Plan 2021.

¹¹⁴ UNHCR Nepal. 2020. Country Operations Plan, Mid Year Review, End Year Review 2020

¹¹⁵ Ibid.; UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021; UNHCR Nepal. 2020. Note for the File:

¹¹⁶ UNHCR Nepal. 2020. Note for the File:

Review of the programmatic partnership between UNHCR and National Unit for the Coordination of Refugee Affairs (NUCRA) in Kathmandu and Refugee Coordination Unit (RCU) in Damak prepared by UNHCR Nepal in 2020

¹¹⁸ UNHCR Nepal. 2020. Note for the File: Signing the Small-Scale partnership agreement (SSA) between UNHCR and National Unit for the Coordination of Refugee Affairs (NUCRA) in Kathmandu and Refugee Coordination Unit (RCU) in Damak for the operational year 2020; UNHCR Nepal. 2020. Note for the File: Review of the programmatic partnership between UNHCR and NUCRA in Kathmandu and RCU in Damak prepared by UNHCR Nepal in 2020; UNHCR Nepal. 2021. Draft NFF with new NUCRA Dep Coordinator; UNHCR Nepal. 2022. Meeting with Chief Secretary Mr. Shanker Das Bairagi – Minutes of the Meeting.

national priority in national planning and UN systems is also mainstreaming the SDGs into its programmes.¹¹⁹

164. The NDP does not specifically target refugees. The undocumented referenced in the NDP targets unregistered Nepali citizens and children without birth certificates. Interviews highlighted that the Government at the time (2018) requested for the omission of refugees in the UNDAF since it did not align with current policy. Despite UNHCR's positive working relationship and influence with the Government, broader political sentiment and sensitivities have typically blocked the inclusion of refugees in these plans. According to UNHCR staff and documentation, the draft Nepal UNSDCF 2023-2027 is likely to directly inform the next 16th NDP. The inclusion of refugees and documentation concerns in the UNSDCF 2023-2027 will positively impact the opportunity for formalized focus in subsequent Government priorities and planning.¹²⁰
165. The priorities laid in the Multi-Year Strategy are appropriate given the secretariat and advocate functions of UNHCR in the working groups listed in *Finding 2*. UNHCR advocacy and communication material indicates that UNHCR continues to propose ways forward to both RC/ UNCT and key government agencies on matters of refugee inclusion, documentation and protection, and citizenship certificates for eligible Nepali. Messaging in these materials and presentations centre around the need for consistency, a holistic implementation approach and to support the Government with gap analysis and joint planning processes. A review of these presentations shows these messages are consistent across 2020, 2021 and 2022.¹²¹ Interviews with Government staff indicate that these implementation pathways and options that UNHCR provides in their joint meetings is useful for Government planning and prioritisation. Interviews with few UN staff indicate that while UNHCR's advocacy on these issues is important, the messaging in meetings can be further diversified and tailored to each partner.

Finding 4: There is an opportunity to use a HDP Nexus-based collaboration approach to strengthen the Multi-Year Strategy and UNHCR's contribution to the SDGs.

166. The Multi-Year Strategy makes implicit links to the humanitarian-development-peace nexus (HDPN). Strategic Direction 1 (achieving local solutions for refugees through inclusion) and 2 (inclusion of refugees in UN and Government, development, and SDG planning) both advance the HDPN by prioritising institutional and inter-agency collaboration across humanitarian and development domains.
167. In November 2020, UNHCR, UNDP and UNRISD globally identified areas of strategic collaboration on an HDPN approach between UNDP and UNHCR operations. Key collaboration areas in situations of protracted displacement included: integrating refugee issues and SDG implementation, focusing on livelihoods and promoting of legal identity, justice and human rights.¹²² The approach to HDPN, however, centres on humanitarian-development cooperation, in part due to the lack of an agreed scope on the peace component.¹²³ UNHCR's global operations have similarly only evaluated its engagement in humanitarian-development cooperation, rather than HDP cooperation.¹²⁴

¹¹⁹ Government of Nepal National Planning Commission. 2020. The Fifteenth Plan (Fiscal Year 2019/2020-2023/24); UNHCR Nepal. 2022. UNHCR Nepal MULTI-YEAR STRATEGY 2023-2027.

¹²⁰ UNHCR Nepal. 2021. UNHCR Nepal MYPSS 2020-2022; UNHCR Nepal. 2022. UNHCR Nepal MULTI-YEAR STRATEGY 2023-2027.

¹²¹ UNHCR Nepal. 2021. Presentation to UNCT on Legal Identity and Civil Registration; UNHCR Nepal. 2020. Presentation to UNCT 2020; UNHCR Nepal. 2022. Presentation 06 July 2022 PowerPoint.

¹²² UNRISD. 2020. Responding to Protracted Displacement Using the Humanitarian-Development-Peace Nexus Approach: UNDP and UNHCR Theory of Change.

¹²³ UNRISD. 2020. Responding to Protracted Displacement Using the Humanitarian-Development-Peace Nexus Approach: UNDP and UNHCR Theory of Change.

¹²⁴ UNHCR. 2021. Evaluation of UNHCR's Engagement in Humanitarian-Development Cooperation.

168. In Nepal, UNHCR contributes to humanitarian activities through basic needs and contributes to development through services, livelihood, employment, and social protection activities. Each of UNHCR's PoC groups are conflict-sensitive caseloads. As such, ensuring cohesion is maintained within communities and approaching work diplomatically is a necessity. UNHCR's activities in Nepal are primarily soft peace interventions that bring increased awareness to PoC needs and injustices. In alignment to Nepal's Roadmap for Peaceful, Just and Inclusive Societies (2021), UNHCR pursues inclusion, non-discrimination, and reduced inequality, using SDG 16, 17 and SDG 1 to 11, namely access to basic services (education, health/wash, social protection, livelihoods) as a blueprint for peace.¹²⁵ UNHCR's current SDG work and partnership with UN agencies under the UNCT, such as UNDP, present an opportunity for UNHCR to explore the HDPN more deliberately.

Table 8. UNHCR- UNDP Approach to HDP Nexus.

Nexus	Humanitarian	Development		Peace	
Protection and Solutions Outcomes	Basic needs Food, water, shelter, non-food items, sanitation	Services Health care/public health, education, infrastructure	Livelihoods/Employment/ Social Protection Access to natural resources, small businesses, training and formal employment opportunities, social protection	Soft Peace Governance, access to justice, capacity strengthening, DRR	Hard Peace Diplomacy, security, defence, intelligence, SSR, capacity strengthening

Source: UNRISD. 2020. Responding to Protracted Displacement Using the Humanitarian-Development-Peace Nexus Approach: UNDP and UNHCR Theory of Change; Steets, et al. 2021. Evaluation of UNHCR's Engagement in Humanitarian - Development Cooperation. UNHCR.

169. Interviews with UN staff and bilateral partners indicated that focusing on consistent and deliberate cross-partner collaboration is the correct approach, as progress with the Government on protracted issues such as legal identity and documentation for Nepalis without citizenship certificates is slow. Interviews with UN staff across agencies explain this is due to Nepali cultural sensitivities of legal identity, high turnover in Government staff every election and lack of political will.

170. UNHCR integrates SDGs into its own planning and reporting through COMPASS. Globally, nine of the core Outcome Areas in COMPASS are mapped to ten SDG commitments, as shown in *Table 9*. UNHCR Nepal deliberately integrated the SDGs in its Multi-Year Strategy 2023-2027, which provides support to the NDP's goals and commitment to the SDGs (See *Finding 3*).¹²⁶

Table 9. Multi-Year Strategy Outcome Area and the related SDG.

Multi-Year Strategy Outcome Area (OA)	Relevant SDG
OA 1: Access to territory, registration, and documentation	SDG 16: Peace, justice, and strong institutions
OA 3: Protection policy and law	SDG 10: Reduced inequalities
OA 4: Gender-based violence	SDG 5: Gender equality
OA 7: Community engagement and women's empowerment	SDG 5: Gender equality
OA 8: Wellbeing and Basic Needs	SDG 1: No Poverty, SDG 2- Zero Hunger
OA 10: Healthy Lives	SDG 3: Good health and wellbeing

¹²⁵ National Planning Commission. 2021. Nepal's Roadmap for Peaceful, Just and Inclusive Societies: A SDG 16 Plus Report.

¹²⁶ The 2023-2027 UNSDCF was pending at the time of the multi-strategic planning of 2020-2022.

OA 11: Education	SDG 4: Quality education
OA 13: Self-reliance, Econ inclusion and Livelihoods	SDG 8: Decent work and economic growth
OA 16: Local Integration and Other Local Solutions	SDG 10: Reduced inequalities SDG 11: Sustainable communities, make human settlements inclusive, safe, resilient and sustainable

171. The 2023-2027 Roadmap for the UNSDCF mandates UNCT's leadership on ensuring there is alignment between the United Nations Sustainable Development Cooperation Framework (UNSDCF) and NDP, through active collaboration with Government's National Planning Commission (NPC) and other relevant ministries.¹²⁷ This is aligned with the principles of partnership emphasised by the HPDN. Interviews with UNCT indicate there is an opportunity for UN agencies to draw from HPDN principles – primarily inter-agency partnerships – to support their contribution to the UNSDCF and agency commitments to the SDGs.
172. Interviews with UNHCR and RBAP staff indicate that multi-year strategies should continue to be framed within the context of SDGs. Alignment to the SDGs in Multi-Year Strategy planning should be contextualised to both the country context and to global commitments. There is an acknowledgement in interviews with UN staff that the HPDN can provide an appropriate framework of approaches to support this alignment.

Finding 5: UNHCR can strengthen support to the Government by framing opportunities for collaboration through the GCR priorities.

173. Although Nepal is not a signatory of the 1951 Refugee Convention, the UN General Assembly, of which Nepal is a part, voted in favour of the Global Compact for Refugees (GCR).¹²⁸ This provides an opportunity to utilise the mandates and suggestions outlined in the Compact as entry points for advocacy and basis for Government implementation pathways. This also aligns well with existing Multi-Year Strategy priorities and previous UNHCR focus areas, as many of the UNHCR Nepal Multi-Year Strategy goals are directly related to GCR objectives.¹²⁹ For example, UNHCR Nepal's overall focus areas against GCR objectives are presented below:

Table 10. GCR Objectives and corresponding UNHCR / Multi-Year Strategy areas of focus.

GCR Objectives	UNHCR Multi-Year Strategy Areas of Focus
Objective 1: Ease pressures on host countries	Support with refugee registration and strengthening civil registration / legal identity for eligible Nepali Strengthening public service capacities in health and education which benefit host communities where refugees reside; counselling of refugees; SGBV prevention and response
Objective 2: Enhance refugee self-reliance	Livelihood programming/support to all refugee and PoC groups and to host communities where refugees reside. Vocational trainings and small-scale business support

¹²⁷ United Nations Nepal. 2022. United Nations Sustainable Development Cooperation Framework 2023-2027 for Nepal: A Roadmap for the Formulation.

¹²⁸ Rush, Nayla. 2018. Global Compact for Refugees Adopted Today. Center for Immigration Studies. Retrieved from: <https://cis.org/Rush/Global-Compact-Refugees-Adopted-Today>

¹²⁹ UNHCR. N.D. The Global Compact on Refugees.

	Focus on inclusion in public services/policies/plans on areas of education, health and social protection.
Objective 3: Expand access to third country solutions	Group Resettlement process for Bhutanese refugees and facilitation of private sponsorship processes
Objective 4: Support conditions in countries of origin for safe and dignified return	Continued advocacy for return of refugees to Bhutan.

Source: UNHCR Nepal. 2022. Multi-Year Strategy 2023-2027.

174. The GCR emphasises the development of a nationally led comprehensive plan/roadmap that is in-line with national priorities and supported by UNHCR and the wider UNCT.¹³⁰ Key elements in this plan include clarifying policy priorities, institutional and operational arrangements, and the required support from the international community (such as investment, financing, material and technical assistance). The Compact also emphasises a multi-stakeholder approach and specifically mentions UNHCR to play a supportive and catalytic role to the Government and to fully leverage the entire UNCT. UNHCR shared a stakeholder mapping, roadmap and theory of change which was carried out in the beginning of 2022. At the time of writing, UNHCR is currently updating such an advocacy agenda/roadmap, which is to be finalised by December 2022.

EQ 1.3 How has UNHCR defined and implemented transitioning in its strategic decision-making at the national and regional level?

Finding 6: There is a need to rationalise and strengthen the current livelihood programmatic focus, given the closure of the Damak office.

175. The workplan for the Damak closure involved three phases that concluded in the transfer of services, such as the inclusion of refugees in the national health insurance, and responsibility over Bhutanese refugee population to the Government.¹³¹ Pre-closure activities involved preparatory activities undertaken by the Damak office to lighten the workload, disseminate information of the closure to relevant groups, refugee community-based organisation's capacitation, and engage in transition planning with the Government. During the closure process, UNHCR focused on concluding supplier contracts, and finalised the financial, administrative closing paperwork. Phase II of the closure involved closing partner offices and transfer of all relevant documentation and roles to the Kathmandu office. The office closure was marked with the handover of the Damak sub-office space.¹³²

176. The internal documents suggest the closure of Damak was informed in part by the large reduction of the Bhutanese caseload, following resettlement efforts.¹³³ It is acknowledged that the Damak closure marks the shift from a decade-long humanitarian assistance model to an advocacy/capacity development operation to the Bhutanese population as outlined in the Multiyear Strategy 2023-2027.¹³⁴ Support mechanisms and responsibilities, particularly for livelihood activities, were transferred to Municipalities (framed by MOUs) and to settlement refugee community based organisations (CBOs). Key examples include transferring responsibilities for technical support and group mobilisation for farmers to

¹³⁰ UNHCR. N.D. The Global Compact on Refugees.

¹³¹ UNHCR.2020. Workplan UNHCR Nepal 2020_08 Dec 2020.

¹³² UNHCR. 2020. SO Damak Exit Plan and Work Plan vs. 28 May 2020.

¹³³ UNHCR. 2022. Internal meeting minutes.

¹³⁴ UNHCR Nepal. 2020. Nepal Comprehensive Operations Plan Year End Report 2020.

Municipalities, and camp-based enterprises (e.g. Dhaka and Community Tailoring Center and the BRAD Occupational Therapy Center)¹³⁵ to the relevant CBOs.¹³⁶

177. Feedback on livelihood programming in Damak has been mixed and there are questions about the quality, appropriateness, and effectiveness of the programme. Some livelihood programmes appear to not fully consider the big reduction in the Bhutanese caseload and the lack of direct UNHCR presence and oversight in the area. For example, across several agriculture and livestock activities, field interviews with refugee groups highlighted issues of participant and site selection, material use and ongoing value chain support. For these instances, adaptive management strategies were unclear, as refugees indicated their concerns - when communicated - were not met with appropriate response or action by livelihood implementing partners. However, UNHCR and partner staff maintain that it is not possible to address all material demands from refugees; UNHCR and partners must prioritize the most critical needs. Specific issues observed in the field tour was around poultry and piggery activities: some initiatives had basic problems at a productive level. Site selections were based on Municipal allocated land, which often was inappropriate for livestock activities. Refugees further indicated that continued market fluctuations severely hinder sustainability of continuing with poultry and piggery initiatives, and many claimed to be operating at a yearly loss. Similar concerns were highlighted in the ILO market assessment: the report found high feed expenses to undermine profitability and a lack of access to financial services to deter refugees from engaging in pig farming.¹³⁷
178. However, there is mixed feedback from the operation on the overall performance of piggeries. Feedback from UNHCR staff indicated that animal farming initiatives were introduced into the livelihood programme on the request of refugee groups and has generated profits in many instances. A full operational assessment/evaluation would be necessary to understand the overall performance of all those in the piggery, and other livelihood, value chains.
179. In view of this, however, UNHCR has clearly acknowledged that livelihood programming requires strengthening. To support a transition towards market-based livelihood interventions, ILO and UNHCR established a joint plan of action implemented between January 2020 and December 2023. As part of the plan, market assessments and analyses were conducted, aiming to: refine the livelihoods strategy, provide support to business leaders and municipalities in business management and spur value chain development. Meetings were further coordinated with stakeholders in support of refugees' increased access to employment opportunities, labour markets and social protection systems.¹³⁸ The updated Livelihoods Strategy for Nepal 2021-2022 subsequently focuses on capacity and skill building, strengthening of economic absorptive capacity and access to labour markets, and fostering an institutional, administrative and legal environment to achieve protection and solution outcomes.¹³⁹ The UNHCR-ILO commissioned market systems analysis of 2022 actively shows UNHCR is revisiting feasibility of interventions.¹⁴⁰ However, based on field visits and interview feedback from refugee groups and partners, production in livelihood activities may not yet be at a level where technical recommendations in the market systems analysis (i.e. strengthening market linkages) are feasible options.

Finding 7: The staffing transition following the Damak closure was managed well, although continued effort is required to ensure the operation remains rightsized.

¹³⁵ BRAD: Bhutanese Refugee Association of the Disabled.

¹³⁶ UNHCR. 2020. Internal Handover Note for Livelihoods.

¹³⁷ ILO & UNHCR. 2022. Market Systems Analysis for Refugee and Host Community Livelihoods in Province 1 - Nepal.

¹³⁸ UNHCR Nepal. 2020. ILO/UNHCR Joint Plan of Action in Nepal: Livelihoods and Self-Reliance Assistance to Refugees in Nepal.

¹³⁹ UNHCR Nepal. 2021. Livelihoods Programme for Nepal 2021-2022 – [April 2021].

¹⁴⁰ ILO & UNHCR. 2022. Market Systems Analysis for Refugee and Host Community Livelihoods in Province 1 - Nepal.

180. The staffing transition for the Damak closure occurred over a period of 3 years between 2019 and 2022. A review of internal UNHCR budgets reflect that the OP (needs-based) budget and expenditure allocated for staffing steadily decreased each year over this period (*Table 6*).¹⁴¹ In 2019, the operation had 44 staff (38 national and 6 international) and by January 2020, this was reduced to 36 staff (32 national and 4 international).¹⁴² Documents indicate UNHCR planned to reduce the Damak-based staff by 28.5% by January 2020 and this was achieved: there was 15 staff remaining in Damak by January 2020.¹⁴³ By 2021, the Kathmandu office had a total of 19 staff (3 international and 16 national, including drivers and messenger).
181. Communication about the transition took place in a timely manner. Internal documents indicate that staff transition updates, including tasks in need of completion and timing, was regularly communicated between all staff. Tasks were delegated in a work plan and updated on a weekly basis.¹⁴⁴ There was additionally an exit plan developed, handover notes, and SOPs shared with relevant partners and local authorities. The internal handover communication proved to be effective: UNHCR and partner staff both indicated that people were generally knowledgeable about the process and what to expect, as roles became discontinued or merged.
182. The downsize resulted in many roles becoming consolidated or merged. For example, administration staff were tasked with carrying out multiple functions (administration, finance, supply/procurement, human resources).¹⁴⁵ Similarly, positions for ICT Associate, Senior Administration Assistant, Executive Support Associate, and Protection and Programme staff also had responsibilities increased in 2021.¹⁴⁶ The Nepal operation increasingly functions as a multifunctional team, which is similar to other smaller operations where there is an absence of dedicated staff due to operation scale and resourcing. The increase of responsibilities for many staff in the operation led to the upgrading of national staff positions. The first two and entirely new NOB positions were hired in 2022. Nevertheless, it still calls into question whether UNHCR is currently rightsized for their current caseloads.^{147, 148}
183. The staffing plan in the Multi-Year Strategy 2023-2027 is appropriate given the current capacities of the operation. For example, extending the P3 international protection position, until a suitable national candidate can be recruited and institutional memory be carried through is a good decision. KIIs show this is particularly important because national officers tend to remain with the operation for a long time and taking steps to capacitate candidates will ensure an efficient and effective team. However, interviews acknowledge that continuous reassessment on team and staff competence is required, particularly as UNHCR's strategic line of sight and programmatic priorities of the Multi-Year Strategy are further developed.

EQ 2: What have been the key results in the areas of assistance, protection, and solutions?

EQ 2.1 To what extent has UNHCR effectively and efficiently achieved its output and outcome results?

Finding 8: The approach to advocacy is appropriately persistent and consistent.

¹⁴¹ This data was drawn from COMPASS by a UNHCR staff member.

¹⁴² UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019.

¹⁴³ Ibid.

¹⁴⁴ UNHCR Nepal. 2020. SO Damak Exit Plan and Work Plan vs. 28 May 2020.

¹⁴⁵ UNHCR Nepal. 2021. Multi-year Protection and Solutions Strategy 2020-2022.

¹⁴⁶ Ibid.; UNHCR Nepal. 2021. Who Does What 2021.

¹⁴⁷ 6,365 Bhutanese, advocacy only for 12,545 Tibetans and 666 mandate refugees, at the time of the evaluation.

¹⁴⁸ UNHCR Nepal. 2022. UNHCR Global Focus: Nepal Reporting – Countries of Origin. Accessed 26 October 2022 from <https://reporting.unhcr.org/nepal#toc-populations>.

184. UNHCR's advocacy on refugee issues is through a continuation of pressure and consistent messaging to key groups. Documentation and reporting available to the ET show the primary forums of advocacy is in meetings with the Government, the UNCT and in key working groups, as referenced in *Finding 2*.¹⁴⁹ A review of presentations and updates in these meetings highlights advocacy messaging is generally consolidated into two key themes: refugee issues and legal identity/ CRVS. The table below presents these consistent advocacy points under these two themes.

Table 11. Main themes of UNHCR advocacy.

Refugee issues
<ul style="list-style-type: none"> • Issue identity documentation for refugees, granting the right to work, own businesses, equal access to public education, health, and social protection (formal inclusion). • Register and document all Tibetan Long-Stayer refugees • Continue providing access and safe passage through its territory for Tibetan new arrivals • Engage with Bhutan on voluntary repatriation of refugees • Ratify the 1951 Refugee Convention/ 1967 Protocol • Put mechanisms in place to ensure respect for the principle of non-refoulement and non-penalization for irregular entry or stay • Adopt national refugee legislation in line with international standards
Legal identity
<ul style="list-style-type: none"> • Continue outreach and ensure timely issuance of legal identity documents (from birth to death, including citizenship certificates) to all eligible persons; • Advocate for the Citizenship Act to allow for citizenship documentation at birth; • Repeal gender discriminatory provisions in its legislation so that women can confer nationality to their children and spouses on an equal basis as men; • Ratify the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness.

185. Advocacy messaging is consistently underpinned by the requirement for inter-sector and inter-agency/actor collaboration towards results. This is in-line with commitments to wider international frameworks (i.e. HDPN and GCR) and UN ways of working to achieve outcomes (See *Finding 4 and 5*). There is consensus in interviews with Government staff that this collaborative and partnership-driven advocacy is appropriate to the context and development needs of Nepal.

186. **The advocacy approach for the Bhutanese.** UNHCR's commitment to multi-stakeholder partnerships and collaboration is particularly evidenced in the advocacy approach for the Bhutanese. Documents show UNHCR conducted participatory assessments, market assessments and monitoring to support programming and advocacy initiatives.¹⁵⁰ Advocacy across levels and with key partners produced key results. UNHCR was able to support Bhutanese refugee children's access to public education and public health, access to national health insurance through working with implementation partners and advocating at municipal, provincial and central levels of the Government.¹⁵¹ UNHCR showed diversification of advocacy channels through community mobilisation and self-reliance objectives. UNHCR engaged in strengthening of refugee-led CBOs like the Bhutanese Refugee Women Forum (BRWF), Refugee Camp Management Committee (CMC), BRCF, and BRAD. Interviews highlighted these CBOs were instrumental in communicating to PoCs and PSNs about SGBV, health care and food relief support, and livelihood opportunities.¹⁵² In 2021, though reporting indicated that advocacy was directed to all PoCs, many activities were still in reference to Bhutanese populations.¹⁵³

¹⁴⁹ UNHCR Nepal. N.D. Internal presentations on situational context.

¹⁵⁰ UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan Year End Report 2019; UNHCR Nepal. 2021. Year End Review 2021.

¹⁵¹ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019.

¹⁵² UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

¹⁵³ UNHCR Nepal. 2021. Year End Review 2021.

187. **The advocacy approach for Tibetans.** Given geopolitical sensitivities (See *Finding 13*), UNHCR conducts high-level low-profile advocacy for Tibetans. For Long Stayers, a key advocacy focus is on increasing registration and documentation, as an estimated 75% are undocumented, and given that the last new registration/documentation took place in 1995 for those above 16 years of age. Advocacy is also channelled through workshops and trainings with local partners and to Government counterparts.¹⁵⁴
188. **The advocacy approach for mandate refugees.** UNHCR effectively utilises its own mandate to support PoCs in Kathmandu, particularly in areas of non-refoulment, improvement of reception conditions and issuance of documentation for basic protections.¹⁵⁵ Advocacy efforts enabled UNHCR to support with protecting against detention and arrest for irregular stay. This has contributed to results: 2019, and 2020, 2021 there were no reported cases of detention, arrest, or deportation among registered PoCs.¹⁵⁶ The advocacy approach is also seen to be responsive, evidenced through intensive and successful collaboration between UNHCR, Government, UNCT and partners to include refugees in local response and recovery activities during the pandemic (See *Finding 20*).¹⁵⁷
189. **The advocacy approach for persons without citizenship certifications.** The ET acknowledges that advocacy on behalf of persons without citizenship certifications is a highly sensitive issue. Legal advocacy reform is conducted at senior levels of government and through working groups and partners, such as FWLD, the Civil Society Network on Citizenship Rights (CSNR), Network of Persons Affected by Citizenship and the UN Legal Identity Working Group.¹⁵⁸ UNHCR is further advocating for increased funding for civil society on these issues from other agencies.¹⁵⁹ In addition to Government and public sensitivities, advocacy approaches are constrained by the lack of government data on the number of individuals without citizenship certificates at the risk of statelessness or potentially stateless; the latest projections of the number of persons without citizenship certificates was based off the 2011 census and the number of birth certificates issued.
190. Based on the above, it is clear that operational leadership has a consistent line of sight as to the documentation and inclusion outcomes that need to be achieved. The pathways towards those results are iterative and, in some cases, unpredictable due to the multi-stakeholder nature of work (See *Finding 4 and 14*). Progress in these areas is based on UNHCR's principled approach of contribution rather than attribution of any specific activity to outcomes.

Finding 9: UNHCR, with the Government, UNCT, and civil society, has contributed to legal identity and civil registration initiatives.

191. Civil registration is the function of governments. The UN system, specifically through the UNCT, is mandated to support government in ensuring that this happens. According to *Implementation of the 2020 United Nations Legal Identity Agenda United Nations Country Team Operational Guidelines*, lead agencies for universal civil registration are UNICEF, United Nations Population Fund, WHO, UN Women, IOM and UNHCR. Thus, the mandate for supporting legal entity lies across the UNCT. In Nepal the lead on the Legal Identity Working Group is shared between UNICEF and UNHCR. UNHCR has focused on this under-prioritised area, which is critical to the Government because of its implication on governance and inclusion. Both organisations have made contributions within this space and have catalysed an evidence-

¹⁵⁴ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019; UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

¹⁵⁵ UN.2020. UN Framework for Responding to the Socio-economic impacts of Covid-19 in Nepal.

¹⁵⁶ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019; UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

¹⁵⁷ Ibid.

¹⁵⁸ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019.

¹⁵⁹ UNHCR Nepal. 2021. Meeting with RC 5 Feb 21 – Bhutanese Core Group. Presentation.

based approach towards thinking strategically on opportunities and risk. For example, in 2021 UNICEF finalised a report analysing the strengths and weaknesses of the current CRVS system, disability ID and Social Security Allowance systems. The report proposes how to improve services and importantly, how digital technologies can be used to increase registration rates and improve legal identity for children and adults who are vulnerable to exclusion.

192. There was a notable push from the Government in issuing and dissemination of birth certifications to children under 4 between 2015 and 2019.¹⁶⁰ However, the attention to children above 5 without birth registration was lacking and the number of adults requiring birth certification is currently unknown.¹⁶¹ Documents indicate that previous projections of 6.7 million individuals without citizenship certificates is slated to increase based on current gender discrimination, bureaucratic obstacles, lack of documentation awareness campaigns and Nepal's population growth. The current Constitution also does not allow Nepali women to pass citizenship to their children and spouses on equal basis as Nepali men.¹⁶² Implementation of the Citizenship Amendment Bill which was in Parliament in 2022 would permit more than 1 million Nepali as recognised by the Constitution of Nepal (2015) to access citizenship through declaration of a Nepali mother living in Nepal (and where the father is unidentified), or through one or both parents who acquired citizenship through birth.¹⁶³ Non-residential citizenship certificates would also be allotted, permitting economic and social – though not political – rights.¹⁶⁴ The Bill cannot address the gender discriminatory nature of the Constitution, however.
193. In view of the above, UNHCR has continued to collaborate with local organisations who are best placed to achieve advocacy and progress on these issues. Based on legal analysis of the Citizenship Amendment Bill, and Nepal's commitment to the CRC, Leave No One Behind, SDG 16.9, and the CEDAW and UPR 2021 recommendations, UNHCR and partners advocated for amendment and repeal of discriminatory provisions and dissemination of a circular on the updated Bill.¹⁶⁵ UNHCR alongside partner FWLD supported surveys to obtain increased data on lack of citizenship application or receipt, preparation of legal analyses towards the revised Bill.¹⁶⁶ Civil society partners sent thousands of SMS to chairpersons of the Parliamentary Committees, members of the Federal parliament and interacted with media that have pushed forward advocacy messages and bill reform. KIIs with UNCT indicate there is an opportunity to continue progress in this space by drawing attention to working with other partners and facilitating engagement and partnerships with sister UN agencies.
194. Regarding legal identity, the Government engages collaboratively with UNHCR and partners and is responsive to capacity building and awareness raising on legal identity. In 2020, UNHCR contributed to the UNCT report relating to the UPR. In 2021 UNHCR provided inputs on a CEDAW priority report. In 2019, 2020 and 2021, UNHCR provided training for government officials and representatives regarding issuance of identity documents.¹⁶⁷ In 2021, UNHCR additionally supported enrolment of the Director General of the Department of National ID and Civil Registration and 5 FWLD staff in learning courses on nationality and citizenship.¹⁶⁸

¹⁶⁰ UNHCR Nepal. 2022. Multi-Year Strategy 2023-2027.

¹⁶¹ Ibid.

¹⁶² Ibid.

¹⁶³ UNHCR Nepal. 2022. Internal: Analysis of the Nepal Citizenship Amendment Bill 2022.

¹⁶⁴ FWLD. 2022. Citizenship in Nepal. PowerPoint. IDPG Meeting on Citizenship Issues.

¹⁶⁵ UNHCR Nepal. 2022. Internal: Analysis of the Nepal Citizenship Amendment Bill 2022.

¹⁶⁶ UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

¹⁶⁷ Ibid.; UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020

¹⁶⁸ UNHCR Nepal. 2021. UNHCR Nepal Year End Report.

EQ 2.2 To what extent have UNHCR and its partners contributed to the enabling environment for increased PoC self-reliance?

Finding 10: UNHCR health and education support to refugees and PoC is generally effective, and the operation has already initiated necessary improvements to livelihood activities.

195. **Bhutanese refugees.** There have been good outcomes for health and education activities with the Bhutanese. Key results for health include the inclusion of Sanischare and Beldangi refugee settlements into the National Health Insurance Scheme and COVID-19 support, such as timely COVID-19 vaccinations and the investment of an ambulance for the Damak municipality until 2020.¹⁶⁹ Additional health achievements in 2019 included nutrition status and disease identification trainings, refugee counselling and psychiatric consultations.¹⁷⁰ Though UNHCR noted increased access to health insurance through AMDA's support as a major achievement in 2019, reporting also distinguishes low self-re-enrolment. Less than half of households appeared for renewal, drawing into question the extent to which refugees were aware of, understood, and saw the necessity of the renewal process. Feedback from UNHCR staff confirmed that Nepali and refugee communities do not fully trust health insurance; however, it is unclear whether low renewal rates is due to information dissemination and/or understanding among the population. In 2022, UNHCR worked with AMDA with physical information campaigns which were indicated to run more successfully than the virtual outreach initiatives in 2021 during lockdown.
196. In 2019, UNHCR, Caritas and the Damak Municipality pushed forward concerns to MOE about refugee children's limited access to local school caused by lack of policy, infrastructure, and financing for teachers.¹⁷¹ Following negotiations in 2020, the Damak Mayor showed willingness to support UNHCR/Caritas education advocacy efforts, with the Secretary of the MoE also emphasising that all children – regardless of nationality status – have the right to an education.¹⁷² Interviews indicated that the UNHCR Representative, the NUCRA Coordinator and the Joint Secretary of the Ministry of Foreign Affairs jointly had a meeting in February 2020 with the Ministry of Education in Kathmandu resulting in access of Bhutanese children to public education. UNHCR Nepal also handed over two school buildings to the municipality in 2020¹⁷³ and the Ministry of Education approved 20 requested teachers.¹⁷⁴ Though primary school students were the primary output targets in 2019 and 2020, UNHCR advocated and worked to enrol children from nursery to grade 12.¹⁷⁵
197. For livelihood, while the performance indicators show that outputs and objectives are met in 2020 and 2021, there are concerns around the quality and relevance of the programming. Interviews with refugee groups and CMCs show that that agriculture and livestock activities were not generating expected income levels and required significant further investment to ensure success. Agriculture/livestock was also affected by market fluctuations during the covid emergency 2020/2021 and beneficiaries voiced serious concerns around the sustainability of these value chains. These concerns were also echoed in analysis undertaken by UNHCR and ILO and the OIOS internal audit (See *Finding 6*).¹⁷⁶ Field visits indicated the planned livelihood activities were not appropriate for some of the selected sites and did not reflect feedback from refugee participants. Refugee and CMCs indicated that issues around inappropriate site

¹⁶⁹ UNHCR Nepal. 2021. Nepal Comprehensive Operations Plan 2021.

¹⁷⁰ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019.

¹⁷¹ UNHCR. Nepal. 2019. NFF Ministry of Education Meeting final – Jan 2019.

¹⁷² UNHCR Nepal. 2019. Education Advocacy: refugee Access to Local Schools – NFF: Advocacy with Ministry of Education.

¹⁷³ UNHCR Nepal. 2021. Nepal Comprehensive Operations Plan 2021.

¹⁷⁴ UNHCR Nepal. 2020. Bhutanese Strategy Continuation.

¹⁷⁵ UNHCR Nepal. 2019. Education Advocacy: refugee Access to Local Schools – NFF: Advocacy with Ministry of Education; UNHCR. 2019. Year End Results 2019.

¹⁷⁶ ILO & UNHCR. 2022. Market Systems Analysis for Refugee and Host Community Livelihoods in Province 1 - Nepal.; Office of Internal Oversight Services. 2022. Audit of the operations in Nepal for the Office of the United Nations High Commissioner for Refugees.

selection and value chain sustainability (i.e. not having enough training on marketing and other areas of value chain beyond production) was presented to the livelihood implementing partner but there was no follow up or action as a result. There is acknowledgement in interviews with UNHCR senior leadership that the livelihood programming requires strengthening and effort is being made towards this, as indicated previously: the primary driver behind conducting the joint ILO market assessment was to inform a redesign of the Damak livelihood programme. Interviews with UNHCR further indicated the livelihood sector primarily informed their request for this external evaluation.

198. **Tibetan Long Stayers.** There is little direct engagement with Tibetan settlement from UNHCR and its partners. As indicated above, support to Tibetan Long Stayers is through low profile advocacy and to reduce legal, procedural, and administrative barriers and legal identity. Activities that did involve direct engagement with Tibetan communities included key protection concerns, such as SGBV (sexual and gender-based violence) trainings.¹⁷⁷ Tibetan refugees were not included in primary health targeting in 2019 or 2020, however, were included by UNHCR and the Government in the 2020/ 2021 COVID-19 emergency response. Field interviews with camp committees and community members indicated that while direct engagement with UNHCR and its partners are very limited, there is an acknowledgement of the focus and work happening within central and provincial levels of Government.
199. **Mandate refugees and asylum seekers in urban areas.** UNHCR's work for mandate refugees has good progress in education and health, and in the difficult area of livelihoods. For example, UNHCR collaborated with TUTH, LWF and TPO to achieve health outcomes and activities (See *Finding 1*). TPO and TUTH are important partners in improving the quality of health services for mandate refugees. In 2019, 2020, 2021, 2022 TPO provided psychosocial care, conducted trainings, and helped disseminate medicines through TUTH. During the COVID-19 emergency, UNHCR hired an ambulance in Kathmandu to facilitate access to health facilities for refugees and the host community.¹⁷⁸ However, end 2021, the Government mandated that ambulances only be managed by health institutions.¹⁷⁹ UNHCR's presence in the Medical Referral Committee (MRC) enabled more equitable and cost-effective health case management of refugees. Life threatening cases, such as heart attack and obstruction, were forwarded to the hospital for timely treatment. As a member of the MRC, UNHCR aligned referral strategy for specialised care with UNHCR's global and regional public health strategy. UNHCR additionally engaged PoC in focus group discussions to ensure a smooth transition in the rationalisation of services
200. In 2021, UNHCR's analysis of the state of education for mandate refugee children indicated a needed improvement in the enrolment of children in pre-primary and secondary levels in public schools. Remote access to schooling was enabled by UNHCR financial and infrastructural investments in 2020 and 2021.¹⁸⁰ In 2021, a total of 1,128 school aged children were provided with education cash assistance to support schooling costs.¹⁸¹ In 2022, all school aged children enrolled in public schools obtain cash assistance.
201. Livelihoods for mandate refugees is difficult due to their illegal status. They are not allowed to work legally and when they work in the informal sector, they are often subject to varying levels of mistreatment, including non-payment. Thus, UNHCR has to walk a difficult line. On the one hand it cannot openly and directly connect refugees with employment but on the other, it has a mandate to protect mandate refugees and ensure their increasing self-reliance. UNHCR and its partners have therefore appropriately focused on: vocational training for jobs likely available in the informal sector; entrepreneurship training and the provision of some small business grants. Between 2017 and 2022 UNHCR has supported 118 small

¹⁷⁷ UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan Year End Report 2019.

¹⁷⁸ UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

¹⁷⁹ UNHCR Nepal. 2021. Nepal Year End Report 2021.

¹⁸⁰ UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020; Ibid.

¹⁸¹ UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

businesses with grants and provided 92 individuals with vocational training. Against 2021 numbers of mandate refugees, this covers approximately 47% of the adult population.

202. Monitoring of the entrepreneurs found that of 105 business, 24% were running well and making a profit of NPR 10,000 or more per month; 22% were running well but making a smaller profit of between NPR 5000-9,000; 15% were making a minimal profit and in some cases a loss; and 39% were closed (including refugees who had left Nepal). In the cases where refugees left the country, it is unclear from the evidence if the support they had received had enabled this. UNHCR and its partners followed up with various types of support to businesses that were struggling including coaching and top-up funding.
203. It is important to note that the odds of starting and running a small business over any length of time are low, let alone in the more difficult circumstances of mandate refugees. Other options for livelihoods support have been explored by UNHCR's partners and need to continue to be explored. For example, UNHCR's local partner did indeed seek to have a more targeted approach by engaging a local organization who manages an entire vocational cycle by selecting interested candidates, providing vocational training, and placing the candidates in jobs. The organisation has a remarkable 99% placement rate with 80% retention after three months. While the partnership with this organisation was not successful due to information restrictions about the refugees (which prevented a thorough selection process) this type of approach has potential. Interviews with RBAP staff further indicate that exploring technical skills for wage or self-employment could address potential labour market gaps, particularly for the informal sector.

Finding 11: UNHCR is making important contributions to the enabling environment for improved documentation processes.

204. UNHCR has leveraged previous work in resettlement and community integration with the Government and CBOs to further work on PoC documentation. Progress in documentation is built on the success of Bhutanese casework. UNHCR collaborated with the RCU in disseminating refugee cards prior to major resettlement. The last Bhutanese refugee card renewal process occurred in 2017 with a validity of five years.¹⁸² Since 2020, the remaining Bhutanese refugees have had refugee ID cards, though renewal of ID cards is needed in 2022.¹⁸³ Refugees born in Nepal have been able to receive birth certificates since 2017.¹⁸⁴ UNHCR's awareness raising with CBOs and Camp Management Committees (CMCs) resulted in birth registrations at the Ward level and in Pathari-Sanischare Municipalities.¹⁸⁵ UNHCR also facilitated private sponsorship of Bhutanese refugees.
205. UNHCR support to documentation of mandate refugees has been positive. As indicated in *Finding 8*, no cases of immigration detention, arbitrary arrest or detention were reported in 2019 or 2020 and the one case in 2021 was released due to UNHCR advocacy. In 2020, restricted population movement due to COVID-19 lockdowns impacted population movements. UNHCR ensured mandate refugees had access to their services despite restrictions, however. For example, UNHCR provided individual documentation, conducted Refugee Status Determination (RSD)/Enhanced registration and shared statistics with the Government.¹⁸⁶

¹⁸² UNHCR Nepal. 2020. Agreement on the Provision of electronic Migration and Continuous Verification of Personal Data of Refugees from Bhutan in Nepal.

¹⁸³ UNHCR Nepal. 2020. Bhutanese Strategy Continuation.

¹⁸⁴ UNHCR Nepal. 2019. Year End Report 2019.

¹⁸⁵ Ibid.

¹⁸⁶ Ibid.

206. Tibetan documentation has been constrained by Government policy. The Government has not provided refugee cards to Tibetan Refugees since 1995 and exit permits were halted in 2018.¹⁸⁷ UNHCR noted about 25 percent of the Long Stayer population was documented and with UNHCR's advocacy, the Government renewed registration for that 25 percent prior to the pandemic.¹⁸⁸ However, new documentation has not been included in any verification or documentation exercises since 1995, despite UNHCR advocacy efforts.¹⁸⁹ Consequentially, UNHCR has reported the same percentage (75%) of unregistered Tibetan Long Stayer residents over the past years.¹⁹⁰

EQ 3: What were the factors that affected UNHCR operation, strategic decisions, and results?

For the flow and readability of findings, Findings 12 - 20 answer the following two sub-questions as external and internal factors that affect results.

EQ 3.1 How has UNHCR's organisation, resourcing and partnership approach affected results?

EQ 3.3 How and to what extent did the Regional Bureau and HQ provide appropriate and timely support to the country office?

External Factors

Finding 12: External factors are the most impactful determinants of UNHCR's success.

207. The legal framework combined with political will and geopolitical sensitivities are the most significant factors in determining UNHCR's success in fulfilling its mandate. For example, the Government, who is supportive with Bhutanese refugees, was willing to adapt the legal/policy framework to find durable solutions and the geopolitical environment allowed for successful large-scale resettlement. This led to the most successful resettlement in recent history, as well a hopeful path to integration for the Bhutanese who remain in Nepal. For Tibetans refugees, however, the successes have been far less notable in terms of UNHCR's mandate. The Government is under tremendous pressure due to geopolitics and the many powerful actors involved in the issue. UNHCR's role is far more limited as a result. Any major movement in this arena will be directly because of changes in the geopolitical power dynamics. Finally, the legal framework and differences in Government perceptions about mandate refugees—considered as illegals who have overstayed—create strict parameters around the work that UNHCR can do with mandate refugees.

208. Interviews with UNHCR senior leadership show that UNHCR is clearly cognizant of these issues. The advocacy and partnership approaches are sensitive to Government priorities and concerns, particularly on the Tibetan and mandate caseloads. As indicated in previous findings, in terms of implementation, UNHCR strategically works through partners in instances where direct support is inappropriate to these groups.

¹⁸⁷ UNHCR Nepal. 2019. Year End Report 2019.

¹⁸⁸ Ibid.; UNHCR Nepal. 2020. Year End Report 2020.

¹⁸⁹ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

¹⁹⁰ UNHCR Nepal. 2019. Nepal Country Operations Plan 2019; UNHCR. 2022. UNHCR Global Focus: Nepal – Latest Updates. Accessed 24 Oct 2022 from <https://reporting.unhcr.org/nepal>.

Finding 13: Geopolitical and geographic factors affect the prioritisation and programming in Nepal.

209. Nepal is sandwiched between India and China, two rival world powers. No issue can be untangled from the larger socioeconomic and associated linkages between Nepal and its neighbours.¹⁹¹ In the MYPSS 2020-2022, UNHCR references geopolitical sensitivities as a critical consideration for PoC planning and advocacy.¹⁹² In recognition of India and China's competing influence over Nepal and their development of new partnerships, UNHCR has considered avoidance of close engagement with either country.¹⁹³ Both India and China are major trade partners for Nepal and have historically provided aid to the country.¹⁹⁴ There is consensus in the primary evidence that China and India's priorities fundamentally shape how the Government prioritises or deprioritises refugee issues. This directly influences how UNHCR engages in Government advocacy. For example, UNHCR acknowledges that the Government's cooperation with China is important while still advocating for the Government to consider international law and human rights in its stances on refugees and documentation issues.¹⁹⁵ India is seen more as a partner with a collaborative approach to refugee issues.
210. Nepal will continue to have a small inflow of asylum seekers. Nepal's porous borders, particularly the border with India, and visa-upon-arrival schemes at Kathmandu airport, allow those seeking asylum to enter the country fairly easily. In addition, despite not having signed key conventions for the protection of refugees and asylum seekers, Nepal is a relatively safe-haven; this is particularly compared to countries around it, who have tightened borders and cracked down on asylum seekers. Finally, the Government has been generous in providing support on humanitarian grounds to PoCs.
211. UNHCR walks a difficult line between providing adequate support to mandate refugees and avoiding a pull factor that will draw more asylum seekers to Nepal. This is considered by limiting targeting of urban programming to people with specific needs and progressively rationalise and harmonise assistance with regional programming.¹⁹⁶ Interviews with UNHCR staff show this harmonisation is happening: the operation looks closely at neighbouring operations on how assistance is provided to refugees (i.e. India) for example.
212. The management of mandate refugee expectations is challenging for UNHCR. Reports and interviews show that mandate refugees have high unmet expectations of resource provision for business initiatives, resettlement, and monthly subsistence allowance.¹⁹⁷ This was also found in interviews with Bhutanese refugees in Damak, where there was still an expectation/wish that UNHCR would reengage in resettlement efforts for the remaining population despite clear and repeated messaging by UNHCR, Government and NGOs jointly.

Finding 14: Staff turnover in partners has significant impact on advocacy efforts which are very relationships based.

¹⁹¹ Bhatnagar, S., and Ahmed, Z. 2020. Geopolitics of landlocked states in South Asia: a comparative analysis of Afghanistan and Nepal; Gaudel, S. 2019. An Analysis on Geopolitical Implication on Foreign Policy of Nepal.

¹⁹² UNHCR Nepal. 2021. MYPSS 2022-2022.

¹⁹³ Ibid.

¹⁹⁴ UNHCR Nepal. 2022. Multi-Year Strategy 2023-2027.

¹⁹⁵ UNHCR Nepal. 2020. UNHCR preliminary comments on the Agreement between the Government of Nepal and the Government of the People's Republic of China on the Boundary Management.

¹⁹⁶ UNHCR Nepal. 2020. Nepal Comprehensive Operations Plan Year End Report 2020; UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan Year End Report 2019.

¹⁹⁷ UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan Year End Report 2019; UNHCR 2021. Year End Report 2021

213. Turnover in partners can result in setbacks in advocacy and progress, particularly in cases where such turnover is frequent. This can result in setbacks in understanding, discourse and mutual commitments from Government, UN agencies and in civil society members. Given the considerable investment UNHCR and other UN agencies put into building and strengthening relationships, KII indicate it can be costly to rebuild partnerships, particularly when turnover is at senior staffing levels.
214. This becomes salient in the context of the Government. Nepal is politically unstable with frequent changes in government. Since 2008, when the monarchy was abolished, Nepal has had 12 different governments, 14 governments in 12 years. This makes continuity of policy, legal development, and implementation at a national scale a challenge. Interviews with UNCT and Government staff confirm that incoming political appointees often make changes in key staff.
215. UNHCR accounts for such turnover – both with the Government and its partners – by conducting new orientation on incoming staff on the operation’s strategic priorities, ways of working and advocacy messaging. However, UNHCR staff indicated this impacts progress and significant staff investment has been made for these re-orientations over the years. This has, in turn, affected the advocacy approach discussed in *Finding 8*: advocacy must be consistent to ensure the same messages and priorities are carried over through turnover. Interviews with senior leadership with UN agencies suggested further ways to mitigate these negative effects is to strengthen multi-level institutional ties with Government and partners and to collaborate with other partners within the UN to share relationships. Key to these processes, as agreed in interviews, is empowering and enabling national staff to engage in formal and informal networking, particularly with civil servants who do not change when leadership shifts.

Internal Factors

Finding 15: The downsizing has affected staff capacity of the operation.

216. The number and type of staff has been affected by the closure of the Damak office. As indicated in *Finding Z*, certain responsibilities were merged and/or consolidated. This and the COVID-19 lockdowns have had an impact on the overall technical capacity of the operation. Interviews with partner staff show that the quality and frequency of technical physical monitoring and support provided by UNHCR decreased following the closure. This was particularly the case for livelihood activities in Damak; partners confirmed that UNHCR involvement was more in the reporting and tracking of progress rather than specific programmatic guidance or input to strengthen activities. UNHCR has, however, maintained fairly high levels of engagement with partners through monthly stakeholder progress meetings and updates.
217. Between 2019 and 2021, the staff budget (OL) and expenditure decreased between 20-50 percent. Expenditure for operations decreased by 39%.¹⁹⁸ Interviews at the regional level indicated that disengagement in direct assistance took place gradually, which may explain the reduction of OPS expenditure taking place after the staff reduction. The ET acknowledges that this gradual disengagement in activities is appropriate during a downsizing, rather than withdrawing immediately/quickly.
218. Limited staff capacity has affected outreach to and communication with mandate refugees. As indicated in *Finding 13*, management of refugee expectations is a known and acknowledged issue for UNHCR. A review of communication material disseminated to urban mandate refugees and PoCs showed documents written in English and Nepali was challenging even to native speakers. Phone calls with questions,

¹⁹⁸ UNHCR. 2022. Audit of the operations in Nepal for the Office of the United Nations High Commissioner for Refugees.

problems and demands from refugees were going to a single hotline mobile phone, managed in 2019 by one protection staff member (although this responsibility has been shared with all other protection staff).

Finding 16: The transition into the interim strategy affected performance measurement and reporting, but it was a critical and important decision that focused the operation on priority issues.

219. In 2021, UNHCR underwent several operational planning and reporting transitions. During 2019 to 2020 UNHCR implemented a COP created in April 2018/2019 respectively. As of 2021, UNHCR transitioned to the 2022 COMPASS interim planning and then to the Multi-Year Strategy 2023-2027 COMPASS planning, based on the MYPSS 2020-2024. In the transition, UNHCR maintained its focus on the same population groups. The new strategic planning under COMPASS no longer used the concept of Population planning groups (PPG). Rather, different population groups were described under each results statement, in addition to through breakdowns of the indicator information (baseline and targets). Interviews with staff indicate this was done to better serve the needs of all PoC of all nationalities. Despite the transition, the major objectives from the previous results-based management were transferred to the updated COMPASS.¹⁹⁹
220. Interviews with UNHCR staff show that the new Multi-Year Strategy and COMPASS system allows for better formulation of targets for performance indicators; target setting under previous RBM (FOCUS) country operation plan was based on the operation's understanding of the situation and partner capacities. Following the drafting of the Multiyear Strategy and its implementation of COMPASS, the operation was able to formulate targets for appropriate levels of results: outputs, outcomes, and impacts. Interviews indicated that the targeting approach enabled by COMPASS is much more rigorous than the previous formulations.
221. However, the level of detail indicating progress for each PoC is not as clearly communicated as was done for previous years. Further, though the Multi-Year Strategy 2023-2027 identifies each refugee group individually as populations of interest, external reporting presents outcomes and achievements for all refugees. Interviews with HQ staff indicate this is due to the COMPASS system as a whole, as it rolls rightsholder groups together. Quantitative targets and achieved results were included in the operation's reporting. Activity and partner progress reporting provided the most in-depth reporting.
222. Interviews with HQ staff similarly observed that in COMPASS, disaggregated data (such as by age and gender) were not available for review within the system. Additionally, data points were not available for all the indicators the country operation chose to report against.²⁰⁰ As the interim strategy was introduced halfway through the year, interviews with UNHCR staff underline those results for 2022 should be understood within the context of the 2021 planning cycle and indicators. The ET acknowledges that measuring progress and achievement based on the 2021 interim cycle would not necessarily be representative of UNHCR achievements for that year. This is applicable only for how interim strategy was rolled out in Nepal (i.e. half way through the year); feedback from RBAP indicated that operations are generally given opportunities to review and update indicators and targets during implementation planning (towards last quarter).
223. Despite these changes on how results are reported, the interim strategy and its planning process has supported UNHCR in clarifying and focusing its priorities on documentation and inclusion. It also lay the foundations for the 2023-2027 strategy; the interim strategy already had a multi-year horizon on the

¹⁹⁹ See Appendix 11.

²⁰⁰ This observation was provided by UNHCR HQ.

results to be achieved. As a result, the priorities established in the planning process – the strategic directions – have been widely deployed, utilised as core advocacy themes for the operation.

Finding 17: The composition of national and international staffing as a whole is not fit-for-purpose for the current and evolving role of UNHCR.

224. There were no national officer-level protection staff at UNHCR Kathmandu in the past 10 years. Senior leadership of UNHCR comprises three international staff. The new Multi-Year Strategy foresees the hiring of national officer-level staff, which has been carried out in 2022. In the meantime, one of the three international staff was already cut. Field visits indicated to the ET that there are opportunities to diffuse decision-making responsibilities and roles to national general service staff, many of whom have extensive institutional knowledge of UNHCR and the refugee issues in Nepal. Interviews with UNHCR staff confirmed that capacitating Nepali staff towards decision-making should be and is a priority. For example, there is opportunity to utilise national staff to further engage and enable country capacity strengthening (CCS) activities with the government. Learning from other UN agencies working in CCS show that national staff are often well positioned to conduct networking and advocacy with Government departments, through their networks and knowledge on the country's way of working.²⁰¹ Feedback from the operation indicate there is effort being made to capacitate national staff through a range of training opportunities, strong and regular meetings, and an open-door policy with senior leadership. In terms of existing staff capacity, the ET observed that UNHCR staff (all Nepali) had strong relationships with the implementing partners, local stakeholders, and refugee groups. Interviews with operational staff in Damak show that the personal relationships with key UNHCR staff contributed greatly to the trust and reputation UNHCR holds at the field level.
225. These considerations are acknowledged by UNHCR and there have been plans and efforts to recruit national professional officers towards greater nationalisation. In 2020, UNHCR planned to recruit three NOBs by January 2022. However, the COVID-19 pandemic and prolonged lockdowns in 2020 and 2021 caused difficulties in recruitment of senior national positions. Two National officers were hired by September 2022, and G7 ER and G7 Programme Associate positions was discontinued under the new NOB positions.²⁰² UNHCR noted hiring qualified candidates has been challenging because professionals can leave the country, work independently, or be hired by other organisations.²⁰³
226. UNHCR has not yet outlined its roadmap towards complete nationalising of the operation. However, as indicated in interviews with senior leadership, it acknowledged this evaluation – along with the OIOS internal audit – will serve as key resource and guidance towards this process.

Finding 18: UNHCR HQ and RBAP have provided specific support to the operation but on an ad hoc basis.

227. UNHCR RBAP and HQ have provided specific support to the Nepal operation when requested. Between 2019 and 2022 Q1, RBAP provided resource mobilisation and reallocation support in times of budget constraints (COVID-19 emergency).²⁰⁴ In 2021 for example, RBAP provided funding to support the COVID-19 health response during the second wave, enabling repositioning of funds to CBI and health sector

²⁰¹ WFP. N.D. Country Capacity Strengthening. Accessed: <https://www.wfp.org/country-capacity-strengthening>.

²⁰² UNHCR. 2022. Multi-year Strategy 2023-2027.

²⁰³ UNHCR. 2021. MYPSS 2020-2022.

²⁰⁴ UNHCR Nepal. 2020. Nepal Comprehensive Operations Plan Year End Report 2020; UNHCR Nepal. 2019. Nepal Comprehensive Operations Plan 2019; UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

support.²⁰⁵ RBAP additionally conducted a mission in March 2020 to review the supply processes, practice, systems, and structures in place. RBAP provided recommendations based on this mission to support operational efficiency in lieu of the impending audit and Damak closure.²⁰⁶ Feedback from RBAP also highlight its support to the operation towards HR recruitment (for national and international positions).

228. There is opportunity to strengthen linkages between Nepal and wider regional programming and priorities. In view of the successful resettlement of the Bhutanese and subsequent drop in caseload, UNHCR is transitioning away from direct assistance and focusing increasingly on advocacy efforts outlined in the Multi-Year Strategy.²⁰⁷ UNHCR senior leadership acknowledge in interviews that regional support and alignment, such as with UNHCR India, is crucial in advocating for refugee issue and increased rights with both Governments. Interviews highlighted that RBAP can assist facilitating linkages to other operations in the region to support harmonisation in programming and mutual learning. The Multi-Year Strategy presents an opportunity to strengthen engagement and accountability from RBAP and HQ; as part of COMPASS' new results framework, RBAP support to resource mobilization, partnership building, and communications is now an outcome against which country operations report.²⁰⁸

Finding 19: Current engagement approach and partnership style with the UN should continue to be strengthened.

229. As indicated in Finding 2, the focus UNHCR puts on developing partnerships has resulted in relationships with a range of diverse partners like Government Line ministries (federal, provincial and local levels), private sector, academia, judiciary, donors and the civil society. Interviews show particularly strong partnership with Government Line Ministries, which is commendable given the small size of the Nepal operation. Supplemental feedback from UNHCR staff highlight that UNHCR spends roughly 40 percent of its time with Government, 40 with civil society and refugees and 20 percent with UN and strategic partners.
230. Regarding partnerships with other UN agencies and the UNCT, UNHCR's advocacy approach demonstrates an emphasis on a whole-of-UN approach to its mandate. For example, documents show that UNHCR – in support of the Resident Coordinator – has called to attention in UNCT meetings the various roles other UN agencies could play towards supporting civil registration (CRVS) from birth to death, including citizenship certificates based on the 2020 UNCT Guidelines on Legal Identity. This is presented in *Table 12* below:

Table 12. UN Agency and the potential responsibilities/duties based on the 2020 UNCT Guidelines on Legal identity.

UN Agency	Proposed Whole-of-UN support towards civil registration
UNICEF	Birth registration, including late and delayed birth registrations of all children/adults born on the territory of Nepal, citizenship certificates are specific for Nepal and part of CRVS
UNICEF and WHO	Death registration.
UNDP	National ID roll out and voter registration for all eligible Nepalis. Citizenship certificates are specific for Nepal and part of CRVS

²⁰⁵ UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

²⁰⁶ UNHCR RBAP. 2020. Mission report: RBAP Supply Support Mission to Nepal 1st – 7th March 2020.

²⁰⁷ UNHCR Nepal. 2021. MYPSS 2020-2022.

²⁰⁸ UNHCR Nepal. 2021. MYPSS 2020-2022.

UNFPA	Technical assistance and capacity building for a holistic civil registration, vital statistics, and identity management system from birth to death, including citizenship certificates as part of CRVS
DESA	Statistics and data management, including citizenship certificates as part of CRVS
IOM	Inclusion of migrants, technical assistance.
UNHCR	Inclusion of refugees and stateless persons, technical assistance, registration/documentation of refugees.

231. In August 2021, UNHCR built on these responsibilities and proposed support and implementation pathways for the UNCT, including: conduct a gaps analysis and birth registration up to age 18, to develop a multi-year joint UNCT project for 2022-2024 on civil registration of all vital events (birth to death), and to ensure Legal Identity and CRVS issues are mainstreamed into all UN agency programmes.²⁰⁹ The Legal Identity Working Group provided UNHCR with a platform to conduct briefing sessions to coordinate roles and responsibilities, strengthen relationships with UN partners and the RCO, and conduct strategic negotiations.²¹⁰ Advocacy in the meeting elicited additional funding support from UN agencies and key donors for FWLD.²¹¹ Notably, collaborations supported integration of refugees into the UN 2020 Covid Preparedness and Response and Socio-economic Response Plans and led to concrete Government-approved legal identity recommendations to the UPR in 2021.²¹²
232. However, interviews highlighted that there is opportunity for UNHCR to revisit and continue to strengthen its engagement approach across its UN partnerships. Interviews with these partners state that, while UNHCR advocacy is consistent, which is appropriate to protracted issues (*Finding 8*), blanket and repetitive messaging may not always be effective for all its audiences. A review of advocacy messages and presentations confirmed that points of advocacy around inclusion and documentation often presented similar messages across working group presentations in 2020 and 2021. Interviews agreed that UNHCR needs to continue its priority in investing in research and analysis that would support and inform their respective efforts with refugee groups. Government staff from MoHA indicated an appreciation for UNHCR's style and level of engagement and expressed a continuation of this collaborative style, which has resulted in the current range of formalised partnerships (See *Finding 2*).
233. Feedback from some UNCT partners highlighted that compared to some protracted development issues (such as gender-based issues and entrenched social stratification), refugee issues are relatively well highlighted by UNHCR and the Government (given the rate of change in the Government's positioning). This feedback takes into account the fact that progress is not always evident or visible on refugee issues; UNHCR staff stress that it is through UNHCR's persistence and advocacy that these issues remain front-of-mind for strategic partners.²¹³

EQ 3.2 To what extent did the COVID-19 pandemic affect the UNHCR operation?

Finding 20: COVID-19 provided an opportunity for UNHCR to provide appropriate and effective humanitarian assistance to all PoC groups.

²⁰⁹ UNHCR Nepal. 2021. Presentation on Legal Identity and Civil Registration/ Vital Statistics in Nepal: Head of Agencies- 17/18 August 2021.

²¹⁰ UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

²¹¹ Ibid.; UNHCR Nepal. 2021. UNHCR Year End Report 2021.

²¹² UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020; UNHCR Nepal. 2021. UNHCR Year End Report 2021.

²¹³ For example, the *Recommendations Regarding the Problems and Solution Measures on Bhutanese Refugees* were pending in Cabinet since 2019, were taken out of cabinet in 2020 and only reintroduced in mid-2021, thanks to advocacy.

234. UNHCR and partners provided economic assistance and increased access to national and government health care facilities when the pandemic hit Nepal. However, strict movement restrictions in 2020 impacted UNHCR achievements and livelihood programming.²¹⁴ UNHCR provided CBI and made investments to ensure PoC were reached. In 2021, UNHCR collaborated with local Government authorities, NGOs, faith-based organisations, and the private sector to distribute food packages. More than 2,000 families were support with their basic needs in 2021 through cash distribution and food items.²¹⁵
235. Through UNHCR advocacy, all PoC groups were included in both UNCT and Government COVID-19 response. Governmental advocacy led to access to vaccines, treatment, and testing for all PoC groups equal to nationals.²¹⁶ As indicated in *Finding 2*, advocacy with UNCT has led to PoC inclusion in the 2020 COVID-19 Preparedness & Response Plan (CPRP) and 2020 Socio-Economic Response Framework (SERF).²¹⁷ Interviews with Bhutanese, Tibetan and mandate refugees highlighted that UNHCR's COVID support was timely and well received to their respective needs.
236. The challenges the pandemic presented in programming is clearly highlighted in reporting documentation and demonstrates high levels of programmatic adaptive management by UNHCR.²¹⁸ Nation-wide lockdowns severely impacted operational service delivery, outreach measures and planned capacity development activities.²¹⁹ In view of the widespread impact on health, education, and the Nepal economy, UNHCR adjusted its planned CBI approaches to include all refugees and not just those with specific needs.²²⁰ Further, UNHCR utilised community-based mechanisms, such as CMCs, to continue outreach and dissemination of information. These adjustments to programming and the planned strategy demonstrate UNHCR's COVID-19 response was appropriate and well managed. Overall, the pandemic highlighted the possibility of effective coordination between UNHCR, civil society and the Government in reaching populations in need with essential services. Interviews with strategic partners indicated this collaboration can be used as grounding for future large, multi-stakeholder efforts.

Crosscutting themes

237. UNHCR has mainstreamed several cross-cutting issues in its approach and programming. This section presents an overview on three specific and notable issues.
238. **Age, Gender, and Diversity.** As part of its activities and collaboration with partners, UNHCR promotes Age, Gender and Diversity Mainstreaming (AGDM).²²¹ In strategic and planning documents, including the Multi-Year Protection and Solutions Strategy (2020-2021) and COPs (2019-2021), the service and protection gaps for vulnerable PoCs are identified, such as women and girls, children, and the elderly.²²² UNHCR collects disaggregated data to support needs based-planning through participatory assessments, comprehensive needs assessments and FGDs.²²³
239. The operation also supports its partner and stakeholder capacity towards AGDM. In 2021, for example, UNHCR and partners supported the training of women in Armed Police Forces working in refugee

²¹⁴ UNHCR Nepal. 2020. Year End Report 2020.

²¹⁵ UNHCR Nepal. 2021. Year End Report 2021.

²¹⁶ UNHCR Nepal. 2022. Nepal – January 2022 Factsheet.

²¹⁷ UNHCR Nepal. 2021. Nepal Comprehensive Operations Plan 2021.

²¹⁸ UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy; UNHCR Nepal. 2021. Year End Report 2021.

²¹⁹ UNHCR Nepal. 2021. Year End Report 2021.

²²⁰ UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy.

²²¹ UNHCR Nepal. 2021. MYPSS 2020-2022.

²²² Ibid.

²²³ Ibid.

settlements.²²⁴ Additionally, UNHCR engages with specific groups such as WOREC, LWF and CBOs like BRWF to conduct SGBV awareness and training for PoCs.²²⁵ Timely reporting of Sexual Exploitation and Abuse is also included in trainings for UNHCR staff, partner agencies, and security guards.²²⁶ Interviews with UNHCR staff and partners indicate that the AGDM work, particularly on issues of gender, is of high quality, relevant and useful.

240. In terms of reporting, Mid-Year and End-Year reports hold some objective narrative descriptions on the number of women reached in interventions, however this data is not available for all outputs. Further, disaggregation within these reports is limited to sex without presentation of this data in indicator achievement sheets; this limits the capacity for UNHCR to succinctly analyse AGD numbers and other diversity considerations.

241. **Persons with specific needs.** There is clear targeting of people with specific needs (PSN) in UNHCR activities. Social protection schemes, CBI as a particular example, is used to support the elderly and people with disabilities.²²⁷ Further commitment in supporting PSN issues is evidenced in UNHCR's work in the health sector for refugees. As indicated across the findings, the increased access of PoC to health initiatives (i.e. insurance) and approved lifesaving cases for medical treatment are key examples here.²²⁸

242. **Accountability to Affected Populations (AAP).** UNHCR has a proactive communication and outreach programme which ensures that protection concerns can be identified and addressed through a range of approaches, such as FGDs, thematic meetings, counselling sessions.²²⁹ The findings and insight gained through participatory assessments and FGDs (see above) are utilised to inform planning and implementation of activities. Interviews also indicate the feedback/response mechanism in place in Kathmandu (and previously in Damak) are used by PoCs to communicate their concerns, thoughts and seek support directly from UNHCR staff.²³⁰

5. Conclusions, Lessons and Recommendations

This section presents the conclusions, lessons, recommendations emerging from the evaluation. This section answers Evaluation Question 4.

5.1 Conclusions

243. **UNHCR is strategically well positioned to continue advocacy efforts in Nepal.** It is valued by the Government and by refugees and plays an important role as an advocate with the UN system and other development partners within Nepal. The resettlement of the Bhutanese refugees in particular, generated a great deal of good will, which continues till the present.

²²⁴ Ibid.

²²⁵ UNHCR Nepal. 2020. Partnership Agreement (Supplementary) Between The LWF Nepal and WOREC: Supplementary agreement to PAN made on 18 June 2020; UNHCR. 2021. Standard Operating Procedures for Prevention and Response to Gender Based Violence in Urban Refugee Communities in Kathmandu, Nepal.

²²⁶ UNHCR Nepal. 2019. UNHCR Nepal End of Year Plan 2019.

²²⁷ UNHCR Nepal. 2021. MYPSS 2020-2022.

²²⁸ Ibid.

²²⁹ Ibid.

²³⁰ UNHCR Nepal. 2019. UNHCR Nepal Country Operations Plan, Mid-Year Report, End-Year Report 2019.

244. **External factors are primary factors in UNHCR's limitations and success in Nepal.** Specifically, when the legal framework, political will and geopolitics align with UNHCR's objectives, there is greater opportunity for success. This is particularly the case for objectives in achieving local solutions for refugees through inclusion, demonstrated in the ongoing integration of the Bhutanese refugees. When one of these three factors is not present, UNHCR's ability to fulfil its mandate becomes highly limited simply because it does not have the leverage of other actors, such as progress in documentation of Tibetan long stayers and civil registration/ citizenship certificates for eligible NepalIs without citizenship certificates and voluntary repatriation of Bhutanese refugees to the Kingdom of Bhutan.
245. With the rapid drop in the number of refugees and the sensible closure of the Damak office, combined with commitments to the Global Compact for Refugees to durable solutions, UNHCR is making an appropriate shift away from decades long direct assistance to a much more focused advocacy role. It has handed over responsibility for the remaining Bhutanese refugees to the government and many positive strides are being made in terms of legal identity and integration into the wider population.
246. There is, however, a compelling case for UNHCR to continue to provide funds to assist mandate refugees in the areas of health and education. The positive impact of UNHCR's work in health and education are recognised by the mandate refugees and there is definitely a real need in these sectors.
247. The entire livelihoods program needs to be rehailed to make it effective in terms of actually providing livelihoods and access to income. This has to be hand-in-hand with creating enabling environments for refugees to access to land and register businesses. Following the adoption of the cabinet decision for the Bhutanese refugees in 2021, this is particularly an issue for the mandate refugees who remain legally prevented from joining the formal economy and need effective tools to allow them ways to earn either through the informal sector or through joint entrepreneurship with host populations. One important area that requires updating is to bring in a much stronger technological and digital component into the livelihoods thinking and competency building.
248. UNHCR's four strategic directions as outlined in the Multi-Year Strategy 2020-2024 and 2023-2027 are relevant and important within the context of Nepal. The proposed strategic direction would make UNHCR strongly advocacy focused, a space where it already plays a crucial role. The "consistent and persistent" approach has been effective in certain areas—notably with the Bhutanese refugees and helped including the other refugee groups (Tibetans and mandate refugees) in the overall protection advocacy of UNHCR. Its effective role as a provider of information and legal analysis also needs to continue. The importance of UNHCR's work in this area, particularly for Tibetan refugees, was noted by the Refugee Core Group. UNHCR's role vis-à-vis the mandate refugees is not only that of advocate but also that of a watchdog, to ensure that the fundamental rights of people without legal protection are honoured. While no direct lines of attribution can be made to specific activities, UNHCR works on a principle of contribution; progress is achieved through consistent and iterative consultation, facilitation, and partnership.
249. While core messaging must remain the same, there is a need for UNHCR to develop a wider range of engagement approaches in developing and delivering the messages. Persistent advocacy approach can galvanize change; in the context of long-term political instability, turnover in key partners and Government staff and a highly sensitive geopolitical environment, diplomacy and building strong strategic alliances remains an important approach in the longer term.
250. In order to achieve its strategic ambitions, UNHCR must use this opportunity of transition to not only downsize but to rethink the competencies, structure, style, and systems that it needs for success. A smaller, more focused, skilled team with strong technological, advocacy, communication and partner-management skills will be needed. This team will need to be cohesive, united in purpose and a shared understanding of how the strategic directions will actually be rolled out. With the recruitment of national officers in place, there will need to be a true delegation of authority across the team. The RBAP and HQ

must play an active role in the thinking and strategising of the revised organizational model, providing lessons from other countries, and ensuring that there is regional coherence across common issues.

251. Communication with staff, government, peer organisations and refugees continue to be critical. UNHCR does engage with a range of communication platforms and approaches, such as written reports, factsheets, meetings, round tables, and capacity development events/training workshops. However, better use of technical options in communication could reduce some of the burden of responding to refugees. The operation is in the process of addressing these issues with the assignment of the new NOB external relations and NOB program. Furthermore, there are efforts made by the operation to capacitate national staff through a range of training opportunities, strong and regular meetings and an open-door policy with senior leadership.

Overall Conclusion:

UNHCR's role is needed in Nepal. It is on the right strategic track and needs to continue its deliberate process of transformation to remain fit-for-purpose. Advocacy opportunities will remain at the core of its work with continued support to government and other stakeholders towards integrated local solutions for other PoC groups. UNHCR has opportunities to continue supporting the technical capacity building of the Government, with whom it has a strong relationship. With the support of the newly hired national officer level staffing, UNHCR does need to further tailor its communication style to different audiences in order to continue to build long term strategic partnerships.

5.2 Lessons Learned

252. The evaluation findings present several lessons which are categorised as strategic (related to planning, monitoring, and assessing the operation's goals and objectives) or operational (related to operation's processes, programming and approaches) in its focus. A summary of the lessons is presented below. See [Appendix 12](#) for the full matrix of lessons and the associated finding.
253. **Summary of key strategic lessons learned and implemented by the operation.** The importance of an operation maintaining and enhancing current partners and developing new strategic partnerships and ongoing dialogue is highlighted across several findings. This is particularly important with Government, as a strong and formalised partnerships can enable more effective and tailored advocacy and allow the operation to better support with national priorities. Strengthening partnerships with strategic stakeholders is also seen as important, particularly with those that can enable low-profile/indirect support to be channelled to PoCs in sensitive contexts.
254. Additionally, it is important to draw from international and regional-level support and resources to strengthen an operation's strategy and capacity. The Multi-Year Strategy can be strengthened further through grounding partnership-focussed planning and approaches with international frameworks, particularly the HPDN. This is relevant to UNHCR operations as working across humanitarian, development and peace domains is core to UNHCR's global mandate.
255. Finally, having a deliberate plan of engagement from HQ and Regional Bureau is critical, particularly when dealing with major resource constraints. Extending support from an ad hoc basis to a more deliberate and strategic approach can make assistance from this level more effective and relevant to the needs of the operation.
256. **Summary of key operational lessons learned and implemented by the operation.** Active and collaborative engagement with partners (such as Government, refugees, donors, development actors, professional organizations, private sector, the UNCT, academia and civil society at large) should inform an operation's advocacy approach. The stakeholder meetings on federal, provincial, and local levels offer a

good for a for this and can be among the most effective way for an operation to achieve advocacy outcomes.

257. The process of rightsizing intervention focus to its context involves robust investment and analysis. Employing a range of analysis (such as participatory needs and capacity assessments, and market and value chain analysis) can allow activities to be sensitive and relevant to beneficiary needs.
258. Organisational restructures, whether it is downsizing or scaling operations, are underpinned by clear and regular communication to internal staff. It requires a shared and clear 'line of sight' strategy owned by both the regional bureau and the country operation. Lessons from the Nepal operation indicated that reviewing the remaining staff capacity and clarifying roles remains an important part of this process.

5.3 Recommendations

259. Recommendations are presented below. This was co-developed in validation meetings with UNHCR in Kathmandu in 8-10 November 2022, and 15 December 2022.

Table 13. Recommendations

#	Recommendation	UNHCR Responsibilities	Other contributing entities	Priority	By when
1	<p>Determine the purpose and role for UNHCR in the short to medium term.</p> <p>This involves:</p> <ul style="list-style-type: none"> A. RBAP & Operation to develop/facilitate a process for a clear line of sight and working hypothesis of what type of role UNHCR should/will be playing in the next two strategic cycles <ul style="list-style-type: none"> i. During current strategic cycle: Exploring options of its role and types of engagement necessary in Nepal (2023-27) – medium term ii. For next strategic cycle: Transitioning into this role – longer term B. Prepare range of options for business and operating models (see recommendation 4 for more detail) for UNHCR in Nepal, considering the experience to date with: <ul style="list-style-type: none"> i. National staffing, ii. Capacity for RBAP to support iii. The need for high-level/international representation in Nepal iv. Need for a regional lens v. Experience from other relevant drawdown/nationalization processes in the region and globally C. Revisit and continue to prioritise how the operating models align with the whole-of-UN programming approach. Additionally, continue to strengthen engagement with the Government in an accompaniment role/approach. 	<p>Led by UNHCR Nepal, RBAP</p> <p>Support from HQ</p>	UNCT, Government	High	<p>Within the current strategic cycle for medium term.</p> <p>Within next strategic cycle for long term.</p>

2	<p>Within the strategic framing of UNHCR's role, develop advocacy priorities and appropriate methods of engagement and communication styles/tools.</p> <p>A. Continue to unpack the results of 'inclusion and documentation' advocacy to date to develop priority and more granular advocacy targets and activities. This should focus on formal and informal activities and partnerships.</p> <p>This involves identifying 'backseat approaches' with other partners (i.e., specific UN agencies in the context of the 2020 UNCT Guidelines on legal identity,): this means to work together to achieve goals (in accordance with everyone's mandate in an increasingly development/local inclusion context), leading some issues and letting others lead others. This is particularly important when external factors (i.e. lack of political will and geopolitics) pose barriers to strategic objectives/goals.</p> <p>B. Develop a wider range of communication styles and tools for tailored advocacy approaches.</p> <p>C. Develop an advocacy agenda/roadmap that highlights key messages for each strategic objective, supported by implementation pathways.²³¹</p> <p>D. RBAP to facilitate share of learnings and develop joint advocacy strategy, priorities and solutions with UNHCR counterparts in the region.</p> <p>E. Continue strengthening partnerships and allies, particularly with the Government, across the UN and with civil society.</p>	<p>Led by UNHCR Nepal</p> <p>Support from HQ, RBAP</p>	<p>UNCT, Government, civil society, implementing partners</p>	<p>High</p>	<p>During the next strategic cycle</p>
3	<p>Review and redesign the livelihood programming, within UNHCR's envisioned role and the (expected) increased role of local civil society and private sector partners, and national and local Government.</p> <p>A. Support livelihood partners to revisit their approach and provide consistent and technical feedback. Work collectively more appropriate to small-scale tailored/integrated solutions. This begins with resetting value chains in all livelihood activities in Province 1.</p> <p>B. Focus on the individual needs and capacities, and mindset/behaviour change. This is possible with smaller case load (not practical/advisable with larger caseloads).</p>	<p>Led by UNHCR Nepal</p> <p>Support from RBAP, implementing partners, Government</p>		<p>High</p>	<p>During the next strategic cycle</p>

²³¹ The advocacy agenda/roadmap is a recommendation made from the previous OIOS internal audit and is expected to be finalised by December 2022.

	<p>C. Support the small-scale agriculture activities with an increased focus on soft skills trainings, such as relationship-building, teamwork, communication, problem-solving, leadership and digital work (alongside digital employment skills), to better capacitate beneficiaries in current job landscape.</p> <p>D. Continue to work within the reality of informal sector engagement while expanding to expand the enabling environment for formal employment.</p> <p>E. When working through the above, consider the following:</p> <ul style="list-style-type: none"> i. Capacity of RBAP/HQ to continue providing guidance and strategic/technical support, similar to the ongoing support they have given towards innovative programming in livelihoods and economic inclusion. <p>The need for the Operation to have sufficient dedicated in-house capacity (technical/management) to drive/guide/harmonize with localized integrated livelihood solutions.</p>				
4	<p>Continue to right size the Nepal operational capacity, on an ongoing basis.</p> <p>A. The operation needs to be rightsized based on strategic line of sight and programmatic priorities. This means regular revisiting of systems, policies, processes, people and culture in their totality to establish an effective and efficient operating model for the Operation going forward.</p> <ul style="list-style-type: none"> i. There needs to be clarity and mutual understanding on the role of Bureau and HQs in the right sizing process. ii. The need for any guidance/support has to be continuous and largely consistent while still being adaptive to alignment with current realities (adaptive management). <p>B. Regularly reassess team/staff competence based on strategic objectives. Consider what functions are needed, and what capacities and characteristics are required for all functions, currently and at regular intervals along the line of sight.</p> <p>C. Consider what leadership and technical capacity is needed in the 2023-27 cycle to right-size the operation, and the capacities needed to continue transitioning and fine tuning the operation along the line of sight.</p>	<p>Led by UNHCR Nepal</p> <p>Support from HQ, RBAP</p>	UNCT, implementing partners	High	Begin during this strategic cycle and complete within next strategic cycle

6. Appendices

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Appendix 1: Evaluation Matrix

Table 14. Evaluation matrix.

Lines of Inquiry	Data Sources (based on sources currently available, additional resources will be provided as per need during the ongoing evaluation)	Data Collection Techniques
EQ 1. To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?		
1.1. How well did UNHCR leverage its position, presence and activities to advocate for and address the needs of Tibetans, Bhutanese, mandate refugees of other nationalities and persons without citizenship certificates?	<ul style="list-style-type: none"> National Strategic planning documents, including Country Operation Plans 2019/2020, Multi-Year Strategies 2020-2024 and 2023-2027 and 2019 Bhutanese Exit Strategy, Education and Livelihood Strategies, Workplans and Performance objectives, strategic partner (meeting) lists MOUs and Partnership Agreements (PAs) and Data Sharing Agreement Reporting, including weekly reporting, Missions, Performance and Financial Reports, and Mid-Year to Year End Reports 	<ul style="list-style-type: none"> Document review KIIs
1.2. To what extent do the multi-year strategy and country operation plans align with UNHCR priorities and policies, such as the Global Compact for Refugees (GCR) and the Humanitarian-Development-Peace Nexus (HDPN), and national priorities?	<ul style="list-style-type: none"> National Strategic planning documents, including Country Operation Plans 2019/2020, Multi-Year Strategies 2020-2024 and 2023-2027 and 2019 Bhutanese Exit Strategy, Education and Livelihood Strategies, Workplans and Performance objectives, strategic partner (meeting) lists MOUs and Partnership Agreements (PAs) Reporting, including weekly reporting, Missions, Performance and Financial Reports, and Mid-Year to Year End Reports 	<ul style="list-style-type: none"> Document review KIIs
1.3. How has UNHCR defined and implemented transitioning in its strategic decision-making at the national and regional level?	<ul style="list-style-type: none"> Strategic planning documents, including Country Operation Plans, Multi-Year and Bhutanese Solutions Strategies, and Education and Livelihood Strategies; UN strategic documents MOUs and Pas Reporting, including Missions, Performance and Financial Reports, and Mid-Year to Year End Reports Handover documents for Damak Office, Closure workplans, new Refugee, UNHCR, Government coordination model Annual Strategic planning presentations to Government and NGO partners and agenda (spring) Annual detailed planning presentations to Government and NGO partners and agenda (autumn) 	<ul style="list-style-type: none"> Document review KIIs
EQ 2: What have been the key results in the areas of assistance, protection, and solutions?		
2.1. To what extent has UNHCR Nepal effectively and efficiently achieved its output and outcome results?	<ul style="list-style-type: none"> Indicator Reporting Annual Work Plans 2020-2022 Audits 	<ul style="list-style-type: none"> Document review KIIs FGDs

	<ul style="list-style-type: none"> • Reporting, including Missions, Performance and Financial Reports, Mid-Year to Year End Reports, Project Performance Report on Urban populations • Assessment of Business Development Services and Financial Services 	
2.2. To what extent have UNHCR and its partners contributed to the enabling environment for increased PoC self-reliance?	<ul style="list-style-type: none"> • Strategic planning documents, including Country Operation Plans, Multi-Year and Bhutanese Solutions Strategies, and Education and Livelihood Strategies; UN strategic documents • MOUs, Pas, and SOPs • UNHCR Factsheets (2020, 2021; 2022); Who does what; Notes of weekly meetings with partners, including refugees 2020-2022; weekly multifunctional meeting notes 2020-2022 • Weekly UNHCR Nepal notes sent to RBAP 	<ul style="list-style-type: none"> • Document review • KIIs • FGDs
EQ 3: What were the factors that affected UNHCR operation, strategic decisions, and results		
3.1. How has UNHCR's organisation, resourcing and partnership approach affected results?	<ul style="list-style-type: none"> • Human Resource files including, organigram staffing tables, and interagency structures • Partner documents including MOUs, PAs, • Internal assessments including audits, 	<ul style="list-style-type: none"> • Document review • KIIs
3.2. To what extent did the COVID-19 pandemic affect the UNHCR operation?	<ul style="list-style-type: none"> • UNHCR Factsheets (2020, 2021-2022) • Country Operation Plans and Mid-Year to Year End Reports • Risk Register Tool ERM • Health Factsheet 2020/ 21 	<ul style="list-style-type: none"> • Document review • KIIs
3.3. How and to what extent did the Regional Bureau and HQ provide appropriate and timely support to the country office?	<ul style="list-style-type: none"> • Strategic planning documents, including Country Operation Plans, Multi-Year and Bhutanese Solutions Strategies, and Education and Livelihood Strategies; UN strategic documents • Partner reporting including, MOUs, PasPAs, Financial and Performance Reviews, and Joint Action Plans • Yearly Presentations by UNHCR Nepal to Bureau colleagues. • Weekly UNHCR Nepal notes sent to RBAP 	<ul style="list-style-type: none"> • Document review • KIIs
EQ 4: How can UNHCR build on achieved results and opportunities to improve performance?		
4.1. How can UNHCR further leverage its strategic position in light of opportunities, limitations and priorities?	<ul style="list-style-type: none"> • Strategic planning documents, including Country Operation Plans, Multi-Year plans and Bhutanese Solutions Strategies, and Education and Livelihood Strategies; UN strategic documents • Partner reporting including, MOUs, PAs, Financial and Performance Reviews, and Joint Action Plans • Presentations by UNHCR to UNCT • Presentations and Agenda to Refugee Core Group • Advocacy calendar 	<ul style="list-style-type: none"> • Document review • KIIs

	<ul style="list-style-type: none"> • Draft UNHCR Advocacy & Communications Strategy 	
4.2. What good practices can be identified to guide future interventions?	<ul style="list-style-type: none"> • Strategic planning documents, including Country Operation Plans, Multi-Year and Bhutanese Solutions Strategies, and Education and Livelihood Strategies; UN strategic documents • Assessments including audits, financial and performance reviews, livelihood assessments 	<ul style="list-style-type: none"> • Document review • KIIs • FGDs

Appendix 2: Terms of Reference



Adobe Acrobat
Document

Appendix 3: Methodology and Limitations

This annex supplements the description of the methodological design from Section 3: Evaluation Methodology.

Limitations and Mitigation Measures

There were no major methodological limitations to this study design. The following table summarises the intended and actual methods applied in the evaluation and limitations to validity and mitigation measures.

Table 15. Limitations and associated mitigation measures.

Phase	Ethical issues	Risks	Safeguards
Inception	<ul style="list-style-type: none"> Sample Design is fair and inclusive 	<ul style="list-style-type: none"> Certain activities or stakeholders are not included. 	<ul style="list-style-type: none"> The ET worked with the Evaluation Manager and the operation to ensure appropriate stakeholders were included.
Data Collection	<ul style="list-style-type: none"> Sample is inclusive and fair in representing all members of participant groups and stakeholders The information collected reflects a range of perspectives and present unbiased views Safe participation of all vulnerable groups Participants give voluntary, informed consent, before interviews Data collection is culturally sensitive and does not harm participants Evaluation participants are protected from exposure to COVID-19 	<ul style="list-style-type: none"> Interviews do not reflect the views of women, excluded groups or other stakeholders Respondent bias Inappropriate behaviour towards vulnerable groups Participants do not know purpose of evaluation or participate unwillingly Conduct of interviewers or content of question may be upsetting or offensive to participants. Invited participants do not want to participate Participants exposed to risk of COVID-19. 	<ul style="list-style-type: none"> The ET worked with the Evaluation Manager and the operation to ensure appropriate stakeholders were included. Interviews ensured representation of beneficiaries and a range of stakeholders were interviewed. Perspectives were solicited from a range of stakeholders and took anticipated bias into account. Evaluation purpose, confidentiality and voluntary participation were explained prior to beginning interviews Data collection involved national team members who are sensitive to cultural norms and context. Data collection observed COVID-19 safe practices like social distancing and masks (when appropriate).
Data analysis	<ul style="list-style-type: none"> Data storage is secure Data are analysed in a neutral and unbiased way Qualitative data are meant to explain issues and values in depth and not necessarily statistically valid. 	<ul style="list-style-type: none"> Unauthorised parties get access Qualitative data are presented as representative rather than explanatory 	<ul style="list-style-type: none"> Data are stored on secure servers and deleted from devices after uploading to server Data are triangulated through a mixed -methods approach Qualitative data are identified as such when used in the report
Reporting	<ul style="list-style-type: none"> Participant confidentiality is maintained Generalisability of findings 	<ul style="list-style-type: none"> Individuals and their views can be identified Resources and time determine the scope and how much the evaluation team can cover 	<ul style="list-style-type: none"> All identifying information will be removed from narrative and interview lists in the final versions of the report to be circulated Any limitations to generalisability of findings will be identified

Appendix 4: Timeline

Table 16. Evaluation timeline and workplan.

Steps	Date (2022-2023)
Phase 1: Inception	
Start of UNHCR internal evaluation process	January 2022 (drafting of the Concept note, Terms of Reference and composition of the Evaluation Reference Group)
Kickoff call TANGO & UNHCR Evaluation Manager (EM)	16 June
TANGO briefing with UNHCR Nepal	14 July
Desk review of key documents by evaluation team	July
Inception mission to Nepal	18-22 July (Mon-Fri)
TANGO submits Inception Report to HQ (IR)_v1 to UNHCR	5 August (Fri)
EM sends TANGO consolidated written comments	12 August (Fri)
Call to discuss/clarify comments	15 August (Mon)
TANGO submits IR_v2 to UNHCR	19 August (Fri)
UNHCR Nepal receives IR for feedback	05 September (Mon)
EM sends TANGO IR_v2 feedback	09 September (Fri)
TANGO submits finalized IR to EM	13 September (Tues)
Phase 2: Data collection	
In-country field work	12-23 September <ul style="list-style-type: none"> 12 Sept (Mon) mission arrival, inbrief with UNHCR 22 Sept (Thu) mission debrief with UNHCR (PM to allow HQ colleagues to join) 23 Sept (Fri) any remaining issues, mission departure
Evaluation Reference Group meeting	22 September (Thu)
Remote (Nepal, Geneva, Bangkok) and in-person (i.e., Regional Bureau Bangkok) meetings	August-September
Phase 3: Analysis and reporting	
TANGO submits draft evaluation report (ER)_v1 to UNHCR Geneva	31 October (Mon)
Validation and co-creation (recommendation) workshops	<ul style="list-style-type: none"> 07-11 Nov (Mon-Fri): Team Lead and Evaluation Manager in-country 08 Nov (Tues): Validation workshops; Internal (AM), ERG+ (PM) 09 Nov (Wed): Co-creation meeting (UNHCR only)
TANGO submits ER_v2 to UNHCR Geneva	18 November (Fri)
EM submits ER_v2 to UNHCR Nepal	22 November (Tue)
EM sends UNHCR Nepal feedback to TANGO	02 December (Fri)
EM sends UNHCR RBAP feedback to TANGO	06 December (Tue)
TANGO submits ER_v3 to UNHCR	16 December (Fri)
EM sends final feedback to TANGO	10 January 2023 (Tue)
TANGO submits final report to UNHCR	17 January (Tue)

Appendix 5: List of People Interviewed

Listed below are persons with whom the evaluation team held meetings via remote and in-person discussions during the inception and data collection phases of the evaluation. Certain key staff, particularly from UNHCR, were interviewed multiple times across the data collection phases. **A total of 82 KIs were conducted** (88 individual participants: 29 women, 51 men and 2 mixed groups) and **12 FGDs** (79 participants: 34 women, 45 men). A total of 167 unique participants were consulted during this evaluation.

Table 17. Interviews conducted in Inception and Data Collection Phase in Kathmandu and remotely.

Role/Position	Organisation	Female	Male
UNHCR Nepal			
Representative	UNHCR	x	
Programme Officer	UNHCR	x	
Protection Officer	UNHCR		x
Group Discussion with Protection Team	UNHCR	x	x
Senior Protection Associate	UNHCR	x	
Senior Protection Associate	UNHCR		x
Senior Protection Associate	UNHCR	x	
Protection Associate	UNHCR		x
Group Discussion with Programme Team	UNHCR	x	x
Programme Associate	UNHCR	x	
Group discussion with Admin & Finance Team	UNHCR		
Senior Finance Associate	UNHCR	x	
Senior Admin Assistant	UNHCR	x	
Admin Associate	UNHCR	x	
Head of UN RCO	UN RCO	x	
UNHCR RBAP			
Head of Protection	RBAP	x	
Senior Regional Programme Officer	RBAP		x
Senior Regional Livelihoods & Economic Inclusion Officer	RBAP	x	
External Relations Officer	RBAP	x	
Government			
Coordinator	NUCRA		x
Deputy Coordinator	NUCRA		x
Under Secretary, Director Civil Registration	MOHA		x
Joint Secretary, NUCRA Coordinator	MOHA		x
Section officer	Ministry of Finance		x
Section officer	Ministry of Federal Affairs and General Administration		x
UNHCR Nepal Partners			
Director / Resident Coordinator	ILO / UNRC		x
Chief of Mission	IOM	x	
Project Manager	AMDA		
Executive Director	LWF	x	
Thematic Coordinator	LWF		x

Project Manager, APoC project	LWF		x
CEO	Didi Foundation		x
Director	Snow Lion Foundation		x
President	INHURED		x
Regional Refugee Program Assistant	PRM		x
Representative & Country Director	WFP		x
Country Director	FWLD		x
Coordinator	FWLD	x	
Programme Officer	FWLD		x
Project Coordinator	WOREC	x	
Representative	TRWO		x
Coordinator	TPO		x
Clinical Coordinator	TPO Nepal	x	
Physician	TUTH		x
Physician	TUTH		x
Representative	Tibetan Refugee Welfare Office (TRWO)		x
President	HURON		x
Funding/Strategic Partners			
Ambassador	Australian Embassy	x	
Political/Economic Chief	US Embassy		x
Ambassador	Swiss Embassy,	x	
Ambassador/Head of Delegation; Head of Development	European Union	x	
Total KIIs in Kathmandu and remotely: 49		20 F	27 M
		2 mixed groups	

Table 18. In-field Interviews conducted in Data Collection Phase in Damak and Pokhara

Role/Position	Organisation	Female	Male
Partners			
Project Manager	AMDA		x
Public Health Officer	AMDA	x	
Public Health Officer	AMDA	x	
Education Officer	AMDA	x	
Education Officer	AMDA	x	
Chief-Project Manager	LWF		x
Livelihood Project Associate	LWF	x	
Livelihoods and Marketing Officer	LWF		x
Program Officer	LWF		x
Field Officer	LWF		x
Local Community			
School Head Teacher	Damak Municipality		x
Principal	School -Damak		x
Vice Principal	School -Damak		x
Former Principle	School -Damak		x

Secondary School in-charge	School -Damak		x
Damak Entrepreneur (Piggery)	Group Leader		x
Principal	SOS School - Pokhara		x
Government			
Agriculture - Junior Technical Assistant (JTA)	Damak Municipality Office (Agriculture and Livestock)	x	
Livestock - Junior Technical Assistant (JTA)	Damak Municipality Office (Agriculture and Livestock)		x
Public Health Inspector	Damak Municipality Office (Health Sector)		x
Admin and Information Officer	Damak Municipality Office (Health Sector)	x	
Public Health Nurse	Damak Municipality Office (Health Sector)	x	
Damak Chief Admin Officer	CAO Damak		x
Senior Admin Officer	CAO Damak		x
Sanichare Chief Admin Officer	CAO Patri-Sanichare		x
Education Officer	Damak Municipality		x
Education Officer	Damak Municipality		x
CDO	Chief District Office, Pokhara		x
Admin Officer	Chief District Office, Pokhara		x
Refugee Groups			
Camp Leader	Tibetan R. Camp Hyamja, Pokhara		x
Camp Leader	Tibetan R. Camp Tashiling (Chorepatan)	x	
Member	Tibetan R. Camp Hyamja, Pokhara (Leaders/Sr. management)		x
Member	Tibetan R. Camp Hyamja, Pokhara (Leaders/Sr. management)		x
Total KIIs in Damak and Pokhara: 33 KIIs		9 F	24 M

Table 19. FGDs conducted in Data Collection Phase in Damak and Pokhara

Location	Number of Participants	Female	Male	Roles
Damak				
BARD- Beldangi R. Camp, Damak	9	4	5	Chairperson, Social Administrator, Secretary, Guard, Facilitator, Trainer, Trainee, Bamboo Stool Maker
BRCF	6	2	4	Education Facilitator, Health Facilitator, Secretary, Project Manager, Member, Social In-Charge
CMC - Beldangi R. Camp, Damak	8	3	5	Deputy Secretary, Livelihood Contact Person, Members
CMC - Sanichare R. Camp, Damak	9	3	6	Secretary, Admin In-Charge, Camp Mediator, Community Watch Team Member, BARD Social Animator, BRWF Coordinator, BRWF Representative, Local Volunteer

Pokhara				
Tibetan R. Camp Hyamja, Pokhara Mixed Group	6	3	3	Project Coordinator, Accountant, Cashier, Farmer/Social Worker, Teacher, Office Helper
Tibetan R. Camp Tashiling (Chorepatan) Male Group	6	n/a	6	Facilitator, Local Assembly Member, Officer Secretary and Accountant, Facilitator, Teacher, Youth
Tibetan R. Camp Tashiling (Chorepatan) Women Group	5	5	n/a	Chair, Secretary, Assistant, Student
Tibetan R. Camp Tashiling (Chorepatan) Community Leaders	5	1	4	Settlement Officer/Manager, Local Tibetan Assembly Member/Teacher, Mgt. Committee Member
Kathmandu				
Rohingya Men Mandate refugees	6	n/a	6	
Rohingya Women Mandate refugees	6	6	n/a	
Pakistan Men Mandate Refugees	6	n/a	6	
Afghanistan Women Mandate Refugees	7	7	n/a	
Total number of FGD: 12 FGDs 79 participants (34 women, 45 men)				

Appendix 6: UNHCR Populations of Concern

The main persons of concern (PoC) for UNHCR are Bhutanese refugees, Tibetan long stayers, and other nationalities recognised as refugees under UNHCR's mandate (but not under national policy) and persons without citizenship certificates.

Bhutanese refugees began arriving in Nepal in 1990-1991, mostly settling in Province 1 in southeast Nepal. As a durable solution, the Government prioritised Bhutanese resettlement in third countries.²³² The Government granted visa fine waivers on an ad-hoc basis for refugees participating in resettlement or voluntary repatriation facilitated by UNHCR. In 2007, the consortium 'Core Group on Bhutanese Refugees in Nepal' was formed between UNHCR and the partner governments to resettle refugees from Bhutan. The previous Tibetan and Bhutanese Core Group is now joined and called Refugee Core Group, as of 2020. Over 113,000 Bhutanese refugees were resettled to the initial eight Core Group countries under the group resettlement program between 2007 and 2016.²³³ Resettlement now occurs on a case-by-case basis through private sponsorship.

With the conclusion of the major group resettlement in 2016, UNHCR's durable solutions centre on the inclusion of refugees in public services. As of 2021, more than 6,365 refugees remain in eastern Nepal in Beldangi Settlement (Morang District) and Sanischare Settlement (Jhapa District).²³⁴ The Government through NUCRA and the Refugee Coordination Unit (RCU) in Jhapa supports initiatives that promote inclusion and self-reliance of Bhutanese within host communities. Documents indicate the Government plans to increasingly fill protection and assistance roles in coordination with Bhutanese refugee community-based organizations and other UNHCR partners.²³⁵

In 2019, the Ministry of Home Affairs (MoHA) "Recommendations Regarding the Problems and Solution Measures on Bhutanese Refugees" were drafted and submitted to cabinet (and taken out of cabinet during the COVID emergency).²³⁶ The Cabinet approved the Recommendations in Nov 2021, and began implementation in May 2022.²³⁷ Following a joint verification exercise in 2018-19 with UNHCR, the Government agreed to register 429 census absentees. Bhutanese refugees who were registered in 2017 must renew refugee cards in 2022. UNHCR additionally counsels Bhutanese women in mixed marriages about their rights to apply for citizenship.

Remaining Bhutanese refugees have not been permitted by the Kingdom of Bhutan to return, despite high-level advocacy by the Government, UNHCR and interested states. Based on an intention survey conducted by UNHCR, some 741 households (2,428 individuals) have expressed an intention to return, most having employable skills and family ties in Bhutan. The Government of Nepal insists that Bhutan must do its part and accept at least a symbolic number of refugees before it will consider formal local solutions; as of 2022, the Bhutanese Government has not allowed any of the 2,428 Bhutanese refugees interested in voluntary repatriation to do so.²³⁸ Approval of the Recommendations may additionally push repatriation negotiations forward. Documentation indicates that refugees and asylum seekers from Bhutan have more established channels for advocacy and service delivery (from community to governmental levels) in comparison to other refugee groups.

²³² Durable solutions include the option of third country resettlement, repatriation to a refugees country of origin, or integration/inclusion in a host country.

²³³ UNHCR. 2021. Global Focus: Nepal -UNHCR.

²³⁴ UNCHR. 2022. Global Focus: Nepal – Countries of origin.

²³⁵ UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²³⁶ UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²³⁷ The Kathmandu Post. 2022. Government decides to allow Bhutanese refugees to do business.

²³⁸ UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

Tibetan Long Stayers began to arrive in Nepal in 1959. The Government provided settlement support to Long Stayers who today are located in 21 settlements across central and west Nepal. In 1995, the Government authorised issuance of identification cards to refugees who entered Nepal before 1990 and were above 16 years old. Refugee cards have not been issued again since 1995, however.²³⁹ UNHCR established an informal ‘Gentlemen’s Agreement’ with the Government in 1989 which facilitated safe passage of Tibetans to third countries. Exit permits were issued to Tibetan transiting to India until 2018.²⁴⁰ Tibetans who arrived after 1989 are known as Tibetan new arrivals (TNA). Despite Nepal’s ratification of the ICCPR, CRC, and CAT, each containing the principle of non-refoulement, TNA face risks of arrest, detainment and refoulement.

As of 2021, 75 percent of the estimated 12,540 Tibetan refugees in Nepal lack refugee or civil registration documentation having arrived in Nepal on or after 1990 or are dependants of refugees born in Nepal on or after 1990.²⁴¹ The lack of documentation impedes among other things access to higher education, employment, obtainment of a driver’s license and ability to open a bank account.²⁴² Undocumented Tibetans are registered through the Tibetan Refugee Welfare Office, which operates under the Central Tibetan Authority.²⁴³ Before the COVID-19 lockdown in 2020, the Government digitised existing data of Long-Stayers. New arrivals were not included.

Refugees registered under UNHCR’s mandate, known as mandate refugees or PoC, have arrived in Nepal since 2012. As of January 2022, there are 670 mandate refugees registered with UNHCR. Mandate refugees in Nepal primarily come from Pakistan, Myanmar (Rohingya), Afghanistan, Sri Lanka, and Somalia, and are concentrated in urban areas of Kathmandu Valley.²⁴⁴ In the absence of a national refugee legislation and protocol, UNHCR conducts refugee status determinations and (enhanced) registration for mandate refugees. They are registered under UNHCR’s mandate since Nepal does not officially recognise refugee groups other than Tibetans (Long Stayers) and Bhutanese.²⁴⁵ The Government regards mandate refugees under immigration law as illegal migrants; as such, mandate refugees face risks of fines and detainment for illegal border crossing and visa overstay. Government plans for durable solutions do not include Mandate refugees and asylum seekers.²⁴⁶

Persons without citizenship certificates. The Government does not know the number of persons without citizenship status in Nepal. Persons without citizenship documentation mainly includes undocumented Nepali as well as individuals (e.g. children of Nepali women in mixed marriages) denied Nepali citizenship under the Constitution or Citizenship Act’s discriminatory provisions. In 2015, the Forum for Women, Law and Development (FWLD) projected that 6.7 million Nepali would lack citizenship certificates by 2021.^{247, 248} According to FWLD, over 94 percent of persons without citizenship certificates are eligible, but have never applied for certificates due to logistical constraints, bureaucracy and lack of civil documentation.²⁴⁹ This lack of documentation prevents registration of births, property deals, obtainment of social security allowances, and access to mobile phone

²³⁹ UNHCR Nepal. 2021. Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²⁴⁰ UNHCR Nepal. 2019. Nepal Country Operation Plan -2019.

²⁴¹ UNHCR. 2022. UNHCR Global Focus: Nepal – Countries of origin.

²⁴² UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²⁴³ UNHCR Nepal. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²⁴⁴ UNHCR Nepal. 2022. UNHCR Nepal Multi-year Strategy 2023-2027.

²⁴⁵ UNHCR. 2021. Nepal Multi-Year Protection & Solutions Strategy (MYPSS) 2020-2022.

²⁴⁶ UNHCR Nepal. n/d. Universal Periodic Review: 2nd Cycle, 23rd Session: Nepal.

²⁴⁷ This calculation is based off the 2011 Census. Updated projections are expected following publishment of the 2021 Census.

²⁴⁸ FWLD. 2015. Projection of People Without Citizenship Certificate in the Upcoming 7 years.

²⁴⁹ UNHCR Nepal. 2021. Nepal Country Operation Plan 2021 -Mid-Year End Report.

cards.²⁵⁰ Nepali women, children and marginalised communities primarily lack citizenship certificates due to discriminatory policy and practice.

Both the Fifteenth National Plan and Voluntary National Review of Sustainable Development Goals (Target 16.9) prioritise the provision of legal identity for all eligible persons, including birth registration.²⁵¹ UNHCR's work on legal identity is separate from their work on refugees. Guided by SDG 16 and the UNHCR Global Action Plan to End Statelessness, UNHCR advocates against gender discriminatory legal provisions in the Citizenship Act and counsels refugee women in mixed marriages to avail of their rights to citizenship. UNHCR in the context of the UNCT aims to ensure eligible persons access vital civil registration/ legal identity in line with international standards.²⁵²

²⁵⁰ UNHCR Nepal. n/d. Universal Periodic Review: 2nd Cycle, 23rd Session: Nepal

²⁵¹ Nepal National Planning Commission. 2019. The Fifteenth Plan (Fiscal Year 2019/20- 2023/24); Nepal National Planning Commission. 2020. National Review of Sustainable Development Goals: Nepal.

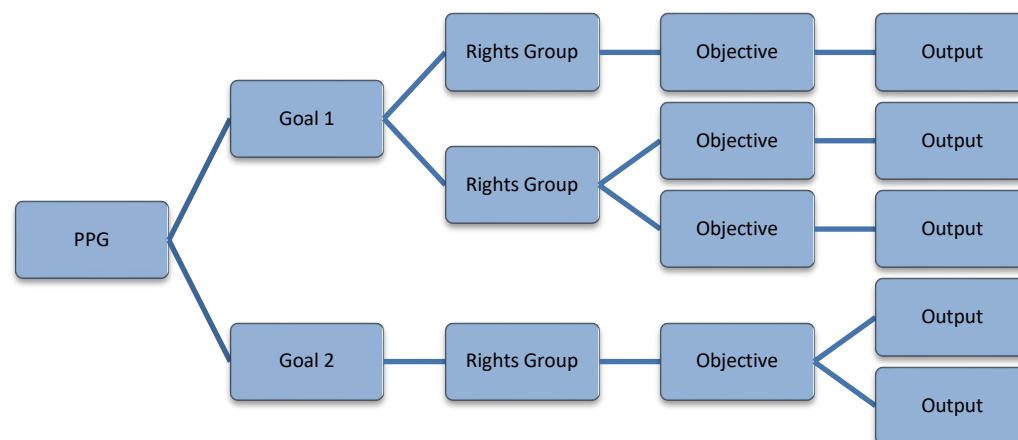
²⁵² UNHCR Nepal. 2020. Nepal Country Operation Plan 2021 -Mid-Year End Report.

Appendix 7: Achievement of Objectives 2019-2021

The UNHCR globally operates under two pillars aligned to UNHCR's prevention and response to stateless and refugee protection mandates: activities under Pillar 1 (1900) focus on the Refugee Mandate and activities under Pillar 2 (2900) focus on the prevention of statelessness/ civil registration and documentation/legal identities. All activities fall under one of these two pillars. In 2022, UNHCR globally uses these pillars in reference to the refugee and stateless mandates and for budgeting.

Between 2019 and 2021, UNHCR's results framework for each Population Planning Group (PPG) was organised by goal, Rights Group (a thematic group of objectives), and objectives and outputs per global operational planning standards.²⁵³ The initial goal of protection and mixed solutions is used to address both Pillar 1 and 2 (1900 and 2900). Emergency response (1933), a UNHCR goal that emerged during the COVID-19 pandemic, falls under Pillar 1 activities.²⁵⁴

Figure 5. UNCHR Planning Framework (2019-2021).



Once an objective or output was fully achieved by year's end, or if multiple objectives were found to cover the same priority, UNHCR discontinued or modified the objective and its respective outputs.²⁵⁵ These changes are depicted below. UNHCR entered quantitative data into the old FOCUS database until 2020 and both Focus and compass in 2021 using the planning framework. Within UNHCR reporting, narrative results are presented by Population Group with narratives written for the overall objective and its outputs.

²⁵³ PPGs can be likened to the PoCs that UNHCR focuses on and reflects distinct categories for resource allocation, planning, and budgeting.

²⁵⁴ UNHCR. n/d. UNHCR Operations Plan in Emergencies. Accessed 20 September 2022 from <https://emergency.unhcr.org/entry/55209/unhcr-operations-plan-in-emergencies>.

²⁵⁵ This was shared by a UNHCR representative. Explanation for adding or removing objectives is not provided in the COPs or strategic planning.

2021 Planning and Reporting

In 2021, UNHCR Nepal initially conducted planning in the Country Operation Plan (COP) and reporting in FOCUS. 2021 was the final year UNHCR used the COP. End-of-year reporting was conducted in FOCUS though the narrative was not provided in the same End-of-year format as previous years, nor was it as comprehensive as in 2019 and 2020. In the transition to different planning formats and reporting databases, data quality was impacted by this global transition from Focus to COMPASS

Before 2021 year's end, UNHCR was approved to use COMPASS for reporting. In preparation of the transition to COMPASS and its 2022 Interim strategy and Multi-Year Strategy (2023-2027), UNHCR completed strategic planning using the Multi-Year Strategy (2020-2022). An interim COMPASS strategy closely mirroring the MYPSS 2020-2022 was submitted in 2021 and the Multi-Year Strategy 2023-2027 was submitted on 6 May 2022.

			2019				2020				2021			
			Baseline	Target (OL)	Target (OP)	YER	Baseline	Target OP	Target (OL)	YER	Baseline	Target OL	Target OP	YER
Rights Group	Objectives	Impact Indicators												
PPG: Refugees and asylum seekers from Bhutan														
Goal: Protection and mixed solutions (1900)														
Fair Protection Process and Documentation	Civil registration and civil status documentation strengthened	% children under 12 months old who have been issued birth certificates by the authorities	16	80	80	23.5	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Durable solutions	Comprehensive Solutions strategy developed, strengthened or updated	Extent Comprehensive Solutions strategy identified and agreed	66	100	100	90	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Community Empowerment and Self Reliance	Self-reliance and livelihoods improved	Extent persons of concern have formal access to work opportunities in host country	40	100	100	40	40	100	100	100	n/a	n/a	n/a	n/a
	Community mobilization strengthened and expanded	Extent persons of concern represented in leadership management structures	100	100	100	100	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Security from Violence and Exploitation	Risk of SGBV is reduced and quality of response improved	Extent community is active in SGBV prevention and survivor centered protection	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a

Security from Violence and Exploitation	Protection of children strengthened	Extent children of concern have non-discriminatory access to national child protection and social services	80	100	100	90	90	95	100	100	n/a	n/a	n/a	n/a
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	Extent programme management mechanisms working effectively	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Health status of the population improved	Extent persons of concern have access to primary health care	100	100	100	100	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Population has sufficient basic and domestic items	% of targeted households whose basic needs are met with multi-purpose cash grants or vouchers	100	100	100	100	99.8	100	100	100	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Services for persons with specific needs strengthened	% of persons of concern with disabilities who receive services for their specific needs	100	100	100	100	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Shelter and infrastructure established, improved and maintained	% of households living in adequate dwellings	73.4	100	100	91.6	91.6	100	100	100	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Population has optimal access to education	% of primary school-aged children enrolled in primary education	78.2	100	100	74.7	74.73	100	100	74.2	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Services for persons with specific needs strengthened	% of persons of concern from minorities or indigenous groups who receive services for their specific needs	n/a	n/a	n/a	n/a	92	100	100	74.6	n/a	n/a	n/a	n/a
Goal: Emergency response (1933)														
Basic Needs and Essential Services	Population has sufficient basic and domestic items	% of households whose needs for basic and domestic items are met	n/a	n/a	n/a	n/a	100	100	100	100	n/a	n/a	n/a	n/a
PPG: Mandate refugees and asylum seekers in urban areas														
Goal: Protection and mixed solutions (1900)														
Basic Needs and Essential Services	Health status of the population improved	Extent persons of concern have access to primary health care	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a
	Population has sufficient basic and domestic items	% of targeted households whose basic needs are met with	x	x	x	x	100	100	100	100	n/a	n/a	n/a	n/a

		multi-purpose cash grants or vouchers												
	Population has optimal access to education	% of primary school-aged children enrolled in primary education	78.2	100	100	74.73	89.7	100	100	78.8	n/a	n/a	n/a	n/a
Fair Protection Process and Documentation	Reception conditions improved	Extent reception conditions meet minimum standards	85	85	85	85	85	85	85	85	n/a	n/a	n/a	n/a
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	Extent programme management mechanisms working effectively	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a
Community Empowerment and Self Reliance	Self-reliance and livelihoods improved	% of persons of concern (18-59) who do not need cash/food assistance 12 mns+ after arrival/dspl	77.9	75	75	85	85	75	75	90.5	n/a	n/a	n/a	n/a
Goal: Emergency Response														
Basic Needs and Essential Services	Health status of the population	Extent persons of concern have access to primary health care	n/a	n/a	n/a	n/a	100	100	100	100	n/a	n/a	n/a	n/a
	Population has optimal access to education	Extent persons of concern have access to national education system	n/a	n/a	n/a	n/a	n/a	100	100	100	n/a	n/a	n/a	n/a
	Population has sufficient basic and domestic items	% of households whose needs for basic and domestic items are met	n/a	n/a	n/a	n/a	100	100	100	100	n/a	n/a	n/a	n/a
PPG: Tibetan refugees and new arrivals														
Goal: Protection and mixed solutions (1900)														
Fair Protection Process and Documentation	Quality of registration and profiling improved or maintained	% of persons of concern registered on an individual basis	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a
	Reception conditions improved	Extent reception conditions meet minimum standards	90	90	85	85	90	90	90	90	n/a	n/a	n/a	n/a
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	Extent programme management mechanisms working effectively	100	100	100	100	100	100	100	100	n/a	n/a	n/a	n/a
Goal: Emergency response (1933)														
Fair Protection Processes and Documentation	Reception Conditions improved	Extent reception conditions meet minimum standards	n/a	n/a	n/a	n/a	n/a	100	100	80	n/a	n/a	n/a	n/a

PPG: People without access to citizenship certificates														
Goal: Protection and mixed solutions (2900)														
Favourable Protection Environment	Law and policy developed or strengthened	Extent law consistent with international standards on prevention of statelessness	25	50	50	25	25	35	35	25	25	35	35	25
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	Extent programme management mechanisms working effectively	100	100	100	100	100	100	100	100	100	100	100	100

			2021			
Rights Group	Objectives	Indicators	Baseline	Target OL	Target (OP)	YER
PPG: Refugees and Asylum Seekers in Nepal						
Goal: Protection and mixed solutions (900)						
Basic Needs and Essential Services	Health status of the population improved	Extent persons of concern have access to primary health care	80.0	80.0	100.0	100
	Population has optimal access to education	Extent persons of concern have access to national education systems	100.0	100.0	100.0	100
	Population has sufficient basic and domestic items	% of targeted households whose basic needs are met with multi-purpose cash grants or vouchers	100.0	100.0	100.0	58
	Services for persons with specific needs strengthened	% of older persons of concern who receive services for their specific needs	100.0	100.0	100.0	100
		% of persons of concern with disabilities who receive services for their specific needs	100.0	100.0	100.0	100
Community Empowerment and Self Reliance	Self-reliance and livelihoods improved	% of youths aged 15-24 enrolled in certified livelihoods training	70.0	100.0	100.0	30%
		% of persons of concern (18-59 yrs) with own business / self-employed for more than 12 months	50.0	55.0	100.0	90.93%
		% of persons of concern using banking services (e.g. savings, loans, transfers)	100.0	100.0	100.0	100%
Fair Processes and Documentation	Reception conditions improved	Extent reception conditions meet minimum standards	100.0	100.0	100.0	90
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	Extent programme management mechanisms working effectively	100.0	100.0	100.0	100
Security from Violence and Exploitation	Risk of SGBV is reduced and quality of response improved	Extent known SGBV survivors receive appropriate support	100.0	100.0	100.0	100
Goal: Emergency response (1933)						
Basic Needs and Essential Services	Health status of the population improved	Extent persons of concern have access to primary health care	x	100.0	100.0	100
	Population has sufficient basic and domestic items	% of households whose needs for basic and domestic items are met	100.0	100.0	100.0	100

Source: UNHCR Nepal End of Year Reports (2019, 2020, 2021), Achievement Indicators (2020-2019)

Appendix 8: Achievement of Outputs 2019-2021

This appendix provides a description of the key results for each Population Planning Group. The description complements the performance analysis in *Performance, Budgeting, and Strategic Shifts*. Results frameworks with achieved and underachieved targets are displayed for each PPG between 2019 and 2021. Both OL and OP targets are included against the Year End Result (YER) for each output and performance indicator. Cells coloured light green achieved set targets based on the OL budget and light red if they did not achieve the target. Dark green cells represent indicators that achieved targets at the OL level but not the OP.

For 2019 and 2020, key results are additionally summarized for Bhutanese, Tibetan, and mandate refugee. In 2021, the three PPG categories were conflated into a single PPG. 2021 activities and summary for refugees and asylum seeker are thus summative of overall achievements, with less PPG specification than is presented for 2019-2020. As persons without citizenship documentation was maintained as a PPG from 2019 to 2021, this is the only chart with a summary applicable to all three years.

2019-2020: Bhutanese Refugee Achievements

Key achievements were in education, health and establishment of shelter/infrastructure. Refugees and asylum seekers from Bhutan had the greatest achievement in 2019 and 2020 (see *Table 5*) under its approved budget. Bhutanese refugee children accessed birth certificates, but limited municipal resources prevented greater numbers of Nepal-born refugees from receiving birth certificates in 2019. The funding deficit for Tibetan refugees would have been significant in the context of re-registration (which did not happen since 1995).²⁵⁶ Reprioritisation, reallocation, and support from RBAP aided UNHCR Nepal's decisions in the shifting of targets.²⁵⁷ The table below lists achievements for key sector interventions for Refugees and Asylum Seekers from Bhutan.

In 2019, the only unachieved self-reliance objective across PPGs was for Bhutanese refugees, due to delays caused by the pandemic and related lockdown.²⁵⁸ At the objective level, the baseline target was met, and community mobilization was strengthened and expanded through increased representation in leadership management structures. Self-reliance strengthened through PPA agreements and a partnership with the ILO. At the output level in 2019, however, self-reliance and livelihood improvement through community-based insurance schemes and guidance on business market opportunities fell short of targets. Community based mechanisms to address security from violence and exploitation for children and women achieved targets in 2019 and 2020.

²⁵⁶ UNHCR Nepal. 2019. Nepal Country Operation Plan 2019 -Mid-Year End Report.

²⁵⁷ UNHCR Nepal. 2019. Nepal Country Operation Plan 2019 -Mid-Year End Report.

²⁵⁸ UNHCR Nepal. 2020. Update to the Bhutanese Solutions Strategy.

					2019			2020			2021a		
Rights Group	Objective	Output	Performance Indicators		Target (OL)	Target (OP)	YER	Target OL	Target (OP)	YER	Target OL	Target OP	YER
PPG: Refugees and asylum seekers from Bhutan													
Goal: Protection and mixed solutions (1900)													
Fair Protection Process and Documentation	Civil registration and civil status documentation strengthened	Birth registration and certificates provided	# of children registered and issued documentation under regular birth registration procedure		30	30	107	n/a	n/a	n/a	n/a	n/a	n/a
Durable solutions	Comprehensive Solutions strategy developed, strengthened or updated	Strategy developed and implemented	Comprehensive solutions strategy implemented and monitored (yes/no)		95	95	90	n/a	n/a	n/a	n/a	n/a	n/a
Community Empowerment and Self Reliance	Self-reliance and livelihoods improved	Access to financial services facilitated (formal and informal)	# of PoC participating in community-based group savings / loans / insurance schemes		540	540	536	640	960	655	n/a	n/a	n/a
	Self-reliance and livelihoods improved	Access to self-employment / business facilitated	# of PoC provided with guidance on business market opportunities		640	960	565	n/a	n/a	n/a	n/a	n/a	n/a
	Community mobilization strengthened and expanded	Community self-management supported	# of community self-management structures strengthened		12	12	12	n/a	n/a	n/a	n/a	n/a	n/a
Security from Violence and Exploitation	Risk of SGBV is reduced and quality of response improved	Participation of community in SGBV prevention and response enabled and sustained	# of community-based committees/ groups working on SGBV prevention and response		5	5	5	4	4	4	n/a	n/a	n/a
	Protection of children strengthened	Community based child protection structures	# of community based committees/groups dedicated to		6	6	6	6	6	6	n/a	n/a	n/a

		established and functioning	child protection issues										
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	General project management services provided	Other project management services and support established, maintained and/or provided (yes/no)		100	100	100	n/a	n/a	n/a	n/a	n/a	n/a
Basic Needs and Essential Services	Health status of the population improved	Access to primary health care services provided or supported	Access of PoC to national/government primary health care facilities ensured (yes/no)		90	90	100	n/a	n/a	n/a	n/a	n/a	n/a
	Population has sufficient basic and domestic items	Primary education provided or supported	# of children enrolled in primary education		1119	1119	880	881	881	808	n/a	n/a	n/a
	Services for persons with specific needs	Specific services for persons of concern with disabilities provided	# of projects mainstreaming disability issues conducted by UNHCR, partner and government agencies		2	2	2	5	5	5	n/a	n/a	n/a
		Specific services for persons of concern with psychosocial needs provided	# of projects targeted at PoC with psychosocial needs conducted by UNHCR, partner and government agencies		n/a	n/a		2	2	2	n/a	n/a	n/a
		Support to persons of concern with specific needs provided	# of social / recreational events organized		n/a	n/a		5	10	3	n/a	n/a	n/a
	Shelter and infrastructure established, improved and maintained	Long-term/permanent shelter provided and sustained	# of long-term/permanent shelters provided		675	975	693	81	124	82	n/a	n/a	n/a

	Population has optimal access to education	Cash grants or vouchers (multi-purpose) provided	# of household receiving cash grants		550	763	572	570	770	570	n/a	n/a	n/a
Goal: Emergency response (1933)													
Basic Needs and Essential Services	Population has sufficient basic and domestic items	Cash grants or vouchers (multi-purpose) provided	# of households receiving cash grants		n/a	n/a		2000	2000	1870	n/a	n/a	n/a

Source: UNHCR. 2020. Indicator Achievement Report 2019-2020.

2019-2020: Tibetan refugees and New Arrival Achievements

No objectives or outputs were dedicated to education, livelihoods, and CBI for Tibetan Refugees. In support of refugee access to public services, however, UNHCR supported psychosocial activities and COVID-19 related services with partners like AMDA and the Reception Center.²⁵⁹ Activities for Tibetans mainly focused on advocacy for verification and documentation. A second goal of emergency response was established in 2020 with the emergence of COVID-19 to provide basic needs and essential services to PoCs with respect to the 1933 situation. Given the negative impact of COVID-19 on health, education, and the economy, UNHCR planned in 2020 to prioritize CBI for all refugees rather than just those with special needs, which was initially budgeted for under normal, non-pandemic, circumstances and in the context of the strategy of Refugee Inclusion and Refugee Self-reliance.²⁶⁰ Two objectives were added in 2021 for Refugees and Asylum seekers (Bhutanese and Tibetans) in Nepal: *health status of the population improved and population has sufficient basic and domestic items*. Both objective targets were achieved by year end.

				2019			2020			2021		
Rights Group	Objective	Output	Performance Indicators	Target (OL)	Target (OP)	YER	Target OL	Target (OP)	YER	Target OL	Target OP	YER
PPG: Tibetan refugees and new arrivals												
Goal: Protection and mixed solutions (1900)												
Fair Protection Process and Documentation	Quality of registration and profiling improved or maintained	Eligible cases identified and registered	# of eligible persons registered	0	11500	3135	12540	12540	3135	n/a	n/a	n/a
	Reception conditions improved	Individual/ family material and psychosocial support provided	# of individuals supported	20	20	23	20	20	9	n/a	n/a	n/a

²⁵⁹ UNHCR Nepal. 2020. Year End Report 2020.

²⁶⁰ UNHCR Nepal. 2021. Multi-year Protection and Solutions Strategy 2020-2022

Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	General project management services provided	Other project management services and support established, maintained and/or provided (yes/no)	100	100	100	100	100	100	n/a	n/a	n/a
Goal: Emergency response (1933)												
Fair Protection Processes and Documentation	Reception Conditions improved	Individual/ family material and psychosocial support provided	# of individuals supported	n/a	n/a	n/a	12540	12540	9979	n/a	n/a	n/a

2019-2020: Mandate refugees and asylum in urban areas Achievements

Mandate refugees had key results in health and self-reliance/livelihoods. Health outputs were supported by TUTH, TPO and AMDA. Livelihood programming was strengthened through Comprehensive Needs Assessments and Participatory Assessments that directed programming.²⁶¹ In 2020, three additional output indicators under *Basic Needs and Essential Services* were added in support of health care, public education and cash assistance to households. In education, allowances and investments supported student access to educational services though outputs were not fully achieved.²⁶²

				2019			2020			2021		
Rights Group	Objective	Output	Performance Indicators	Target (OL)	Target (OP)	YER	Target OL	Target (OP)	YER	Target OL	Target OP	YER
PPG: Mandate refugees and asylum seekers in urban areas												
Goal: Protection and mixed solutions (1900)												
Basic Needs and Essential Services	Health status of the population improved	Access to primary health care services provided or supported	Access of PoC to national/government primary healthcare facilities ensured (yes/no)	100	100	100	100	100	100	n/a	n/a	n/a
	Population has sufficient basic and domestic items	Cash grants or vouchers (multi-purpose) provided	# of households receiving vouchers	55	55	48	40	40	28	n/a	n/a	n/a

²⁶¹ UNHCR Nepal. 2019. UNHCR Nepal Year End Report 2019.

²⁶² UNHCR Nepal. 2020. UNHCR Nepal Year End Report 2020.

	Population has optimal access to education	Sectoral cash grants or vouchers provided	# of households receiving conditional cash grants or vouchers for education	65	65	59	75	75	62	n/a	n/a	n/a
Fair Protection Process and Documentation	Reception conditions improved	Access of asylum-seekers to UNHCR provided	# of asylum-seekers that had access to UNHCR	90	90	66	50	50	26	n/a	n/a	n/a
	Reception conditions improved	Capacity development supported	Capacity support provided (yes/no)	100	100	100	80	80	52	n/a	n/a	n/a
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	General project management services provided	Other project management services and support established, maintained and/or provided (yes/no)	100	100	100	100	100	100	n/a	n/a	n/a
Community Empowerment and Self Reliance	Self-reliance and livelihoods improved	Access to self employment / business facilitated	# of PoC provided with guidance on business market opportunities	110	110	87	110	110	95	n/a	n/a	n/a
	Self-reliance and livelihoods improved	Access to wage earning employment facilitated	# of PoC provided with guidance on labour market opportunities	180	180	195	150	150	91	n/a	n/a	n/a
Goal: Emergency Response												
Basic Needs and Essential Services	Health status of the population	Access of PoC to national/government primary health care facilities ensured (yes/no)	Access of PoC to national/government primary health care facilities ensured (yes/no)	n/a	n/a	n/a	100	100	100	n/a	n/a	n/a
	Population has optimal access to education	Primary education provided or supported	# of children enrolled in primary education	n/a	n/a	n/a	113	113	104	n/a	n/a	n/a
	Population has sufficient basic and domestic items	Cash grants or vouchers (multi-purpose) provided	# of households receiving vouchers	n/a	n/a	n/a	270	350	248	n/a	n/a	n/a

2019-2021: People without Access to Citizenship Certificates Achievements

Under the protection and mixed solutions goal, all years included three to four performance indicators and the objective of strengthening or developing law or policy. Outputs were largely completed in partnership with FWLD or actualised through UNHCR's advocacy as a member of the UN Working Group on Legal Identity.²⁶³

				2019			2020			2021		
Rights Group	Objective	Output	Performance Indicators	Target (OL)	Target (OP)	YER	Target OL	Target (OP)	YER	Target OL	Target OP	YER
PPG: People without access to citizenship certificates												
Goal: Protection and mixed solutions (2900)												
Favourable Protection Environment	Law and policy developed or strengthened	Advocacy conducted	# of advocacy interventions made	26	26	24	12	12	41	n/a	n/a	n/a
	Law and policy developed or strengthened	Capacity development supported	# of events, workshops and seminars organized	14	14	14	12	12	4	50	60	50
	Law and policy developed or strengthened	Capacity development supported	# of instances of expert and technical advice provided	n/a	n/a	n/a	n/a	n/a	n/a	22	63	22
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	General project management services provided	# of international implementing partners with HQ overhead costs provided	n/a	n/a	n/a	100	100	100	100	100	100

2021: Refugees and Asylum Seeker Achievements

In 2021, PPG refugee categories were combined into a single refugees and asylum seekers in Nepal PPG. UNHCR had strong results across outputs, exempting activities under *Population has sufficient basic and domestic items*. UNHCR supported children access to public education, strengthened livelihood activities and SGBV response. Through advocacy and collaboration with UN, Government and local partners, UNHCR supported preservation of the asylum space, and inclusion of refugees in public services and national planning. They furthered legal identity for all as a member of the UNCT. However, provision of expert and technical livelihood advice and the number of households who received seasonal support were the only activities that

²⁶³ UNHCR Nepal. 2019. Year End Report 2019.

did not meet set targets.²⁶⁴ COVID-19 lockdowns constrained physical capacity development trainings, workshops, conferences and roundtables, as well as support to education. However, remote training and remote learning support was provided. Geopolitics continued to impact durable solutions for Bhutanese wishing to repatriate and undocumented descendants of Tibetan Long Stayers.²⁶⁵

Rights Group	Objectives	Output	Performance Indicator	Target (OL)	Target (OP)	YER
Refugees and Asylum Seekers in Nepal (2021) Output Indicators						
Goal: Protection and mixed solutions						
Basic Needs and Essential Services	Health status of the population improved	Access to primary health care services provided or supported	Access to PoC to national/government primary health care facilities ensured (yes/no)	100	100	100
		Referral mechanisms established	Health insurance scheme established to improve refugee access to health services (yes/no)	80	100	100
	Population has sufficient basic and domestic items	Capacity development supported	# instances of expert and technical advice	50	60	13
		Seasonal and complementary items provided	# of households receiving seasonal support	1860	2000	1071
	Population has optimal access to education	Advocacy conducted	Strategy to promote admission of PoC to national education system established (yes/no)	100	100	100
		Sectoral cash grants or vouchers provided	# of households receiving conditional cash grants or vouchers for education	1000	1000	1128
	Services for persons with specific needs strengthened	Sectoral cash grants or vouchers provided	# of PoC receiving cash grants	30	50	6169
	Self reliance and livelihoods improved	Access to wage earning employment facilitated	# of PoC enrolled in apprenticeship / on -the-job training schemes	40	40	47
			# of PoC provided with guidance on labour market opportunities	60	60	80
Fair Protection Process and Documentation	Reception conditions improved	Capacity development supported	Capacity support provided (yes/no)	100	100	100
		Access to asylum-seekers to UNHCR provided	# of asylum-seekers that had access to UNHCR	70	70	140
		Situation of PoC monitored	# of monitoring visits conducted and recorded	20	24	29
Logistics and Operations Support	Operations management, coordination and support strengthened and optimized	General project management services provided	# of international implementing partners with HQ overhead costs provided	1	1	1
			Other project management services and support established, maintained and/or provided (yes/no)	100	100	100

²⁶⁴ UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

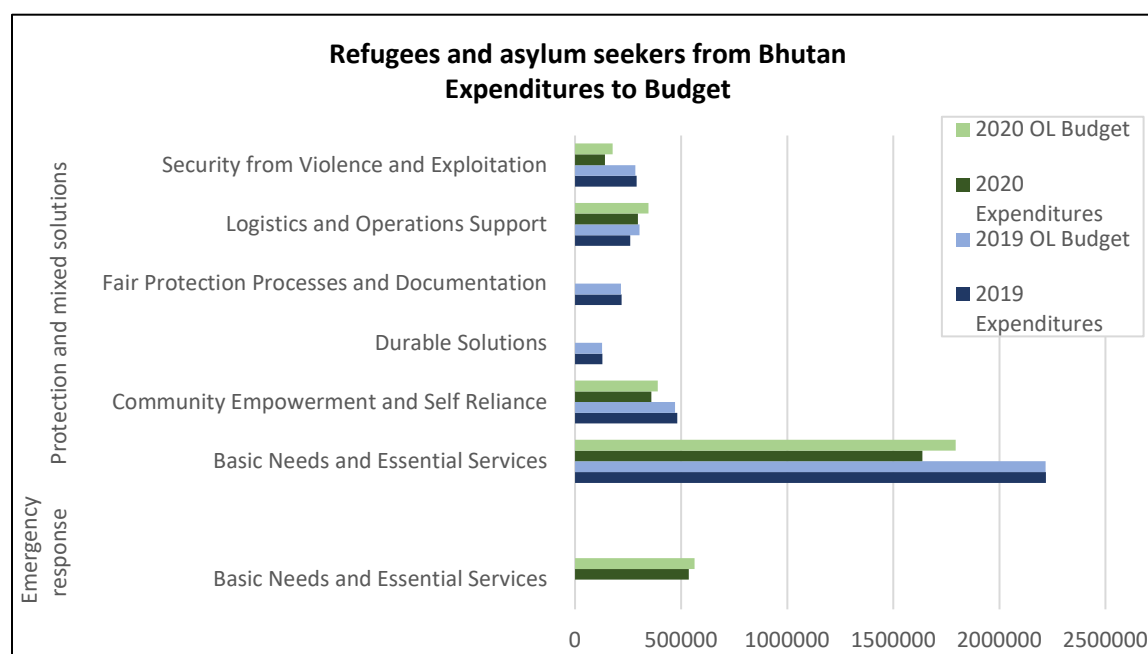
²⁶⁵ UNHCR Nepal. 2021. UNHCR Nepal Year End Report 2021.

Security from Violence and Exploitation	Risk of SGBV is reduced and quality of response improved	Safe and survivor centered SGBV procedures and coordination mechanisms functional	% of SGBV-related partners actively participating in coordination mechanisms	100	100	100%
			# of SGBV related partners actively participating in coordination mechanism	2	2	2
			# of SGBV related partners	2	2	2
Goal: Emergency						
Basic Needs and Essential Services	Health Status of the population improved	Access to primary health care services provided or supported	Access of PoC to national/government primary health care facilities ensured (yes/no)	100	100	100
	Population has sufficient basic and domestic items	Cash grants or vouchers (multi-purpose) provided	# of households receiving cash grants	2078	2119	2099

Appendix 9: Budget and Expenditure data

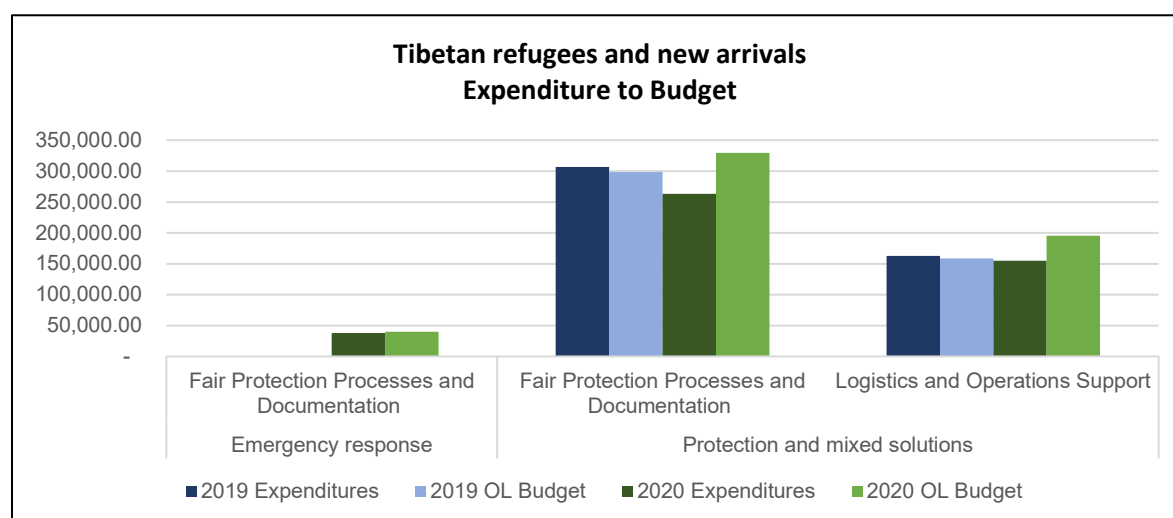
This appendix complements budget analyses in *Performance, Budgeting, and Strategic Shifts* and *Key Findings*. For each PPG, *Figure 6 - Figure 10* present the expected Year End Expenditure and OL Budget per Rights Group for 2019 and 2020. *Table 20 - Table 23* presents the budget broken down by varying costs and disaggregated into programming or planning priorities.

Figure 6. Year End Expenditure to OL Budget – Refugees and Seekers from Bhutan (2019, 2020).



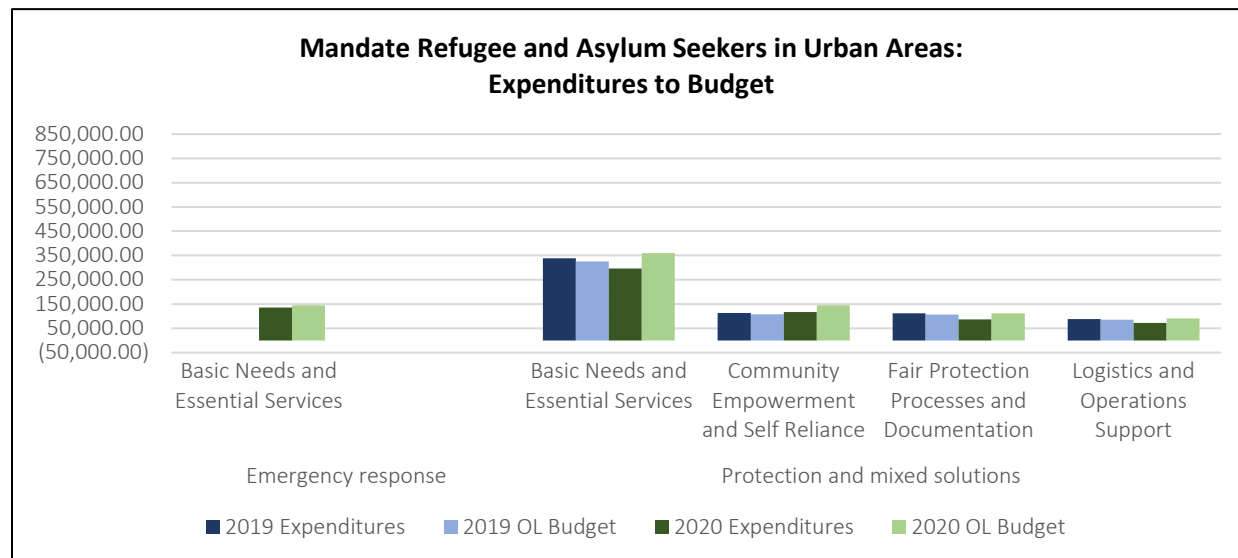
Source: 2019 and 2020 Year End Reports and Indicators Achievement Reports. ²⁶⁶

Figure 7. Year End Expenditures to Budget - Tibetan Refugees and New Arrivals (2019,2020)

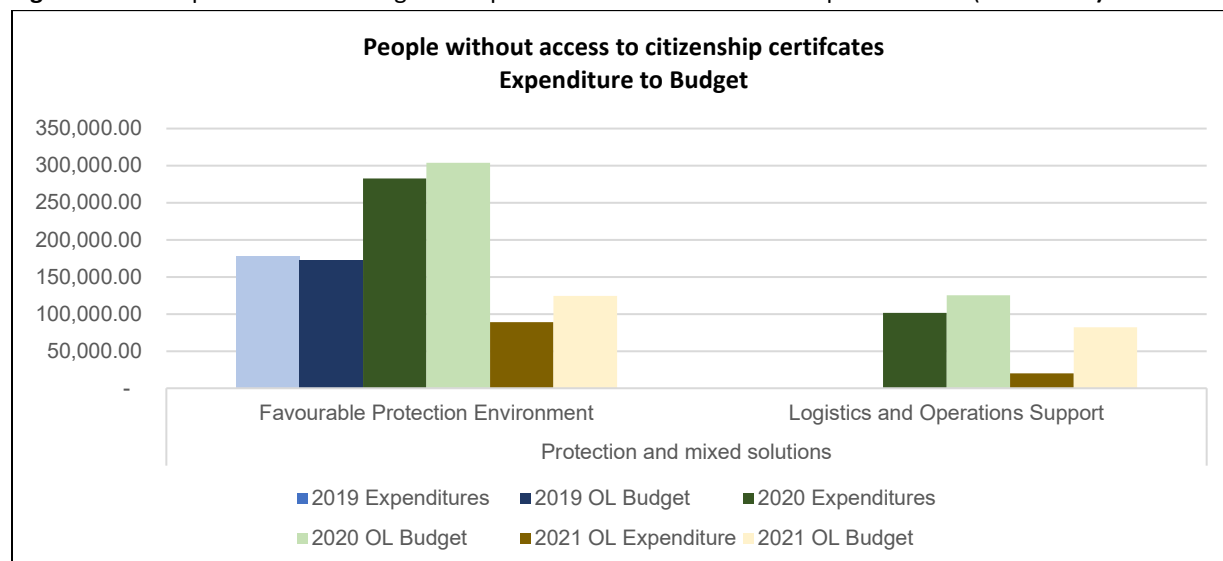


Source: UNHCR. 2020. Indicator Achievement Report 2019-2020.

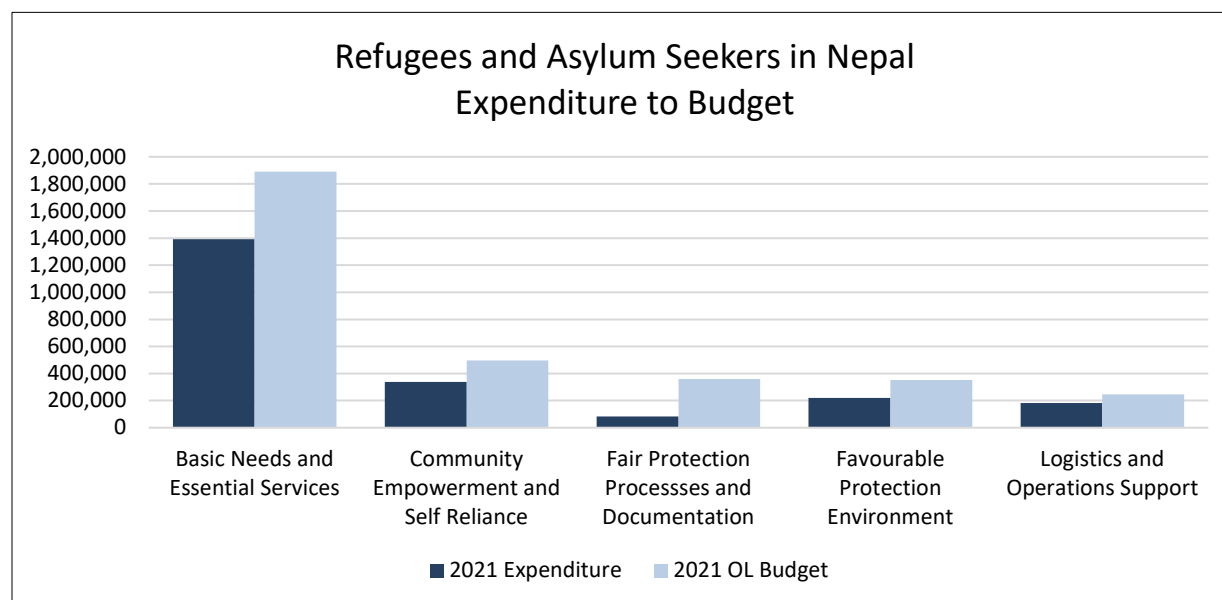
²⁶⁶ COMPASS does not allow for disaggregation by previous PPG groups for 2019-2021.

Figure 8. Expenditure and Budget - Mandate refugees and Asylum Seekers

Source: 2019- and 2020-Year End Reports and Indicators Achievement Reports.

Figure 9. Year Expenditure and Budget - People without access to citizenship certificates (2019-2020).

Source: UNHCR. 2020. Indicator Achievement Report 2019-2020.

Figure 10. Refugees and Asylum Seekers in Nepal: 2021 – Expenditure/Budget²⁶⁷

Source: UNHCR HQ. 2022. Data from COMPASS.

²⁶⁷ UNHCR HQ provided data from COMPASS.

Table 20. OP and OL Budget and Expenditure per Rights Group

Rights Group Summary	2019			2020			2021		
	OP Budget	OL Budget	Expenditure	OP Budget	OL Budget	Expenditure	OP Budget	OL Budget	Expenditure
Basic Needs and Essential Services	2,649,436	2,439,624	1,943,690	2,780,236	2,723,568	2,118,822	708,398	1,889,607	1,390,919
Community Empowerment and Self Reliance	649,642	515,329	221,076	570,255	496,777	337,143	442,919	378,332	310,210
Durable Solutions	129,436	105,978	2,109	71,507	0	0	60,117	0	0
Fair Protection Processes and Documentation	828,841	539,303	170,010	716,749	416,621	84,696	507,311	359,602	82,929
Favourable Protection Environment	480,929	401,892	99,740	438,642	265,083	75,131	438,642	124,638	87,352
Logistics and Operations Support	466,297	488,582	174,925	765,821	648,342	239,482	283,766	435,220	239,092
Security from Violence and Exploitation	295,419	240,875	35,683	156,789	128,712	33,929	134,011	246,385	181,544
Not defined	0	446,634	2,548,643	0	487,750	2,159,779	0	298,318	1,435,400
OVERALL TOTAL	5,500,000	5,178,217	5,195,874	5,500,000	5,166,853	5,048,981	2,575,164	3,732,103	3,727,446

Table 21. Budget and Expenditures by objective and output, 2019-2021²⁶⁸

Objective (detailed)	Output description	2019			2020			2021		
		OP Budget	WOL Budget	Expenditure	OP Budget	WOL Budget	Expenditure	OP Budget	WOL Budget	Expenditure
Basic and domestic and hygiene Items	Cash grants or vouchers (multi-purpose) provided	497,698	230,519	192,351	299,887	809,723	637,639	108,057	672,944	618,840
	Seasonal and complementary items provided	0	0	0	0	0	0		146,168	77,141
Education	Advocacy conducted	0	0	0	0	0	0		113,350	45,470
	Primary education provided or supported	416,614	363,875	213,750	673,510	275,318	223,944	198,088	0	0

²⁶⁸ Source: Global Analysis and Reporting (Power BI), Objective summary - Budget and Expenditure (Ref Report: HBAE127). Note: OP Budget estimates on this sheet are different from the sheet with aggregate budget estimates because the estimates are obtained from different sources.

	Sectoral cash grants or vouchers provided	79,418	77,962	36,216	80,580	85,479	36,009	51,543	136,418	68,891
Health	Access to primary health care services provided or supported	469,131	547,332	428,658	400,193	215,213	164,035	170,014	341,445	249,286
	Referral mechanisms established	0	0	0	0	0	0		83,663	15,502
Services for POCs with specific needs	Sectoral cash grants or vouchers provided	0	0	0	0	0	0	0	395,619	315,564
	Specific services for persons of concern with disabilities provided	232,857	250,549	150,326	135,570	54,008	6,457	124,180	0	225
	Specific services for persons of concern with psychosocial needs provided	0	0	0	0	448,934	337,824	0	0	0
	Support to persons of concern with specific needs provided	0	0	223	0	131,379	83,015	0	0	0
Shelter and infrastructure	Long-term- permanent shelter provided and sustained	953,718	969,386	922,166	1,190,497	703,513	629,898	56,514	0	0
Community mobilization	Community self-management supported	136,936	167,305	65,219	171,898	0	0	106,415	0	0
Self reliance and livelihoods	Access to financial services facilitated (formal and informal)	150,439	128,888	27,390	128,563	0	0	117,173	0	0
	Access to self employment - business facilitated	290,058	190,129	120,720	218,214	442,772	331,032	159,787	0	0
	Access to wage earning employment facilitated	72,209	29,007	7,746	51,580	54,006	6,112	59,543	378,332	310,210
Comprehensive solutions strategy	Strategy developed and implemented	129,436	105,978	2,109	71,507	0	0	60117.338	0	0
Civil registration and civil status documentation	Birth registration and certificates provided	239,447	195,131	91,398	147,904	0	0	136,514	0	0
Quality of registration and profiling	Eligible cases identified and registered	260,186	60,379	0	258,228	76,266	0	67,904	0	0
Reception conditions improved	Access of asylum-seekers to UNHCR provided	54,418	43,128	0	43,580	47,666	0	51,543	194,437	59,330
	Capacity development supported	56,418	45,237	2,070	47,580	49,358	778	55,543	95,468	23,278
	Individual/ family material and psychosocial support provided	218,372	195,429	76,542	219,457	243,330	83,918	195,807	0	0
	Situation of persons of concern monitored	0	0	0	0	0	0	0	69,697	320
Admin. Insts. & Practice	Capacity building undertaken	0	0	15	0	0	0	0	0	0
Law and Policy developed or strengthened	Advocacy conducted	230,465	253,415	49,964	254,321	155,065	58,205	254,321	0	0
	Capacity development supported	250,465	148,477	49,761	184,321	110,018	16,926	184,321	124,638	87,352

Operations management	General project management services provided	466,297	488,582	174,925	765,821	648,342	239,482	283,766	435,220	239,092
Protection of children	Community based child protection structures established and functioning	156,484	122,067	20,336	79,450	65,332	17,897	68,060	0	0
SGBV Prevention and response	Participation of community in SGBV prevention and response enabled and sustained	138,936	118,809	15,347	77,340	63,380	16,032	65,950	0	0
	Safe and survivor centered SGBV procedures & coordination mechanisms functional	0	0	0	0	0	0	0	246,385	181,544
		0	446,634	2,548,643	0	487,750	2,159,779	0	298,318	1,435,400

Table 22. OL Budget and expenditure by objective and output for Nepal, split by Refugees and Persons without Citizenship Documentation, 2019-2021²⁶⁹

			2019		2020		2021	
Rights Group	Objective	Output	WOL Budget	Expenditure	WOL Budget	Expenditure	WOL Budget	Expenditure
Refugee programme (all budget categories (OPS, Staff and ABOD) included)								
Basic Needs and Essential Services	Basic and domestic and hygiene Items	Cash grants or vouchers (multi-purpose) provided	230,519	192,351	809,723	637,639	672,944	618,865
		Seasonal and complementary items provided	0	0	0	0	146,168	77,141
	Education	Advocacy conducted	0	0	0	0	113,350	45,470
		Primary education provided or supported	363,875	213,750	275,318	223,944	0	0
		Sectoral cash grants or vouchers provided	77,962	36,216	85,479	36,009	136,418	68,891
	Health	Access to primary health care services provided or supported	547,332	428,658	215,213	164,035	341,445	249,286
		Referral mechanisms established	0	0	0	0	83,663	15,502
	Services for POCs with specific needs	Sectoral cash grants or vouchers provided	0	0	0	0	395,619	315,564
		Specific services for persons of concern with disabilities provided	250,549	150,326	54,008	6,457	0	225

²⁶⁹ Source: Global Analysis and Reporting (Power BI), Objective summary - Budget and Expenditure (Ref Report: HBAE127). OP Budget estimates were excluded because they are not accurate on the source that gives these aggregated estimates.

		Specific services for persons of concern with psychosocial needs provided	0	0	448,934	337,824	0	0
		Support to persons of concern with specific needs provided	0	223	131,379	83,015	0	0
	Shelter and infrastructure	Long-term- permanent shelter provided and sustained	969,386	922,166	703,513	629,898	0	0
Community Empowerment and Self Reliance	Community mobilization	Community self-management supported	167,305	65,219	0	0	0	0
	Self reliance and livelihoods	Access to financial services facilitated (formal and informal)	128,888	27,390	0	0	0	0
		Access to self employment - business facilitated	190,129	120,720	442,772	331,032	0	0
		Access to wage earning employment facilitated	29,007	7,746	54,006	6,112	378,332	310,210
Durable Solutions	Comprehensive solutions strategy	Strategy developed and implemented	105,978	2,109	0	0	0	0
Fair Protection Processes and Documentation	Civil registration and civil status documentation	Birth registration and certificates provided	195,131	91,398	0	0	0	0
	Quality of registration and profiling	Eligible cases identified and registered	60,379	0	76,266	0	0	0
	Reception conditions improved	Access of asylum-seekers to UNHCR provided	43,128	0	47,666	0	194,437	59,330
		Capacity development supported	45,237	2,070	49,358	778	95,468	23,278
		Individual/ family material and psychosocial support provided	195,429	76,542	243,330	83,918	0	0
		Situation of persons of concern monitored	0	0	0	0	69,697	320
Favourable Protection Environment	Admin. Insts. & Practice	Capacity building undertaken	0	15	0	0	0	0
	Law and Policy developed or strengthened	Advocacy conducted	0	0	0	0	0	0
		Capacity development supported	0	0	0	0	0	-1,789
Logistics and Operations Support	Operations management	General project management services provided	488,582	174,925	542,531	226,671	353,011	219,187
Security from Violence and Exploitation	Protection of children	Community based child protection structures established and functioning	122,067	20,336	65,332	17,897	0	0
	SGBV Prevention and response	Participation of community in SGBV prevention and response enabled and sustained	118,809	15,347	63,380	16,032	0	0
		Safe and survivor centered SGBV procedures & coordination mechanisms functional	0	0	0	0	246,385	181,544
Stateless/persons without citizenship certificates programme (all budget categories (OPS, Staff and ABOD) included)								
Basic Needs and Essential Services	Basic and domestic and hygiene Items	Cash grants or vouchers (multi-purpose) provided	0	0	0	0	0	-26

Favourable Protection Environment	Law and Policy developed or strengthened	Advocacy conducted	253,415	49,964	155,065	58,205	0	0
		Capacity development supported	148,477	49,761	110,018	16,926	124,638	89,141
Logistics and Operations Support	Operations management	General project management services provided	0	0	105,811	12,811	82,209	19,905
Not defined			446,634	2,548,643	487,750	2,159,779	298,318	1,435,400
OVERALL TOTAL			5,178,217	5,195,874	5,166,853	5,048,981	3,732,103	3,727,446

Table 23. Budget and expenditure by OPS, ABOD, and Staff costs for Nepal, 2019-2022²⁷⁰

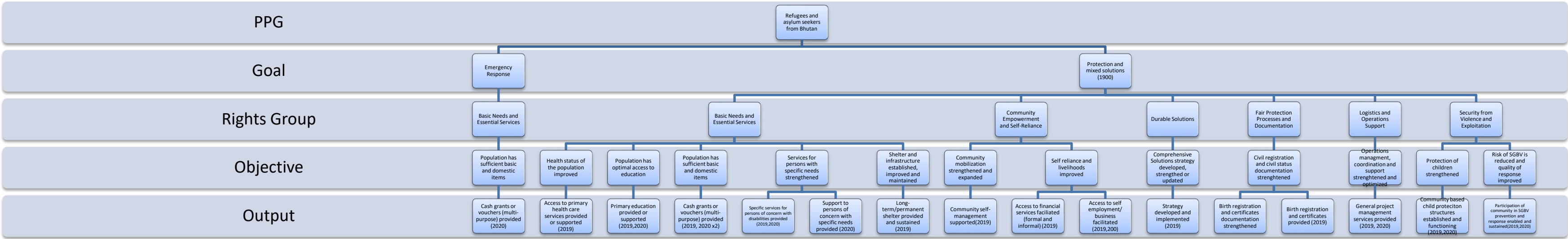
Type	2019			2020			2021			2022		
	OP Budget	WOL Budget	Expenditure	OP Budget	WOL Budget	Expenditure	OP Budget	WOL Budget	Expenditure	OP Budget	WOL Budget	Total Expenditure
OPS	2,977,420	2,701,060	2,647,231	4,595,076	3,065,348	2,889,202	4,276,459	2,406,064	2,292,046	2,666,338	1,644,288	913,946
ABOB	470,000	446,634	446,112	549,161	487,750	476,611	358,700	298,318	290,194	329,000	329,000	223,336
STAFF	2,112,026	2,030,524	2,102,531	1,616,963	1,613,755	1,683,168	1,145,205	1,027,721	1,145,205	1,126,674	1,126,709	860,887
TOTAL	5,559,446	5,178,218	5,195,874	6,761,200	5,166,853	5,048,981	5,780,364	3,732,103	3,727,446	4,122,012	3,099,997	1,998,168

²⁷⁰ Source : Business Intelligence Financial Reports Tools, Global Analysis and Reporting Power BI, Budget and Expenditure Report - OverAll view (Ref Report: HBAE129A), HBAE129A (Until 2021) - Overall view Dashboard (2019-2021); *2022 expenditure estimate is as latest date available (beyond Q1).

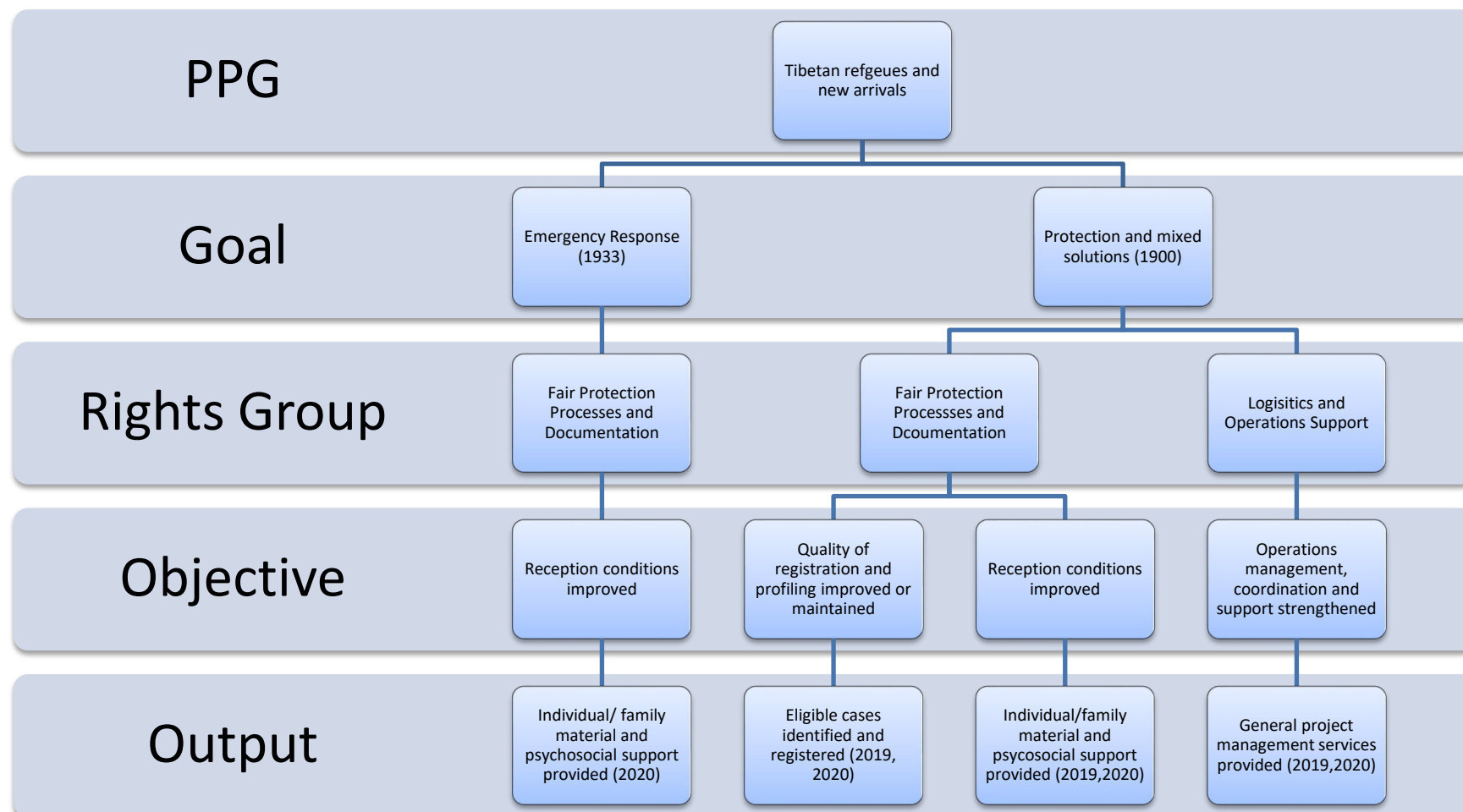
Appendix 10: Results frameworks

The results frameworks below were compiled for each PPG using End of Year and Indicator Achievement Reports. They display the goals, rights groups, objectives, and outputs used between 2019-2021.

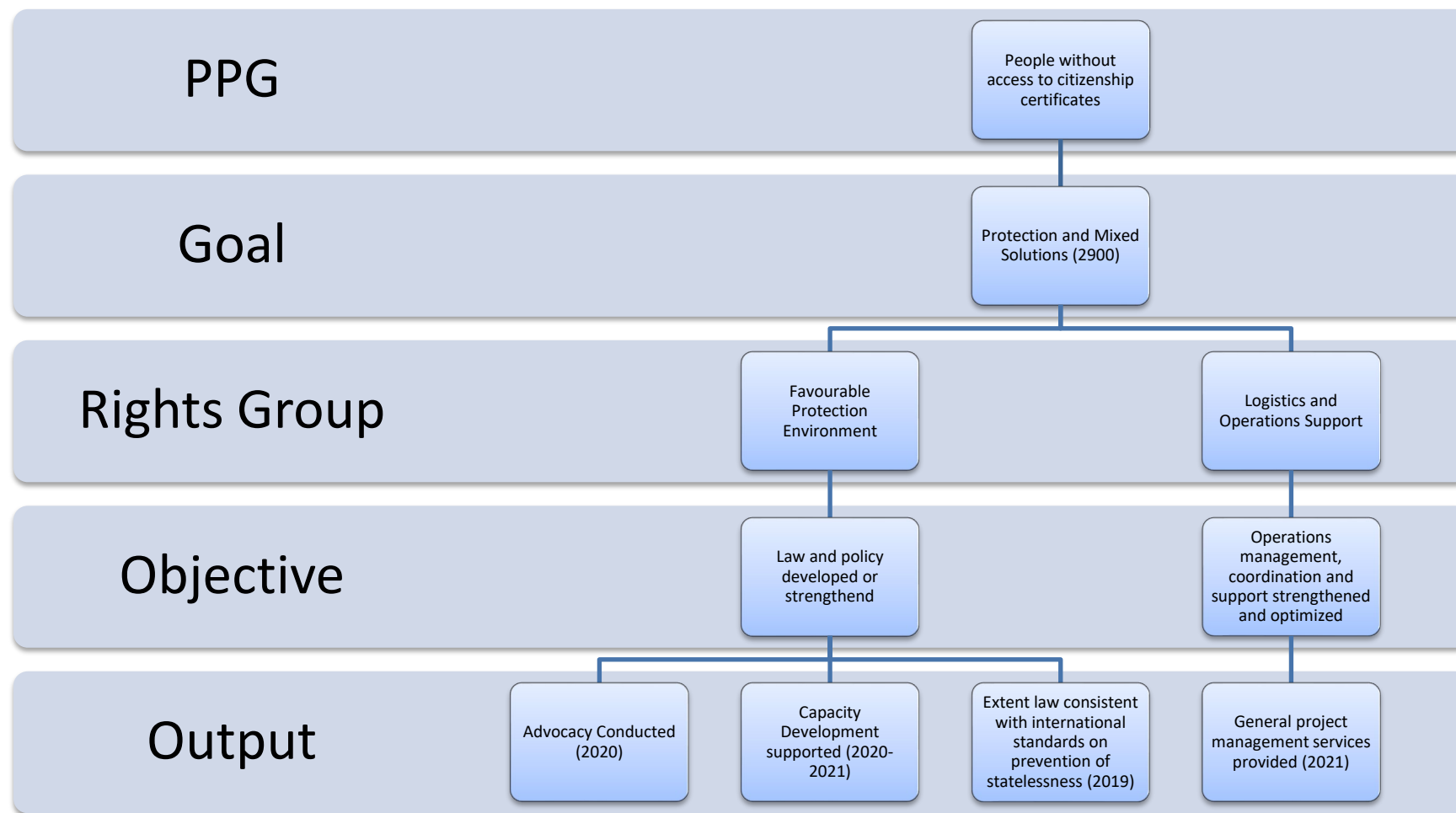
Refugees and Asylum Seekers from Bhutan (2019-2020)



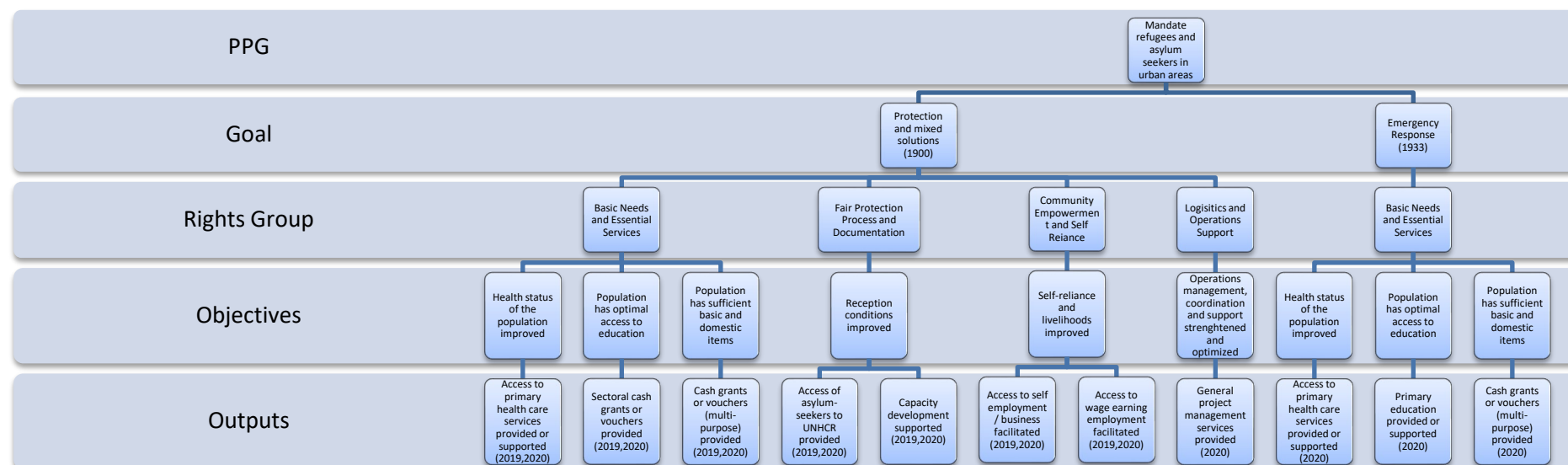
Tibetan Refugees and New Arrivals Results Framework (2019-2020)



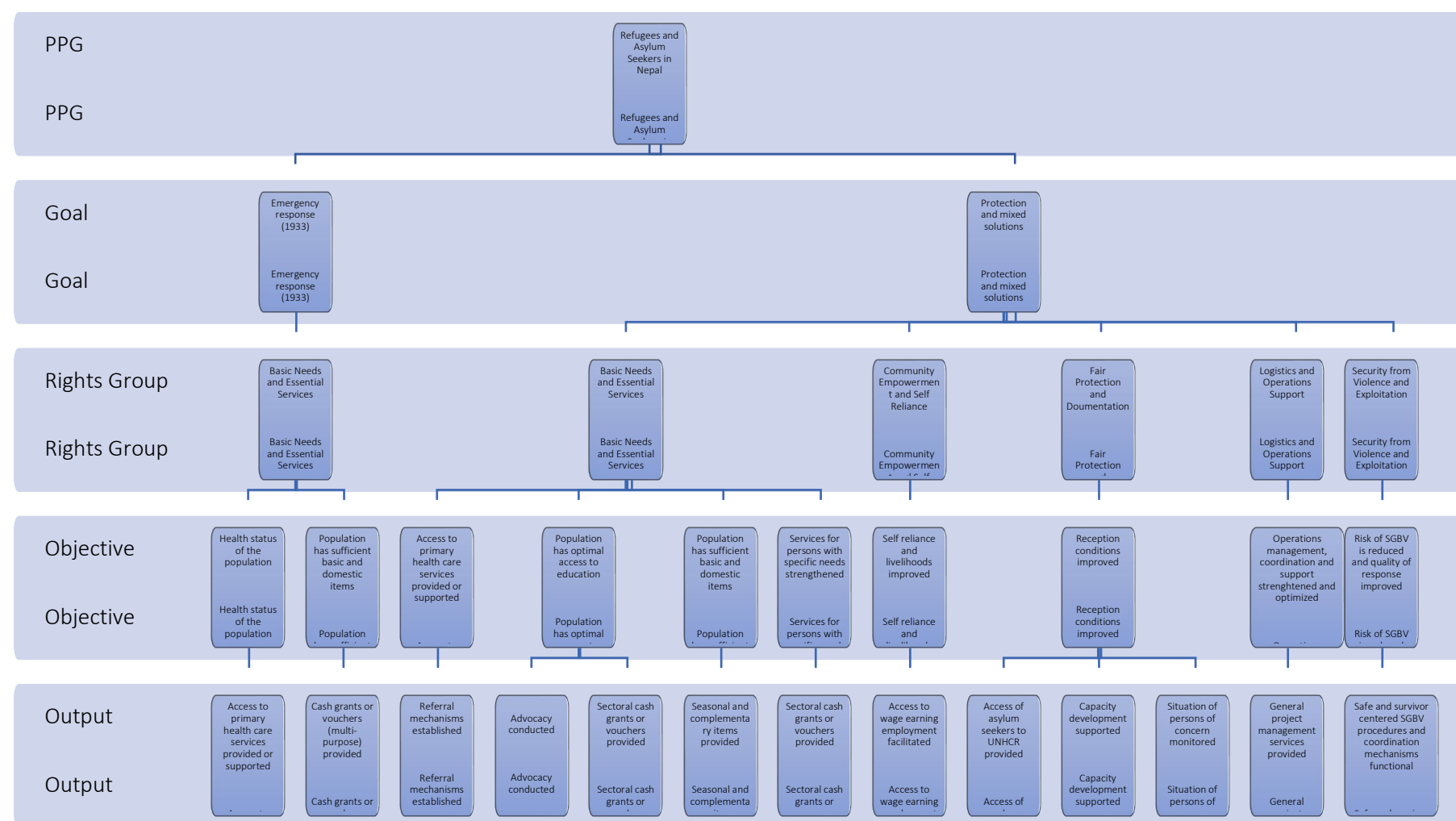
People without access to citizenship certificates results framework (2019-2021)



Mandate Refugees and asylum seekers in Urban Areas (2019-2020)



Refugees and Asylum Seekers in Nepal²⁷¹ (2021)



²⁷¹ In 2021, PPGs Tibetan refugees, Bhutanese refugees, and Mandate refugees from 2019 and 2020 were combined into a Refugees and asylum seekers in Nepal PPG.

COMPASS Results Framework and Comparison (2019-2022)

Strategic Direction	Impact Area (2022)	Impact Statement (2022)	Outcome Area (2022)	Outcome Statement (2022)	Output Statement (2022)	Related Objectives (2019-2021)
Protect	IA 1: Attaining favourable protection environments	UNHCR Nepal will continue to advocate for the preservation of protection and asylum space through the issuance of legal identity documents to all refugees, the respect for the principle of non-refoulement and development of policies on asylum. <i>[Refugees]</i>	OA 1: Access to territory, registration and documentation (SDG 16)	All Refugees and asylum seekers in Nepal have access to registration and individual legal identity documentation; obtain appropriate protection interventions to ensure the principle of non-refoulment	All refugees have refugee documentation; all refugees born in Nepal have birth certificates	Civil registration and civil status documentation strengthened (2019)
					Reduced risk of refoulment and denied access to territory/ asylum	-
			OA 3: Promote protection policy and law (SDG 10)	Refugee and nationality laws/ policies are in line with international standards enabling improved protection, resilience & solutions outcomes for PoC through inclusion in development frameworks, data and financing.	Review of refugee and nationality laws/ policies in line with international standards	Law and policy developed or strengthened (2019-2021)
			OA 4: Respond to, mitigate & prevent		PoC attend awareness campaigns; report incidents	Risk of SGBV is reduced and quality

			gender-based violence (SDG 5)	PoCs have safe access to national GBV prevention, risk mitigation and response services and programmes	and receive adequate response from the existing protection network.	of response improved (2019-2021)
			OA5: Ensure child protection	PoCs have safe access to child protection prevention, risk mitigation and response services and programmes.	PoCs benefit from the child protection activities (i.e BID), and community based social protection.	Protection of children strengthened (2020)
			OA6: Ensure safety and access to justice	All PoCs have access to justice	PoCs reporting incidents and receiving appropriate access to justice.	
				Strengthened evidence-based and data-informed decision-making for effective protection, solutions, and assistance; strengthen data protection to avoid data breaches. (EA 17)	Enhanced cooperation with other international/development/ UN partners on data.	-
				Resource mobilization, partnerships and communications are strengthened through support of RBAP (EA 20)	Increasing number of partners support GCR and GFR pledge implementation	-

		In the context of the UN Legal Identity Agenda and the 2020 UNCT Operational Guidelines, UNHCR will contribute to supporting the Government in issuing civil registration documents aiming to ensure that eligible individuals receive a citizenship certificate and other vital documentation. <i>[Persons without Citizenship Certificates]</i>	OA1: Access to territory registration and documentation (SDG 16)	Access to civil registration and identity documentation is improved through greater awareness, capacity development, individual case interventions and improvement of national policies/ legislation.	Legislation adopted to reflect necessary changes contributing to increased # of civil registration documents and eligible persons receiving a citizenship certificate	Quality of registration and profiling improved or maintained (2020)
					Improved access to services following awareness raising, capacity development events, legal interventions and with increasing partnerships.	Reception conditions improved (2019-2021)
			OA3: Promote protection policy and law (SDG 10)	Support Government through advocacy and stakeholders engagement in obtaining data, financing in order to strengthen vital registration in Nepal.	Awareness & capacity developed to pave the path for implementation of legislation/ Supreme Court decisions and eventually ratification of Statelessness Conventions.	Law and policy developed or strengthened (2019-2021)
				Inclusion of PoCs in SERF, UPR, CEDAW, CCA, UNSDCF, National Development Plan (NDP), NHRC Human Rights Plan of Action, Census 2021 Thematic Report.	Population benefits from increased protection space and inclusion in development programmes.	-
Solve	IA4: Securing solutions	In the spirit of the Global Compact on Refugees and the 2030 Agenda for Sustainable Development, and	OA7: Strengthen community engagement and	POCs of all age, gender and diversity groups meaningfully	POCs benefit from the feedback response mechanism	-

		through multi-stakeholder approaches, UNHCR will advocate for the inclusion of refugees and individuals without citizenship certificates in UN and Government of Nepal (Government) Emergency, Development and SDG planning, so that they have access to rights and services <i>[Refugees and Persons without Citizenship Certificates]</i>	women's empowerment (SDGs 5 & 17)	participate in programme implementation and decision making and have access to safe and effective feedback response mechanisms.	Ensure use of systems/data collection and analysis to review the criteria and timely communicate to PoCs	-
					Population benefits from awareness and interventions in ensuring access to public education	Population has optimal access to education (2019-2021)
			OA8: Ensure well-being and basic needs (SDG 1)	PoCs with SPN are identified and a (socio-economic) vulnerability assessment determines whether they qualify for MPG.	PoCs benefit from CBI interventions	Services for persons with specific needs strengthened (2019-2021) Population has sufficient basic and domestic items (2019-2021)
			OA10: Promote healthy lives (SDG 3)	All PoCs have access to public primary health care (PHC) at the same level as Nepali nationals	Population benefits from awareness and interventions in ensuring access to public health	Health status of the population improved (2019-2021)
					All PoCs have access to inclusive, equitable, public education (OA11: Education)	Population has optimal access to education (2019-2021)
			OA11: Ensure inclusive and equitable quality education (SDG 4)	All PoCs have access to inclusive, equitable, public education	Population benefits from awareness and interventions in ensuring access to public education	Population benefits from awareness and interventions in ensuring access to public education (2019-2021)
			OA13: Promote self-reliance economic	Proportion of PoC with an account at a bank or other	Population benefits from advocacy interventions,	Self-reliance and livelihoods improved (2019-2021)

			inclusion and livelihoods (SDG 8)	financial institution or with a mobile-money-service provider	skills training and business start-ups.	
			OA15: Advance resettlement and complementary pathways	PoCs applying for complementary pathways, receive support.	PoC receive Complementary Pathways assistance: i.e. facilitation of private sponsorship and counselling.	Comprehensive Solutions strategy developed strengthened, or updated (2019)
			OA16: Promote local integration and other local solutions (SDG 10)	PoCs have access to counselling support to legal services for durable legal status.	PoCs married to nationals received legal counselling on the naturalization process in view of applying for citizenship.	Reception conditions improved (2019-2021)

Source: UNHCR. 2022. COMPASS: Nepal.

Appendix 11: National and UN System Policy

The following policies and frameworks represent relevant legislation impacting outcomes for refugees and persons without citizenship documentation.

Table 24. Relevant policies and legislation.

Year	Instituter	Policy/ Framework	Relevant Outcome	Affected PoC	Key UN Agencies	Key Implementers/Partners
1989	Government/ UNHCR	Gentleman's Agreement	Allows for Safe Passage of Tibetan Refugees with exit visa	Tibetan Refugees and New Arrivals	UNHCR	Government
2006	Government	Nepal Citizenship Act 2063 (2006)	Acquisition of Nepal Citizenship by descent: children born to Nepali women and unidentified fathers Acquisition of Nepali Citizenship by Birth: refugees born in Nepal prior to 1990 Naturalization: women married to Nepali men (mixed marriage); (born men in mixed marriages are not eligible)	Refugee women in mixed marriages Undocumented Nepali	UNHCR, UNICEF, WHO, UNDP, UNFPA, DESA, IOM	Government
2015	Government	Constitution of Nepal	Guarantees "no citizen of Nepal shall be deprived of the right to obtain citizenship"	Nepali without access to citizenship certificates	UNCT	Government
2018	Government		Government stops issuing exit visas for Tibetans	Tibetan Refugees and New Arrivals	n/a	Government
2018	UNCT	United Nations Development Assistance Framework (UNDAF) (2018-2022)	Outcome 1: sustainable and inclusive growth, including: ²⁷² Technical support to ensure legal identity, including birth registration Access to basic social services (e.g., education, health services)	Eligible Nepali without access to citizenship documentation	FAO, IAEA, ILO, ITC, IOM, UN-Habitat, UN Women, UNCDF, UNCTAD, UNDP, UNODC, UNOPS, UNV, WFP	NPC, Ministry of Labour and Employment, MoA, MoC,
			UNDAF Outcome 4: Governance, Rule of Law Human Rights: By 2022, Inclusive, democratic, accountable and transparent institutions are further strengthen towards ensuring rule of law, social justice and human rights for all, particularly for vulnerable people ²⁷³	All refugees in Nepal	Outcome 4: UNDP, UNICEF, UN Women, UNHCR, UNFPA, UNESCO, UNFPA, UNODC, IOM ²⁷⁴	Ministry of Law, Ministry of Justice, Ministry of Finance, Ministry of General

²⁷² UNDAF. 2018. United Nations Development Assistance Framework (2018-2022).

²⁷⁴ The UNDAF links the following agencies as key to implementing Outcome 4 of the UNDAF: FAO, IAEA, ILO, ITC, IOM, UN-Habitat, UN Women, UNCDF,

			Output 4.1.9: adoption of national refugee law in line with international standards, issuance of identity documentation for all refugees in Nepal and 4.1.10: Technical Support to the Government to address gaps in Citizenship Act and timely issuance of identity documents		Output 4.1.9-10: UNHCR	Administration, Ministry of Federal Affairs and Local Development, Office of the Prime Minister and the Council of Ministers, Ministry of Women, Children and Social Welfare, Constitutional and other commissions, Legislative Parliament, Supreme Court. Output 4.1.9-10. MoH, NUCRA
2019	Government	Fifteenth National Plan (National Development Plan)	National Identity Card and Vital Registration Program – national identity card system; economic programs Economic programs	Nepali without access to citizenship certificates	UNHCR, UNICEF, WHO, UNDP, UNFPA, DESA, IOM	Government
2019	UNHCR	Protection and Solutions Strategy (2017-2019)	UNHCR plan to advocate for lasting solutions for Bhutanese refugees, promote durable solutions for urban refugees and asylum seekers and advocate for persons without citizenship documentation	All refugees and Persons without Citizenship Documentation	UNCT	Government, donors, NGO partners, civil society, PoC
2019	UNHCR	Bhutanese Exit Strategy	Planning for Durable solutions for Bhutanese refugees remaining in Nepal	Bhutanese refugees	UNHCR	Local and National Government
2019	Government	Border Systems Agreement	Return of any person who crosses the China/Nepal border irregularly	Tibetan New Arrivals	n/a	People's Republic of China

UNCTAD, UNDP, UNODC, UNOPS, UNV, WFP IOM, UN-Habitat, UN Women, UNCDF, UNDP, UNFPA, UNICEF, UNODC, UNOPS, UNRCPD, UNV, WFP. The listed agencies are drawn from the Outcome 4 Logframe (2022).

2020	Nepal Supreme Court	Interim order	All COVID relief items must be provided must be provided to all, including those without documentation and refugees	All refugees and Persons without Citizenship Documentation	UNCT	Government
2020	UNCT	2020 Covid Preparedness and Response Plan (CPRP)	Covid Response planning includes refugees Expected to lead to the inclusion of Refugees into the UNSDCF	All refugees and Persons without Citizenship Documentation	UNCT	UNCT
2020	UNCT	2020 Socio-Economic Response Framework Plan (SERF)	Expected to lead to the inclusion of Refugees into the UNSDCF	All refugees and persons without citizenship certificates	UNCT	
2021	UNCT	Common Country Analysis	Analyses priority areas for the country in support of the 2030 Agenda, includes refugees	Refugees and persons without citizenship certificates	UNCT	Government ministries, civil society, donors, private sector
2021	UNCT	UNSDCF Roadmap (2023-2027)	Drives Coordination between the UNCT to implement the 2030 Agenda	Refugees and persons without citizenship certificates ²⁷⁵	UNHCR, UNCT	Government ministries, civil society, donors, private sector

²⁷⁵ The UNSDCF is not yet complete. Its completion is expected to benefit UNHCR PoC.

Appendix 12: UNHCR and National Coordination Architecture

UNHCR collaborates with the RBAP, Government, civil society, I/NGOs, community-based organisations, UN agencies and other stakeholders to improve refugee self-reliance and inclusion, protection and preservation of Nepal's asylum space, and advocacy and capacity development. Partners, together with UNHCR, also support multi-year strategic planning on PoC protection and solutions.

The Regional Bureau for Asia and the Pacific provides support to resource mobilisation efforts and reallocation of funds under limited budgets. In 2022, RBAP plans to invest in local resource mobilisation and support to UNHCR in data processing and information management as part of UNHCR's Monitoring and Evaluation Plan.²⁷⁶

The Resident Coordinator (RC), under the Resident Coordinator Office (RCO), is mandated to coordinate country level operational activities, strategy, planning, implementation, and monitoring and evaluation of development programmes. In 2022, UNHCR sought support from the RC on inclusion advocacy for UNHCR PoC, a checklist for UN projects on whether/how undocumented populations are being reached, co-funding for civil societies on legal identity activities.²⁷⁷

Interagency Coordination. In line with the 2030 Agenda and Nepal's Leave No One Behind Initiative,²⁷⁸ UNHCR works to include refugees and persons without citizenship certificates in UNCT, SDG, and COVID response initiatives. The UNCT coordinates with UN agencies under the guidance of the UN Sustainable Development Cooperation Framework (UNSDCF) Results Pillars. UNHCR actively contributes to interagency mechanisms like the Operations Management Team (OMT), Security Management Team, SDG Working Groups, International Development Partner's Group (IDPG) Gender Equality and Social Inclusion Working Group and IDPG Social Protection Task Team. UNHCR co-chaired the Gender Theme Group and co-chairs the Legal Identity and Civil Registration and Vital Statistics working group. In these working groups, UNHCR advocates for the inclusion of PoC and supports the Government in strengthening vital registration and documentation in line with the 2020 UNCT Legal Identity Guidelines.²⁷⁹

Through UNHCR's advocacy, refugees and individuals without citizenship certificates were included in the UN-wide 2021 Socio Economic Response Framework plan, the 2020 Covid Preparedness and Response Plan (CPRP) and the 2021 Common Country Analysis (CCA). PoC were also included in the National Deployment and Vaccination Plan for the COVID-19 Vaccine. These efforts intend to serve as the basis for inclusion of refugees and the undocumented persons in the 2023 UNSDCF, though this critical document is still in draft.²⁸⁰

UNHCR also works with institutions like the World Bank (WB) and the International Labour Organisation (ILO) to provide updated data on refugee inclusion. The WB facilitated consultations with refugees and persons without citizenship certificates in developing the WB Country Partnership Framework for Nepal (FY2019-2023).²⁸¹ In 2020, UNHCR and ILO adopted a Joint Plan of Action on Livelihoods and Self-Reliance Assistance for refugees and host communities. Following the Joint Plan of Action, UNHCR and ILO developed a partnership agreement in 2021 and joint-market assessment in 2022. Both initiatives seek to strengthen market linkages and self-reliance among refugees and host communities.²⁸² UNHCR documents identify there are

²⁷⁶ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

²⁷⁷ UNHCR Nepal. 2022. Bhutanese Core Group.

²⁷⁸ UINS DG. Universal Values: Principle Two Leave No One Behind. Accessed: <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind>

²⁷⁹ UNHCR Nepal. 2021. UNHCR Nepal Multi-year Protection and Solutions Strategy (MYPSS) 2020-2022

²⁸⁰ UNHCR. 2022. Multi-year Strategy (2023-2027)

²⁸¹ UNCHR Nepal. 2022s RBAP Strategy Briefing -2022.

²⁸² UNHCR Nepal. 2022. Multi-Year Strategy 2023-2027

opportunities for further collaboration with ILO in social security reform, public employment services, labour statistics, child labour and informal economy initiatives.²⁸³

National collaboration exists through partnerships with MoHA/ NUCRA, and collaboration with all the other line ministries, OCMC's, the National Planning Commission, and the Office of the Prime Minister. UNHCR collaborates with the RCU in Jhapa and Morang and established 12 Memoranda of Understanding (MOU) with municipalities. In collaboration with UNHCR, the Tribhuvan Teaching University Hospital (TUTH) in Kathmandu supports refugees' increased access to health care services.

Bilateral/Multilateral coordination. The COVID-19 crisis stimulated opportunities for advocacy through bilateral and multilateral partnerships in developing an inclusive social protection scheme.²⁸⁴ UNHCR has held bilateral meetings with Ambassadors to discuss solutions for the protracted refugee situations, and the European Union Chargé d'Affaires, World Bank among others on inclusion of refugees in programming.²⁸⁵

The Refugee Core Group is a key mechanism to coordinate protections and solutions for refugees. Chaired by the US and Australian Ambassadors, Core Group members include national embassies, IOM and the Resident Coordinator Office. In 2020, the Tibetan Contact Group and Bhutanese Core Group were consolidated to form the Refugee Core Group. In 2022, key points of advocacy focus on legal documentation, ratification of the 1951 Convention and voluntary repatriation of Bhutanese refugees.²⁸⁶

NGOs and Civil Society. Partnership Agreements (PAs) with NGOs and NUCRA aim to further UNHCR interventions and advocacy. UNHCR also works with the Transcultural Psychosocial Organisation Nepal (TPO), OCMC, and the Nepal Bar Association as key operational partners. See *Appendix 10: National and UN System Policy* for further detail on the roles of partners in advocacy and policy on protection and solutions.

Table 25. UNHCR's Formal Partners and Agreements 2019-2022 Q1.

Partner	Agreement	Year	Area of Work
Lutheran World Federation (LWF)	PA	2020 2021 2022	supports livelihoods, health, social counselling, education and self-reliance
Association of Medical Doctors in Asia (AMDA)	PA	2019 2020 2022	Enhance quality of health/medical services ; Sexual and Gender Based Violence (SGBV), women's empowerment, access to education
CARITAS	PA	2020	Education
Women's Rehabilitation Centre Nepal (WOREC)	PA	2020	Supports to SGBV cases, gender inequality (with LWF)
Snow Lion Foundation (SLF)	PA	2020	Support to needs of Tibetan Long Stayers in response to COVID-19
NUCRA	PA	2020	Bhutanese refugee data transfer and verification
	PA	2021	Refugee inclusion in public services
		2022	registration and documentation of refugees on individual basis
Transcultural Psychosocial Organisation Nepal (TPO),	PA	2019/20	Support to mental health and Psychosocial support, gender inequality (with LWF)
Nepal Bar Association	n/a	n/a	Law and policy
Forum for Women Law and Development (FLWD)	PA	2020	Supports citizenship-related outreach, advocacy, capacity development, and legal support to affected communities

²⁸³ UNHCR Nepal. 2022. Livelihood Mission Debrief April 2022.

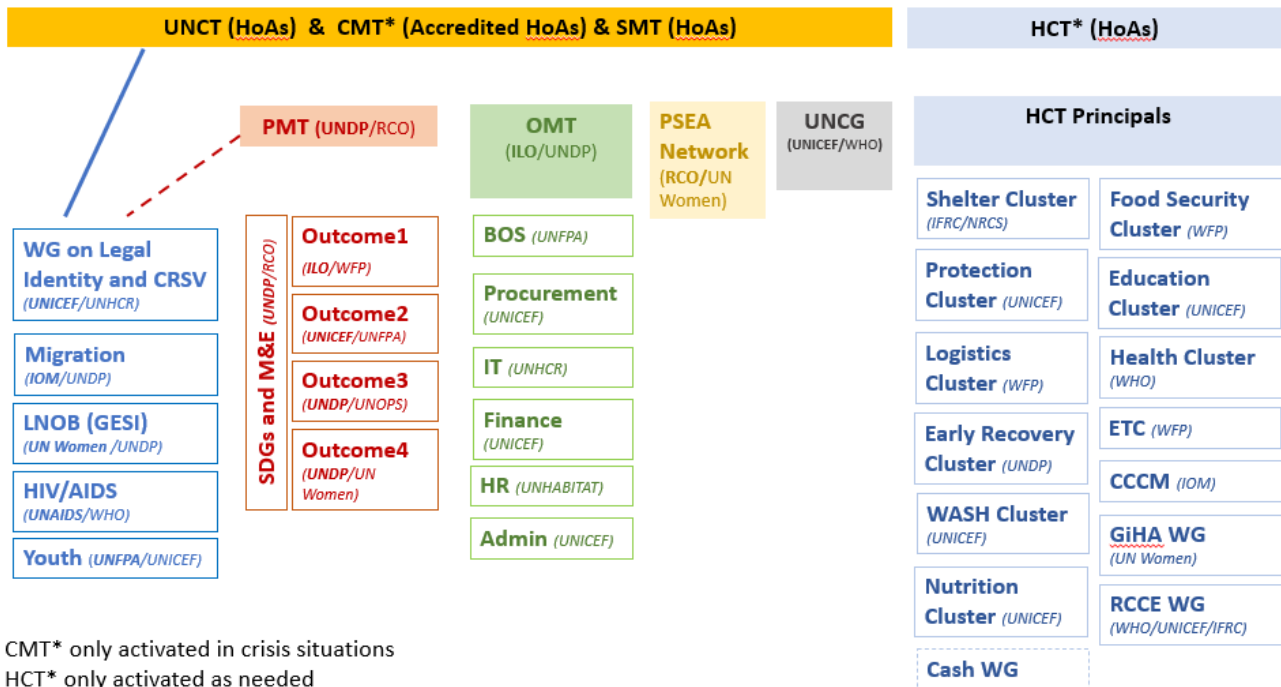
²⁸⁴ UNHCR Nepal. 2022. Nepal Strategy Report, Protection and Solution Strategy 2022.

²⁸⁵ UNHCR Nepal. 2022.

²⁸⁶ UNHCR Nepal. 2022. Note for File regarding Refugee Core Group meeting dated 13 January 2022.

UNHCR within UNCT's interagency organisation

The following diagram presents UNHCR's Interagency organization with the UNCT and HCT.



Appendix 13: Findings and Lessons Learned Matrix

The following presents the strategic and operational lessons emerging from the evaluation and the corresponding finding.

Table 26. Findings and lessons matrix.

Finding	Associated Strategic Lesson	Associated Operational Lesson
EQ 1. To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?		
Finding 1: UNHCR's strategic positioning towards supporting refugees is relevant and required in Nepal.	Strategic Lesson 1: It is important to continue dialogue with and accompaniment to Government and other partners following durable solutions results (e.g. resettlement). Building off previous successful collaboration provides a solid foundation for continued progress.	
Finding 2: UNHCR has developed strong strategic partnerships with UNCT and the Government.	Strategic Lesson 2: Formalising partnerships with the Government and hosting regular meetings will promote accountability, provide opportunities to conduct advocacy more intimately and better align support with national priorities.	Operational Lesson 1: Active and useful participation in Working Groups that involve a range of stakeholders (e.g. UNCT, Government, Civil Society, technical actors) is a key way to strengthen and expand partnerships, conduct advocacy and develop/co-create solutions.
Finding 3: UNHCR's Multi-Year strategy is appropriately grounded within national policies and plays an important role in supporting Government implementation.		
Finding 4: There is an opportunity to use a HDP Nexus-based collaboration approach to strengthen the Multi-Year Strategy (Multi-Year Strategy) and UNHCR's contribution to the SDGs.	Strategic Lesson 3: International frameworks such as the HDPN offer good grounding to strengthen partnership-focussed planning and approaches, particularly in conflict-sensitive contexts. Working across humanitarian, development and peace domains is core to UNHCR's global mandate.	
Finding 5: UNHCR can strengthen support to the Government by framing opportunities for collaboration through the GCR priorities.		
Finding 6: There is a need to rationalise and strengthen the current livelihood programmatic focus, given the closure of the Damak office.		Operational Lesson 2: Robust assessment and analysis is critical to right size intervention focus to current context. This is especially true in livelihood programming. Activities must be sensitive to beneficiary needs and should be informed by a range of analyses, such as participatory needs and capacity assessments, and market and value chain analysis. This is particularly important when there has been a large reduction of refugee caseloads and a programmatic refocus is required.

Finding 7: The staffing transition following the Damak closure was managed well, although continued effort is required to ensure the operation remains rightsized.		Operational Lesson 3: When undertaking an organisational restructure (i.e. downsizing or scaling up operations), clear and regular communication on workplan and timeline to all staff is essential for an efficient and timely process. It is also important to review of the remaining staff capacity and redefine/clarifying roles.
EQ 2: What have been the key results in the areas of assistance, protection, and solutions?		
Finding 8: The approach to advocacy is appropriately persistent and consistent	Strategic Lesson 4: Low-profile and indirect can be conducted by supporting and working through strategic partners. This is particularly important in sensitive contexts where it may be in appropriate for UNHCR to engage directly.	
Finding 9: UNHCR, with the Government, UNCT, and civil society, has contributed to the advancement of legal identity and civil registration initiatives.		
Finding 10: UNHCR health and education support to refugees and PoC is generally effective, and the operation has already initiated necessary improvements to livelihood activities.	Strategic Lesson 5: When there is an absence of legal protection for refugees, self-reliance programming can be compromised or ineffective, due to limited ways to provide livelihood support, job opportunities and linkages.	
Finding 11: UNHCR is making important contributions to the enabling environment for improved documentation processes.		
EQ 3. What were the factors that affected UNHCR operation, strategic decisions and results?		
Finding 12: External factors are the most powerful determinants of UNCHR's success		
Finding 13: Geopolitical and geographic factors affect the prioritisation and programming in Nepal.	Strategic Lesson 6: Considering regional influences as part strategic programme design and risk and opportunity analysis is critical to identifying pragmatic risk management options and associated stakeholder engagement. Stating such risks without unpacking its influences undercuts programme relevance and effectiveness.	
Finding 14: Staff turnover in partners has significant impact on advocacy efforts which are very relationships based.		

Finding 15: The downsizing has affected staff capacity of the operation.		
Finding 16: The transition into the interim strategy affected performance measurement and reporting, but it was a critical and bold decision that focused the operation on priority issues.	Strategic Lesson 7: Current performance management systems need to better manage the transition process and some reporting issues may be avoidable with appropriate consideration in advance. However, while difficult, aligning strategic priorities even midway through programming is a good decision.	
Finding 17: The composition of national and international staffing as a whole is not fit-for-purpose for the current and evolving role of UNHCR.	Strategic Lesson 8: National staff enable stronger country capacity strengthening activities. National staff (particularly those that have worked with the operation for many years) are often well positioned to conduct advocacy with Government departments, through their networks and knowledge on the country's way of working.	
Finding 18: UNHCR HQ and RBAP have provided specific support to the operation but on an ad hoc basis	Strategic Lesson 9: Having a deliberate plan on how HQ and Regional Bureaus can support operations is critical, particularly when dealing with major resource constraints. It is important that the strategic planning purpose is clear to those involved, so that assistance can be effective and relevant to the needs of the operation.	
Finding 19: Current engagement style in partnerships needs to be diversified.		
Finding 20: COVID-19 provided an opportunity for UNHCR to provide appropriate and effective humanitarian assistance to all PoC groups.		

Appendix 14: Qualitative Topical Outlines

KII topical outlines for UNHCR staff

The following topics provide general guidance for the semi-structured KIIs with UNHCR staff. The corresponding evaluation question sub-area are indicated in the far-right column of the tool

Table 27. Topical outline for UNHCR staff KIIs.

No.	Theme/Topic	Question	Probes	EQ Addressed
1	Introduction	To start, can you please introduce yourself and give a bit of background on your specific role within UNHCR?	<ul style="list-style-type: none"> Please describe your functions/responsibilities Services provided or supported Ways in which your office/organization supports Timeline of when you first became engaged with UNHCR (design, inception, implementation phase) 	
2	EQ 1. To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?	Are the protection services and direct assistance provided by UNHCR Nepal relevant to the needs of refugee, Tibetans, Bhutanese, mandate refugees and other persons without citizenship certificates? How so?	<ul style="list-style-type: none"> How are 'needs' defined and how are they identified? Are there specific services that are the most needed/relevant? How has UNHCR leveraged its role to advocate and address the needs of PoCs? How have they leveraged partnerships? How accessible are services and assistance? Does this differ for different PoCs? 	1.1
		In what ways has UNHCR strategic planning been aligned to regional and global human rights frameworks and principles? How does implementation align?	<ul style="list-style-type: none"> To your knowledge, what frameworks and human rights principles is committed to and prioritize? How do these align with national priorities? Regional? International? How has alignment with these principles evolved over the course of the programme? 	1.1
		To what extent is programming aligned with other UN operation, and to the wider context of Nepal?	<ul style="list-style-type: none"> Do you think programming and its goals sync up with other UN programmes in the area? Examples. Which programmes align with other work in livelihood sphere around refugees/host communities? With other human rights work? 	1.1

			<ul style="list-style-type: none"> Do programmes do anything differently when compared with others working in livelihoods/the area? 	
		How has UNHCR Country Office planned or accounted for transitions?	<ul style="list-style-type: none"> What are the major transitions that have occurred? (Country Office, partnerships, etc.) How has RB and HQ supported the planning or implementation of such transitions for the Damak Office? How have a change in responsibilities within Country Office been incorporated into strategic planning? Shifts in responsibilities to Government or partners? Coordination models? 	
3	EQ 2. What have been the key results in the areas of assistance, protection, and solutions?	Do you feel the programme has achieved its expected outcomes? Which ones? Why/why not?	<ul style="list-style-type: none"> Did you feel the outputs were sufficiently achieved, compared to the programme goals? From your perspective, are there any programmes or activities with more effective programming than others? Why? Have livelihoods improved due to programming? In what ways? What has been the result of advocacy in improved refugee self-reliance? What was the feedback mechanism for this project? Were participants able to provide complaints/suggestions to programme staff? How were these issues addressed if so? 	2.1
4		What progress has been made on the Government's durable solutions for PoCs?	<ul style="list-style-type: none"> Has there been any durable solution planning for mandate refugees? 	2.2
5		What are internal and external factors that may have affected results?	<ul style="list-style-type: none"> What were the challenges faced by UNHCR programming team in the design, implementation, and monitoring of the project? Where there any internal factors that affected results? (probe for issues of coordination, communication, UNHCR structure, staffing) Where there any external factors? How did UNHCR navigate these factors for improved programming? (<i>probe: COVID-19, government attitudes</i>) Were there any negative or unintended consequences as a result of interventions? Could you explain if so? 	2.1, 3.1

			<ul style="list-style-type: none"> How was strategic decision making affected by these results 	
5	EQ 3. What were the factors that affected UNHCR operation, strategic decisions and results?	Were there enough human resources (staff) to achieve project objectives? Why/why not?	<ul style="list-style-type: none"> Enough staff for each function: monitoring, implementation, management, donor relations/reporting Was there enough staff capacity/skills for each function? Staff turnover – were the same staff involved in the design of the project still involved at endline? Were staff supported appropriately to fulfil their roles and functions? Were there steps taken to adjust roles and functions based on staff feedback? How did COVID-19 affect staffing in the Country Office? How did it impact capacity? How did RB and HQ support the Country Office? What is the current strategy in place, if any, to provide appropriate and timely support to Country Office? 	2.1, 3.1, 3.2
6		Were allocated funds sufficient to achieve the project objectives? Why/why not?	<ul style="list-style-type: none"> Did time and resource investments lead to expected results? Were there areas of over/under expenditure? Which, why? Were there any budget shifts/adjustments? If so, why? Were there any particularly efficient outcomes given the time/resource investment? How does the program compare to other organizations working with displaced populations in the livelihood domain? (<i>Cost allocation/efficiency, project management, design and delivery</i>) Did the programme/staff learn valuable lessons that was incorporated into the programme? Was this learning documented? 	2.1, 3.1
7	EQ 4: How can UNHCR build on achieved results and opportunities to improve performance?	In what ways can UNHCR leverage its current work with the Government or partners for improved outcomes?	<ul style="list-style-type: none"> What opportunities should UNHCR be engaging in (e.g., partnerships, needs) What are limitations that can be overcome using or building off UNHCR's current resources 	4.1

8		What influence does UNHCR have with key actors in the realm of refugee protection?	<ul style="list-style-type: none"> • Are there partnerships or work that UNHCR can build on to advance refugee protections? • Has UNHCR been able to shape Government reception of and attitudes towards different refugee groups? In what ways? • Where are relationships lacking with protection actors at the local, national, or regional level? 	4.1, 4.2
9		How can UNHCR best position itself to support the capacity development of state actors in running an effective and efficient asylum system?	<ul style="list-style-type: none"> • What do you think building a sustainable system run by government and national actors entails? • What capacities can UNHCR leverage to support this vision? • What is needed to create a more efficient registration and identification system for refugees in the long term? 	4.1, 4.2
10	Closing	Is there anything else you feel would be important for us to know, that we haven't already discussed?		

KII topical outlines for Implementing Partners

The following topics provide general guidance for the semi-structured KIIs with implementing partners (IPs). The corresponding evaluation question sub-area are indicated in the far-right column of the tool.

Table 28. Topical outline for Implementing Partner KIIs

No.	Theme/Topic	Question	Probes	EQ Addressed
1	Introduction	To start, can you please introduce yourself and give a bit of background on your specific role?	<ul style="list-style-type: none"> Please describe your functions/responsibilities for the project Services provided or supported to UNHCR; to PoCs Ways in which your office/organization supports the project Timeline of when you first became engaged with the project (design, inception, implementation phase) 	
2	EQ 1. To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?	Are the protection services and direct assistance provided by UNHCR relevant to the needs of refugee, Tibetans, Bhutanese, mandate refugees and other persons without citizenship certificates? How so?	<ul style="list-style-type: none"> How appropriate is the definition of ‘needs’ under UNHCR programming? Are there specific services that are the most needed/relevant? How appropriate are determined roles and responsibilities between your organization and UNHCR? How has a partnership with UNHCR supported increased advocacy for PoCs? How has it supported access to and received assistance or services? (<i>probe per group</i>) How accessible are services and assistance? Does this differ for different PoCs? 	1.1
		To what extent is this program aligned with other programmes working in refugee protections?	<ul style="list-style-type: none"> Do you think this programme and its goals sync up with other protections-based programmes in the area? Does this programme align with work in the livelihood domain around refugees/host communities? With other human rights work? 	1.1
		How has UNHCR planned or accounted for transitions?	<ul style="list-style-type: none"> How have you been supported in your role as an IP? 	

			<ul style="list-style-type: none"> • Since becoming an IP, what transitions in programming responsibility have occurred for your organization? Have there been other transitions or shifts in responsibility? • How has UNHCR supported any transitions? 	
3	EQ 2. What have been the key results in the areas of assistance, protection, and solutions?	Do you feel the programme has achieved its expected outcomes? Which ones? Why/why not?	<ul style="list-style-type: none"> • Did you feel the outputs were sufficiently achieved, compared to the programme goals? • From your perspective, are there any programmes or activities with more effective programming than others? Why? • Have livelihoods improved due to programming? In what ways? (<i>ask for other activities</i>) • What has been the result of advocacy in improved refugee self-reliance? • What was the feedback mechanism for this project? Were participants able to provide complaints/suggestions to programme staff? How were these issues addressed if so? • Was IP staff able to provide suggestions/complaints to UNHCR? How were these addressed? 	2.1
4		What progress has been made on the Government's durable solutions for PoCs?	<ul style="list-style-type: none"> • Has there been any durable solution planning for mandate refugees? • How has advocacy for durable solutions (e.g. Resettlement, local integration, repatriation, etc.) been impacted by your organisations relationship with UNHCR? How have other achievements or results been impacted by this relationship? 	2.2
5		What are internal and external factors that may have affected results?	<ul style="list-style-type: none"> • What were the challenges faced by your team in the design, implementation, and monitoring of projects? • Where there any internal factors that affected results? (<i>probe for issues of coordination, communication, UNHCR structure, staffing</i>) • Where there any external factors that affected results? How did your beneficiaries move past any difficulties? (<i>probe: COVID-19,</i> 	2.1, 3.1, 3.2

			<p><i>government attitudes</i>) How did UNHCR support overcoming these barriers?</p> <ul style="list-style-type: none"> • Were there any negative or unintended consequences as a result of interventions? Could you explain if so? • How was strategic decision making affected by these results 	
5	EQ 3. What were the factors that affected UNHCR operation, strategic decisions and results?	Were there enough staff to achieve project objectives? Why/why not?	<ul style="list-style-type: none"> • Enough staff for each function: monitoring, implementation, management, donor relations/reporting • Were there enough staff capacity/skills for each function? • Staff turnover – were the same staff involved in the design of the project still involved at endline? • Were staff supported appropriately to fulfil their roles and functions? Were there steps taken to adjust roles and functions based on staff feedback? • How did UNHCR support team capacity? What is the current strategy in place, if any, to provide appropriate and timely support to your team? • How did COVID-19 affect staffing?? How did it impact capacity? What supports did UNHCR provide as a result, if any? 	2.1, 3.1, 3.2
6		Were allocated funds sufficient to achieve the project objectives? Why/why not?	<ul style="list-style-type: none"> • Did time and resource investments lead to expected results? • Were there areas of over/under expenditure? Which, why? • Were there any budget shifts/adjustments? If so, why? • Were there any particularly efficient outcomes given the time/resource investment? • Did the programme/staff learn valuable lessons that was incorporated into the programme? Was this learning documented? 	2.1, 3.1
7	EQ 4: How can UNHCR build on achieved results and opportunities to improve performance?	In what ways can UNHCR leverage its current work with the Government or partners for improved outcomes?	<ul style="list-style-type: none"> • What opportunities should UNHCR be engaging in (<i>e.g., additional implementing partnerships, needs</i>) • What are limitations that can be overcome using or building off UNHCR's current resources? 	4.1

8		What influence does UNHCR have with key actors in the realm of refugee protection?	<ul style="list-style-type: none"> • Are there partnerships or work that UNHCR can build on to advance refugee protections? • Has UNHCR been able to shape Government reception of and attitudes towards different refugee groups? In what ways? • Where are relationships lacking with protection actors at the local, national, or regional level? 	4.1, 4.2
9		How can UNHCR best position itself to support the capacity development of state actors in running an effective and efficient asylum system?	<ul style="list-style-type: none"> • What do you think building a sustainable system run by government and national actors entails? • What capacities can UNHCR leverage to support this vision? • What is needed to create a more efficient registration and identification system for refugees in the long term? 	4.1, 4.2
10	Closing	Is there anything else you feel would be important for us to know, that we haven't already discussed?		

FGD topical outlines for UNHCR beneficiaries, refugee and target groups

The following topics provide general guidance for the semi-structured focus group discussion interviews, which will include both refugee and host community project participants. The corresponding evaluation question sub-area are indicated in the far-right column of the tool.

Table 29. Topical outline for FGDs with beneficiaries, refugee and target groups.

No.	Theme/Topic	Question	Probes	EQ Addressed
1	EQ 1. To what extent has UNHCR Nepal strategically positioned itself within the country given the needs of PoC within the existing opportunities and limitations?	What services have you participated in, or assistance have you received, through UNHCR programmes?	<ul style="list-style-type: none"> • UNHCR provides protection services and direct assistance through: • Public Health and COVID-19 related inclusion response • Cash-based interventions (CBI) to refugees with specific needs and vulnerabilities • Public Education inclusion advocacy • WASH • Gender-based violence (GBV) response and crisis management • Livelihoods and self-reliance 	
2		Were these services or assistance relevant/appropriate to your needs?	<ul style="list-style-type: none"> • Were these services appropriate to the needs of your community? • In receiving services, how much communication is there between you and UNHCR staff? Between you and partnering organizations? 	1.1.
3		How accessible are UNHCR services?	<ul style="list-style-type: none"> • Have there been any challenges in receiving UNHCR services or assistance? What challenges? • Do you know the various partners that provide services in health, CBI, etc. who collaborate with UNHCR? At the local level? National level? • Are there other organisations or groups that provide accessible services in health, education, WASH, etc. 	1.1

6	EQ 2. What have been the key results in the areas of assistance, protection, and solutions?	In what ways has UNHCR programming supported your livelihood?	<ul style="list-style-type: none"> How has programming affected your self-reliance? What are the strengths of UNHCR interventions? What are the weaknesses? (probe for other activities) 	2.1.2.2
7		How has access to UNHCR programming improved your access to national services in protection, if at all?	<ul style="list-style-type: none"> To your knowledge, what role has UNHCR played in changing the reception of refugees (e.g. Tibetans, Bhutanese, mandate refugees and those without citizenship documentation) 	2.1
8		To your knowledge, what are the different pathways to address refugee displacement that UNHCR has supported?	<ul style="list-style-type: none"> How has UNHCR advocated for these pathways and solutions? Has advocacy differed with various ministries? With civil society? Who are other key actors or organisations who have advocated for these or other solutions to displacement? Does UNHCR work with them? Would UNHCR services benefit from collaboration from other actors? 	1.1
9		Did assistance and services meet your expectations? Why or why not?	<ul style="list-style-type: none"> How were expectations unmet? Were there any outcomes to programs that you did not expect? Were these beneficial? Was your engagement with some services (e.g. health) better than engagement with others? How? 	3.2, 3.1
10	EQ 3. What were the factors that affected UNHCR operation, strategic decisions and results?	In your opinion, what makes UNHCR programming effective? What aspects of programming need improvement?	<ul style="list-style-type: none"> How did COVID-19 affect your needs? During the COVID-19 pandemic did the effectiveness of programming change? In what way? 	3.2
11	EQ 4: How can UNHCR build on achieved results and opportunities to improve performance?	In what ways do you think could UNHCR programming improve?	<ul style="list-style-type: none"> Where there areas where you felt unsupported or you felt the programme was challenged in? Do you have any thoughts on how better to improve a programme like this if it were to be repeated? 	1.1, 4.1

			<ul style="list-style-type: none"> • How much do you think of your success/challenges was due to the programme/UNHCR or due to external factor? • How do you think UNHCR can further shape asylum in Nepal given its current role in the country? 	
12	Closing	Is there anything else you feel would be important for us to know, that we haven't already discussed?		

Appendix 15: Documents Cited

The following databases were used by UNHCR to share data in support of the Evaluation Report:

Table 30. Databases utilised for the evaluation.

Data Source	Types of Data Shared
FOCUS	*Financial and Indicator data shared in SharePoint (2019-2021) was sourced from FOCUS
COMPASS	Budget data from 2019-2022 disaggregated by PPG (All refugees and Persons without Certificates) Budget data from 2019-2022 disaggregated by OP, OL and expenditure Budget data from 2019-2022 disaggregated by staff, OPS, admin funds
SHAREPOINT	Progress Reports Financial data from 2019-2020; 2021 Indicator/Performance Data Notes for File Analyses/Assessments Partner Agreements Standard Operating Procedures Monitoring documentation Country Operation Plans, Mid-Year Plans, and Year End Plans and Reports PowerPoints Workplans Strategic planning documents Organigrams Internal documentation (e.g. analyses, emails)

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