

# IMPACT EVALUATION

## Evaluation of the Impact of Food for Assets on Livelihood Resilience in Nepal

A Mixed Method Impact Evaluation

### Annex Vol I

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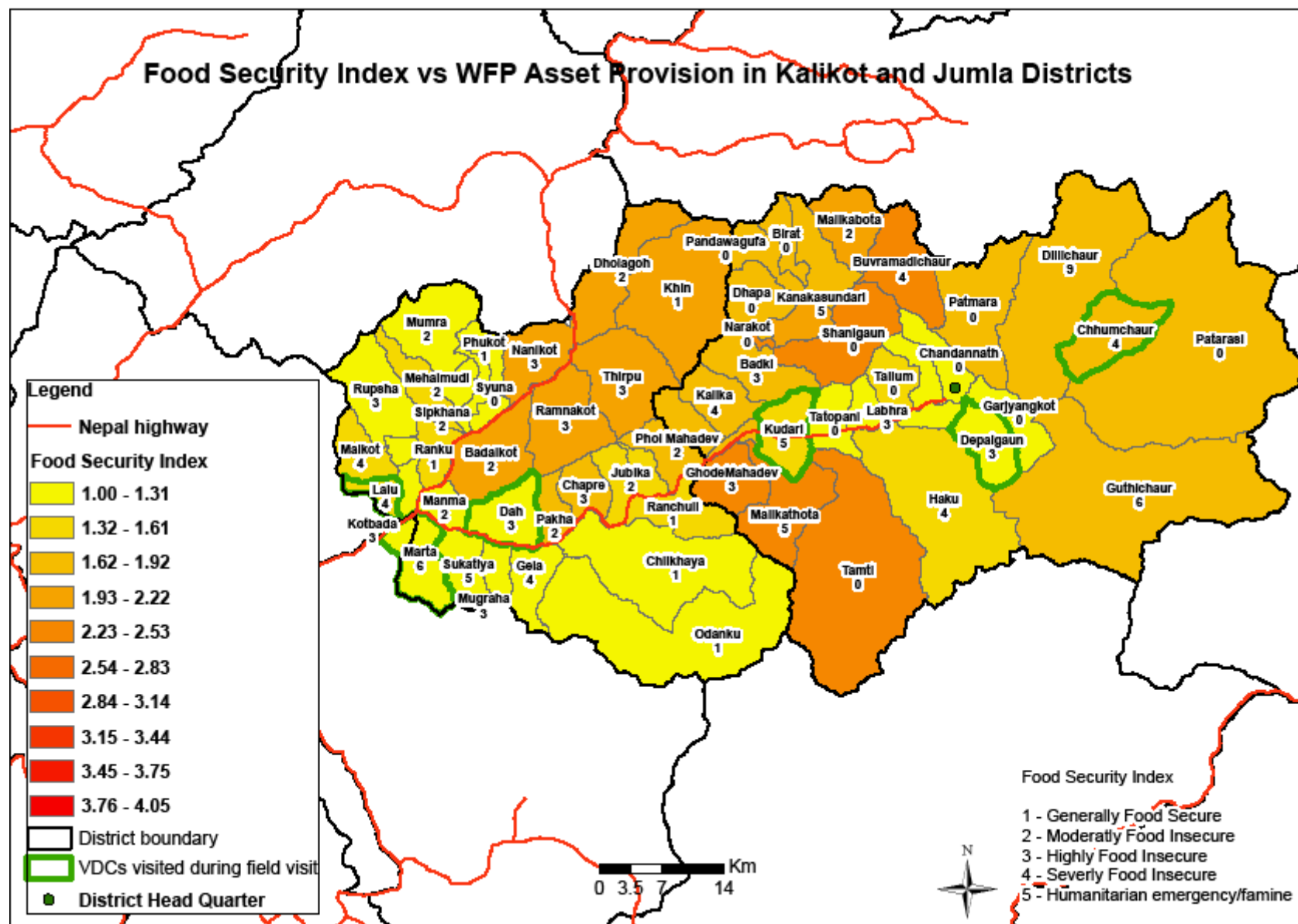
**World Food Programme**



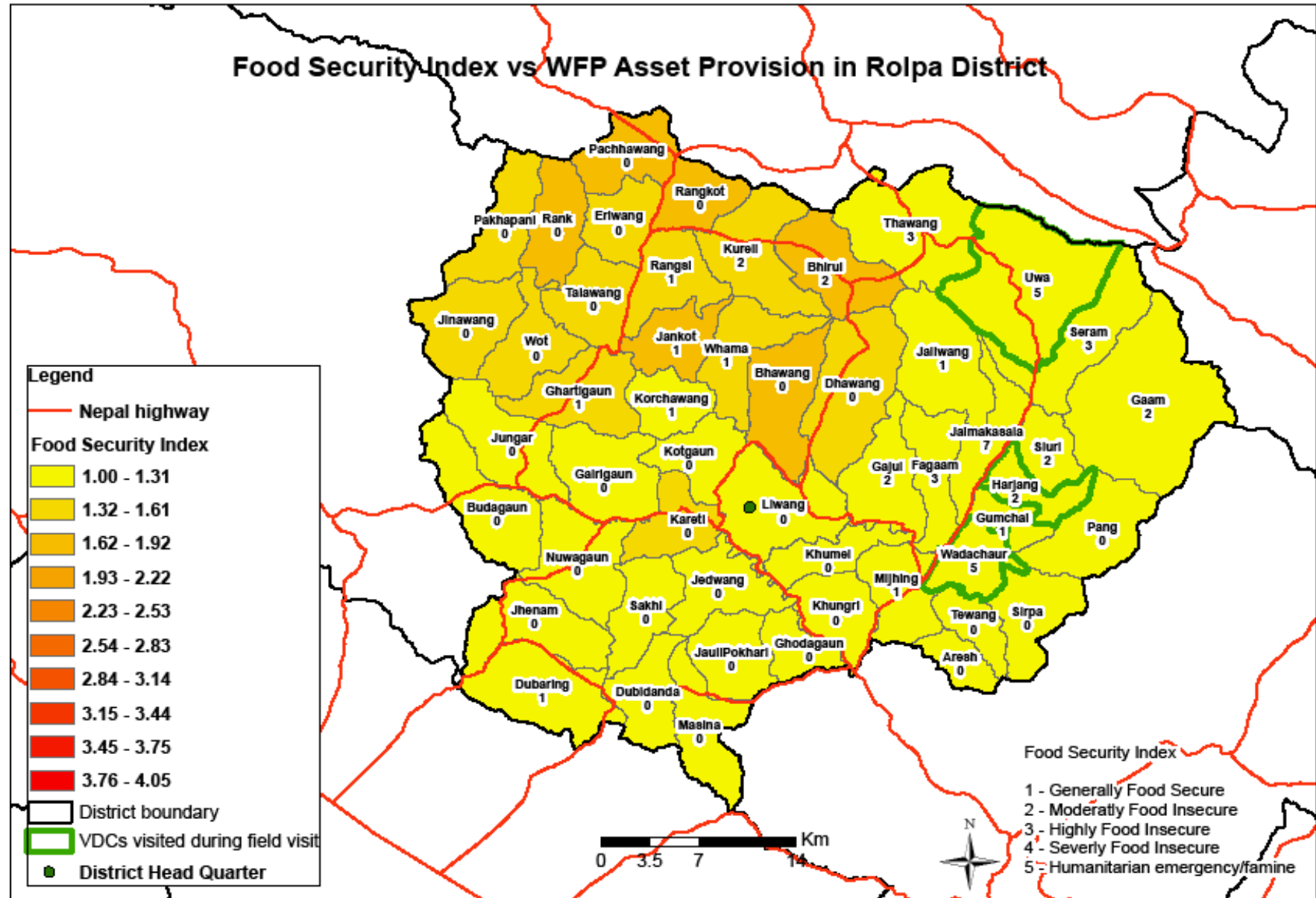
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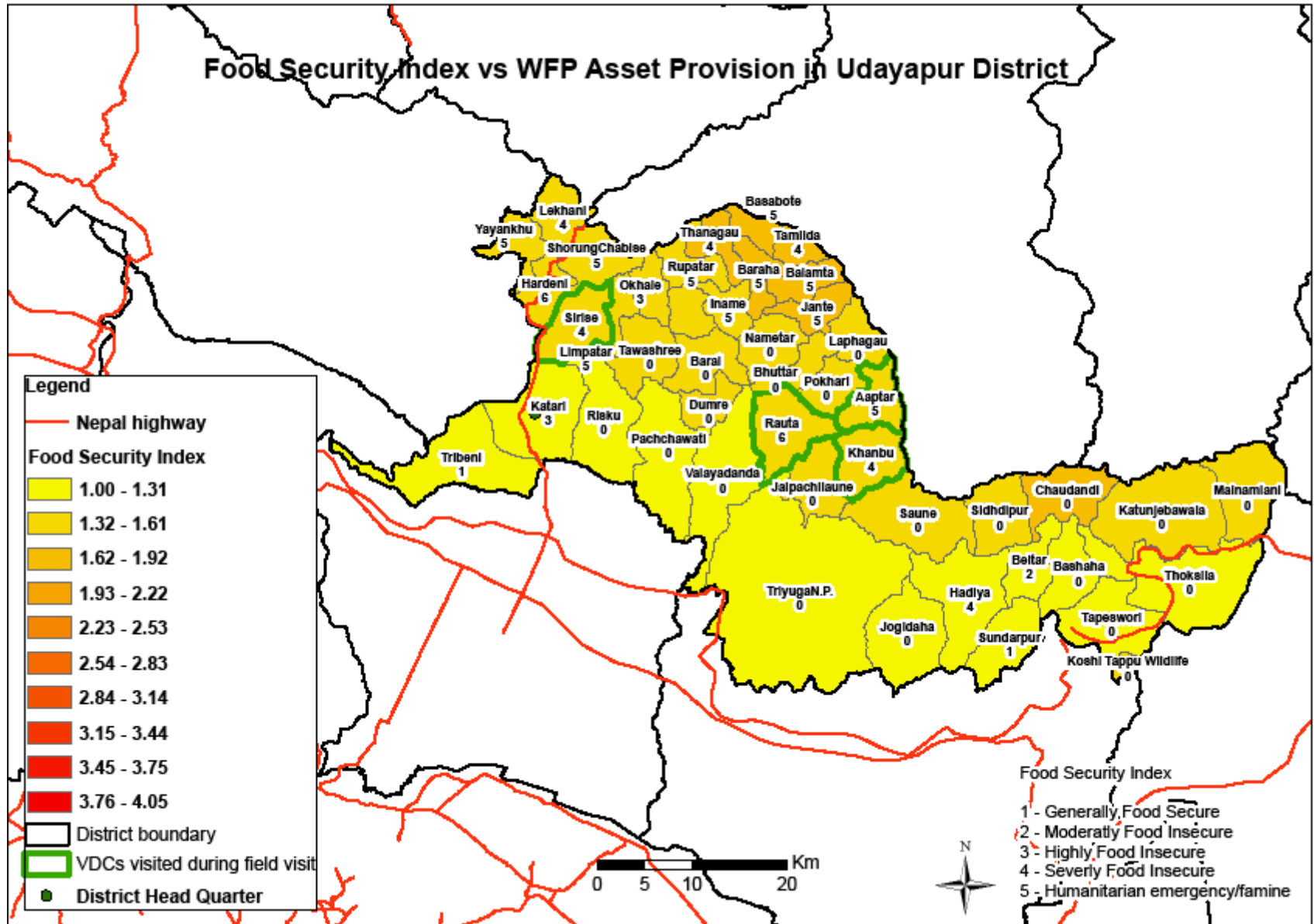
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Annex 1: Maps of the Districts and VDCs for field work.



## Food Security Index vs WFP Asset Provision in Rolpa District





**Table A1.1: Districts Selected for Evaluation Field Work**

District	VDCs	Population (2011)	Population (2001)	Hill mountain ethnic	Hill mountain caste	Tarai	Other	Language /Ethnic Diversity Index	Majority Caste	Development Region	Zones	District Terrain	Clusters (NeKSAP)
Dadeldhura	Bhadrapur, Chipur; Samejee	142,094	126,162	3.8	90.2	2	3.9	LDI<40 EDI60-80	Upper Hill Caste	Far Western	Mahakali	Hill	Far-Western Hill and Mountain (2)
Rolpa	Badachaur, Harjang, Uwa	224,506	210,004	44.6	52.1	1.2	2.1	LDI<40 EDI60-80	Magar	Mid-Western	Rapti	Hill	Rapti-Bheri Hills (3)
Jumla	Kudari; Depalgaun, Chhumchaur	109,921	89,427	2.2	93.5	1.9	2.5	LDI <40 EDI 40-60	Upper Hill Caste	Mid-Western	Karnali	Mountain	Karnali (1)
Kalikot	Daha; Lalu, Bharta	136,948	105,580	3.8	92.7	2.8	0.8	LDI<40 EDI>80	Upper Hill Caste	Mid-Western	Karnali	Mountain	Karnali (1)
Udayapur	Khanbu, Rauta, Sirise	317,532	287,689	46.3	38.9	11.4	3.3	LDI – 60-80 EDI >80	Upper Hill Caste	Eastern	Sagarmatha	Hill	Eastern Hill and Mountain (8)

## **Annex 2: Terms of Reference**

### **Evaluation of the Impact of Food for Assets on Livelihood Resilience**

**10/09/2012**

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## **1. Background**

### **1.1 Introduction**

1. Food for Assets (FFA) programmes<sup>1</sup> form one of WFP's largest areas of investment over time. Measured by food tonnage, and level of direct expenses between 2006-10, FFA programmes were the second largest of WFP's food distribution modalities, after General Food Distribution.
2. WFP considers FFA programmes to have the potential to generate significant impact in terms of food security, temporary employment creation and short term increases in participant's incomes through the provision of money or food in return for short term and often seasonal employment on labour intensive projects such as road building. In addition to providing a form of social protection, the assets created and the work done to create them are thought to promote livelihoods, economic growth and development. Furthermore, there is growing interest in the potential contribution of such programmes to increasing empowerment, building resilience to crises and shocks, for instance by increasing overall agricultural production or reducing environmental degradation.
3. Conversely, in the wider development literature and in WFP's own monitoring reviews and evaluations, FFA has been critiqued on the grounds that:
  - Poor quality infrastructure or assets are created, that rapidly become non-functional;
  - Benefits derived from the assets created disproportionately benefit the non-poor;
  - Focus on immediate needs over sustainable poverty reduction;
  - Low level skills are developed through asset creation activities, that are not marketable;
  - Difficult manual labour in exchange for low levels of food or cash payments has an overall negative effect on health and wellbeing.
4. A review of WFP's monitoring and evaluation information has revealed limited evidence of outcomes or impacts - either positive or negative - from physical assets created, the work done to create them, or the food assistance provided. To address this evidence gap, particularly of FFA effects on livelihood resilience, WFP's Executive Board agreed to a series of impact evaluations to be conducted by WFP's Office of Evaluation in the 2012-2013 biennium.
5. This TOR sets out the scope and approach for a series of evaluations to examine the impact of FFA in five countries, with specific annexes providing further background for the first three to be commissioned under Phase 1. Inception Phases for each country evaluation will detail how the overall approach and method set out in this TOR will be applied.

### **1.2 WFP's Corporate Approach to Food-for-Assets**

6. WFP's recent FFA Guidance Manual (2011) uses the internationally recognised sustainable livelihood framework (SLF) to conceptualise and frame its FFA programming activities<sup>2</sup>. According to the SLF, a livelihood comprises the capabilities, assets (including both material and social resources) and activities

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<sup>1</sup> Previously called Food for Work, this distinction is discussed further in Section 1.2 and elsewhere in the TOR.

<sup>2</sup> Annex 3-B FFA and Livelihoods, WFP FFA Manual 2011



required for a means of living.<sup>3</sup> Assets can be human (including health, education), social (such as community networks), financial, physical (productive tools, livestock), or natural (water, soil fertility).<sup>4</sup>

7. The term 'resilience' is increasingly used in humanitarian and development discourse in the context of food security, disaster risk reduction and climate change adaptation. Resilience refers to the ability of a system, community, or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation of its essential basic structures and functions.<sup>5</sup> This ability to cope with and recover from stresses and shocks is central to the concept of sustainable livelihoods. A livelihood is sustainable if it can successfully manage and mitigate the effects of external stresses and shocks, maintain or enhance its capabilities and assets, and provide for future generations<sup>6</sup>.
8. FFA programmes are intended to restore or build specific assets that contribute to livelihoods improvement, resilience and food security. Typical examples include rebuilding infrastructure, supporting access to markets, restoring the natural resource base, or protecting the environment, and reclaiming marginal or wasted land among others.
9. Many FFA interventions also aim to reduce risk and increase the capacity of households to manage shocks. For example, FFA in disaster-prone areas often aims to protect communities from the effects of (or limit damage from) natural disasters, while contributing to increased capacity to rebound from shocks and reducing overall vulnerability. A high frequency and intensity of shocks caused by extreme weather events (such as droughts, floods and severe storms) can add an additional threat to people living in areas of impoverished or degraded environments. Some FFA activities aim to improve impoverished and depleted natural environments by arresting soil erosion, reducing floods, increasing moisture into the soil profile, improving water management, and increasing vegetation cover, thus enhancing the land's capacity to withstand stresses without losing productivity. By improving the environmental base upon which many people depend for agricultural and forestry related livelihoods FFA can help strengthen the ability of food-insecure people to manage future risks and withstand shocks. If applied at a significant scale, FFA may also contribute to reduce climatic risks or foster adaptation of communities to climate change induced effects.
10. Not all food transfers conditional on work can be considered to be asset building. Some do not create durable productive assets, but rather address the immediate food insecurity of the participants by providing food for a non-asset producing activity such as street sweeping<sup>7</sup>.

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<sup>3</sup> DFID, 1999

<sup>4</sup> WFP Comprehensive Food Security & Vulnerability Analysis Guidelines, 2009 & WFP FFA Manual, 2011

<sup>5</sup> WFP Policy on Disaster Risk Reduction and Management, 2011

<sup>6</sup> Sustainable rural livelihoods: a framework for analysis; Institute of Development Studies (IDS); Working Paper 72; Ian Scoones, 2005

<sup>7</sup> Some governments refuse unconditional food transfers to able-bodied people.

11. Some FFA activities may focus on lighter activities or simple repair of assets (such as in the case of low-technology, low-risk interventions<sup>8</sup>. Where higher – technology, higher risk interventions are planned, more sophisticated and integrated approaches are needed that bring in the necessary technical capacity on the ground.
12. In WFP the terminology applied to this type of work has changed over time including Food for Work (FFW), Food for Recovery, “light” Food for Work, Cash for Assets, and Cash for Work. FFA is currently the preferred terminology to reflect the objective of creating durable assets intended to sustained poverty reduction<sup>9</sup>, in line with WFP’s Strategic Plan<sup>10</sup>. Ideally, any WFP activity that is labelled FFA (whether food and/or cash based) is a labour-based conditional transfer for the restoration, rehabilitation or creation of assets that impact people’s food security and livelihoods. The shift from FFW to FFA reflected a strategic shift from a focus on the work towards a focus on the asset and its contribution to livelihoods. WFP’s FFA programmes must also directly address food security needs, and food access in particular.
13. Food or cash transfers that are conditional on the participant attending training are referred to as Food for Training (FFT). The training is typically related to construction or maintenance of the asset or increasing understanding of disaster preparedness. Recently WFP added a cash (or voucher)-based modality to its programming options <sup>11</sup>.
14. Although FFA is the preferred terminology, WFP Country Offices still use a wide range of terms and apply them in a variety of situations. For example, in Guatemala’s Protracted Relief and Recovery Operation (PRRO), FFW is used for quick repairs following a shock (with the implementation of low-technology, low risk interventions) while FFA is used for assets built to mitigate the effects of shocks over a longer period (through higher-technology, higher-risk interventions). In the Country Program, the term FFW is used even though it is apparent that the term is applied to asset building and livelihoods oriented objectives. Bangladesh’s current Country Program uses the term FFW while the previous one was using FFA for much the same work. Nepal’s current project documents consistently employ the use of FFA (& CFA) terminology for work that is clearly focused on building assets that contribute to sustainable livelihoods.

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<sup>8</sup> WFP Food Assistance for Assets (FFA) Manual, 2011

<sup>9</sup> Based on definitions used in WFP FFA Manual, 2011

<sup>10</sup> 2008-2013 From Food Aid to Food Assistance...WFP Strategic Plan

<sup>11</sup> WFP Cash & Voucher Programme Guidance Manual

### 1.3 Previous Evaluation Evidence

#### *Outcomes and Impacts*

15. According to a recent meta-analysis of impact evaluations<sup>12</sup>, public works programmes such as FFA can have significant impact in terms of temporary employment creation and increases in participant's current incomes. In addition to providing a means of social protection to help people in times of crisis, the assets created and the work done to create them can promote economic growth and development. Some evaluations found that participation in a public works programme resulted in a more than 50% increase in household income during the period of employment. However, transfers did not always provide complete protection against hunger because the transfers were either too small or too unpredictable to address this objective.
16. A WFP strategic evaluation of the effectiveness of WFP's livelihood recovery interventions<sup>13</sup>, found positive impacts in terms of meeting short-term food security needs, enabling modest savings and increasing household assets<sup>14</sup>. The evaluation found that communal assets such as small-scale irrigation and water supply systems, mule trails and schools created through WFP FFA activities were functional and being well used. However, the evaluation also called for further analysis to better understand the impact of food assistance in recovery processes on people's own efforts to build stronger livelihoods, and how a) the amount and duration of food assistance provided by FFA activities, b) linkages between FFA activities and other livelihood interventions, and c) the quality of assets created through FFA activities, relate to sustainable asset creation and livelihoods.
17. An end of project report of WFPs FFA programme in Nepal found that food consumption levels, Global Acute Malnutrition, incomes and living conditions improved for beneficiaries compared to both baseline scores and households that did not receive assistance.<sup>15</sup>
18. Some studies of the long term impacts of natural resources management activities similar to those undertaken within many of WFP's FFA projects (i.e. terracing, half-moons, agroforestry, water capture and spreading) have found significant impacts in terms of increased crop yields, increases in vegetation diversity and cover. Income opportunities were created, reducing incentives for migration. Women benefited from the improved supply of water, fuelwood, and other tree products.<sup>16</sup> An analysis in Ethiopia found improvements in soil depth (overall and deposited behind check dams or bunds) and reduction in soil loss in treated areas (overall and associated with check dams or bunds) as well as increases in biodiversity<sup>17</sup>. One of these studies concluded that without food for work as an

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<sup>12</sup> Public Works: An effective safety net for the poor? March 2009 3ie Enduring Questions Briefs Number 1  
Written by Jenny Kimmis with inputs from Ron Bose and Howard White

<sup>13</sup> WFP Strategic Evaluation of the Effectiveness of WFP Livelihood Recovery Interventions OE/WFP 2009

<sup>14</sup> Strategic Evaluation of the Effectiveness of WFP Livelihood Recovery Interventions OE/WFP 2009

<sup>15</sup> PRRO 10676 Sept. 2007-Dec. 2010 End of Project Report

<sup>16</sup> Agroenvironmental Transformation in the Sahel Another Kind of "Green Revolution" Chris Reij Gray Tappan and Melinda Smale IFPRI Discussion Paper 00914 November 2009

<sup>17</sup> Report on the Cost-Benefit Analysis And Impact Evaluation of Soil And Water Conservation And Forestry Measures (Draft) Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods (MERET) WFP Ethiopia 2005 WFP Internal Working Paper

incentive the large scale improvements would not have been collectively constructed by the farmers.<sup>18</sup>

19. The FAO State of the World's Food and Agriculture (SOFA) report of 2006<sup>19</sup> identified a number of both negative and positive findings. Some studies found that communities stopped maintenance on public goods in anticipation of food aid payments for the same projects. Participatory decision-making appeared to alleviate this problem because communities felt more ownership of the assets.
20. A low wage (or limited food ration) is thought to encourage self-targeting, because wages or food compensation is usually low enough so that only poor and unemployed people will choose to participate. In some cases, elites were able to capture the benefits of assets intended for the poorest of the community<sup>20</sup>.
21. The wage transfer through FFA may not be synonymous with the cash value of the transfer due to the opportunity costs of participation.<sup>21</sup> Where the issue has been explored empirically it was found that the net income value of the wage is significantly below the gross value, once opportunity costs are taken into account, representing between 24-60% of the gross wage<sup>22</sup>.
22. When food-for-work programmes are relatively more attractive than work on recipients' own farms and businesses, FFA could divert labor and other inputs away from local private production<sup>23</sup>. However, there were other cases where FFA stimulated increased on farm investments. In theory, timing FFA activities during the agriculture productive season and paying FFA net wages that are above prevailing market rates can divert labor from local private uses, whereas timing in the non-productive season and at a net level at or below market rates would not pull labor from private production, and gains made could be redirected into private agricultural investment. Without careful planning, FFW programme participation might provide essential food today but hinder labor investments in future productivity.

### **Implementation Issues**

23. The WFP evaluation of the effectiveness of livelihood recovery interventions found that several FFA activities were started several months late and were of too short a duration to meet asset protection/recovery and income stabilisation needs. A concern in several of the case study countries was that repeated short term extensions to Emergency Operations (EMOPs) and PRROs were not allowing for a smooth flow of programming with adequate time to carry out more sustainable asset replacement strategies<sup>24</sup>.

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<sup>18</sup> Changing land management practices and vegetation on the Central Plateau of Burkina Faso (1968–2002) C. Reija, G. Tappanb, A. Belemvirec. *Journal of Arid Environments* 63 (2005) 642–659

<sup>19</sup> State of the Food and Agriculture 2006 Food aid for Food security? FAO

<sup>20</sup> 2010. WFP Nepal Country Portfolio evaluation 2002-2009

<sup>21</sup> Van de Walle (1998)

<sup>22</sup> Jalan and Ravallion, 2003 Galasso and Ravallion, 2004 Chacaltana, 2003; del Ninno et al, 2009

<sup>23</sup> State of the Food and Agriculture 2006 Food aid for Food security? FAO

<sup>24</sup> Strategic Evaluation of the Effectiveness of WFP Livelihood Recovery Interventions OE/WFP 2009

24. WFP sometimes delegated most or all responsibility for the technical adequacy, safety and sustainability of assets built through FFA onto partners while focusing WFP's role on food delivery. This was seen as inappropriate within the integrated FFA approach, and given the potential importance of the assets to communities' livelihoods, the cost of building them and safety considerations.
25. In many countries, WFP undertook a wide range of activities that were spread over many communities, which can cause problems with food delivery and monitoring. Other problems raised by that evaluation and confirmed by WFP internal audit reports<sup>25</sup> were related to lack of technical capacity in WFP, government or implementing partners to cover the range of assets being developed. A wider range of asset types requires a wide range of partnerships in order to acquire the needed technical expertise and resources. WFP also was found to have provided inadequate rations for the work being performed, food and other materials were often delayed, which affected the ability of the work to be done as scheduled and to address food needs during lean seasons. Worker safety, design and construction standards, and maintenance and follow up were also identified as problems. Other issues included delayed delivery of food and non-food material; failure to deliver promised food aid; under-developed capacity and high rates of rotation among government counterparts; and varying time spent by beneficiaries on projects, thus variable food assistance provided. The audit reports also identified a tendency of community led projects to want to spread food assistance across a larger number of participants and sharing of rations among non-targeted participants in the community in the interest of sharing the benefits as broadly as possible across the community.
26. An internal review of water management activities supported by WFP<sup>26</sup> found that activities must be tailored to the physical characteristics of the area and to the socio-economic needs of the communities, as well as involve the community. WFP must rely on the technical expertise of partners including governments, other UN agencies, and non-governmental organizations to design and build the structures. Partnership with the government was crucial to ensure adequate coordination among partners and implementation at the local level. The main challenges related to the need to improve coordination and the reliability of technical and other resources from government, from other partners, and from WFP itself.

## **2. Reasons for the Evaluations**

27. In spite of the evidence presented above there are still significant gaps in knowledge. There remains little consolidated evidence about the quality and durability of the assets created through WFP FFA programmes, the effects on landscape change, food security, sustained income gains and benefits to the poor from physical assets created through these programmes. There are few studies that provide a historic perspective that focuses on sustained effectiveness of assets and their medium term impacts. This kind of analysis could create a very different picture of impacts than studies that take place in the short term. There are no WFP-specific reviews that take the approach of comparing intervention

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<sup>25</sup> WFP Internal Audit communication summarizing Internal Audit report findings from 2008-2011, provided May 2012

<sup>26</sup> 2011 WFP, WFP and Water: A review of water management activities supported by WFP (internal document)

areas with non-intervention areas for FFA projects in WFP<sup>27</sup>. In addition, more information is needed in understanding the role of food assistance (including the amounts, timing issues, duration, etc.) on livelihoods or how FFA contributes within the overall community context.

28. A recent review of all WFP evaluations conducted in the past 5 years found that environmental impacts and sustainability has not received sufficient attention in WFP's planning, monitoring or evaluations<sup>28</sup>. The SOFA report called for further analysis of the relative merits of food-based and cash-based initiatives, and how FFA affects households facing severe labor constraints.<sup>29</sup> There have also been requests for evaluation to codify and capture the lessons learned from well-established programmes such as the MERET programme in Ethiopia.

### 3. Subject of the Evaluations

#### 3.1. Evaluability Assessment

***Evaluability** is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy, intervention or operation provides: (a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; (b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring.*

29. OE commissioned an evaluability assessment by an independent organization the Overseas Development Institute (ODI) during the spring of 2012. The evaluability assessment included an extensive review of internal WFP documents, telephone interviews with Country Offices, interviews with key WFP informants, a workshop in Rome, and a pilot visit to the Nepal Country Office including visits to FFA project sites. The evaluability assessment concluded overall that the evaluation was feasible. More details on the methodological issues are presented in Section 5 below. The selection of countries is described in this section.

30. Initially 13 WFP country offices were pre-selected by OE based on number of beneficiaries, number of years of FFA programming, and range of areas of intervention. Countries were further validated by communications with Country Offices, Regional Bureau and Headquarters staff and key headquarters staff for suitability for evaluation.

31. The evaluability assessment included an in-depth analysis of the 13 pre-selected countries to identify those to be included in the evaluation series. The analysis included telephone interviews with Country Offices and key HQ staff, and document review based on the following criteria:

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<sup>27</sup> The Country Office of Ethiopia is undertaking a comparative evaluation at the present time and OE is keeping informed of both the methodology used and the findings in order to build on their experiences and to learn lessons from the results for this series where possible.

<sup>28</sup> CIDA Review of the World Food Programme's Humanitarian and Development Effectiveness 2006-2011 Canadian International Development Agency 2012

<sup>29</sup> State of the Food and Agriculture 2006 Food aid for Food security? FAO

- Significant history of FFA upon which to build an analysis of medium term impacts
  - FFA activities based on clear objectives for sustainable asset creation and livelihoods improvement
  - Expected data availability (i.e. previous evaluations, baselines, good monitoring data)
  - Potential uses or benefits of the evaluation for future programming or policy
32. The evaluability assessment also addressed contextual factors that could interfere with the evaluation (i.e. political unrest, security problems, staff transfers) as well as timing issues (i.e. seasonality or project review/ renewal). Country level interest in the impact evaluation was also assessed.
33. Based on this analysis, *Nepal, Guatemala and Bangladesh* were selected for Phase 1. Each country has taken a different approach to FFA as shown in the following sections and the country specific annexes, Phase 2 of the impact evaluation series will include two additional countries, *Uganda and Senegal*. Taken together, these countries represent a range of WFP regions, and considerable environmental and asset diversity, which will enable an analysis of how different assets impact in different environments. The countries all have mature and long running FFA programmes, as required for evaluation of medium term impacts. The countries have also employed innovative approaches such as complementary interventions in the micro-finance, complementary income generation training or agricultural extension services and multiple year employment in FFA activities.
34. An overview of key information about FFA activities for the selected Phase 1 countries is summarized in the table below. Additional country-level detail is included in Annexes 6, 7 and 8.

**Table A2.1: Country Selection with Objectively Verifiable Criteria**

Country	FFA Programming			Project Type	Project code	Project title	Time frame	FFA	CFA	Areas of Intervention (Asset categories)										Disasters affecting the country					
	Established	Ongoing	Availability							Average (000)	managt.	governance	infrastructure	livelihoods	social services	efficiency	protection	Sanitation	Training						
Bangladesh	Y	Y	Y	CP	10059.0	Country Programme 2001-2006	2001-2006	x	(5)	68.2				x	x	x		x					Floods, cyclones		
				CP	10410.0	Country Programme 2007-2010	2007-2011 (6)	x	x	55.2					x		x		x						
Guatemala	Y	Y	Y	Reg PRRO	6089.0	Assistance for reconstruction and rehabilitation to families in Central America affected by Hurricane Mitch	1999-2003	x		37.3	x	x	x	x	x					x	x		Tropical depression, hurricane, floods, droughts, earthquakes, landslides		
				Reg PRRO	10212.0	Targeted Food Assistance for People Affected by Shocks and for the Recovery of Livelihoods	2003-2007 (1)	x		24.5	x	x	x	x	x	x						x		x	
				Reg PRRO	200043	Assistance to Vulnerable Groups Affected by Natural Disasters and Other Shocks in Guatemala, Honduras, El Salvador and Nicaragua	2011-2012 (3)	x		n.a	x	x	x	x	x	x						x		x	
				Reg PRRO	10444.0	Assistance to Strengthen Disaster Preparedness and Mitigation among Marginalized Populations	2007-2011 (2)	x		23.5	x	x	x	x	x	x						x		x	
				CP	10092.0	Country Programme 2001-2009	2003-2010	x		16.6	x	x	x	x	x	x						x		x	
				CP	200031	Country Programme 2010-2014	2010-2014	x		4.6	x	x	x												x
Nepal	Y	Y	Y	CP	10093.0	Country Programme (2002-2006)	2002-2012 (4)	x		69.5	x	x	x	x	x				x				Landslides, floods, droughts, conflict		
				PRRO	10676.0	Food Assistance for Conflict-Affected Populations in Nepal	2007-2010	x	x	138.3	x	x	x	x	x	x	x	x	x	x	x				
				PRRO	200152	Assistance to Food-insecure Populations in the Mid/Far-West Hill and Mountain Regions of Nepal	2011-2012	x	x	90.1	x	x	x	x	x	x	x	x	x	x		x			

Notes: (1) Project ended in 2007 but FFA in Guatemala was implemented until 2006; (2) Project started in 2007 but FFA in Guatemala started in 2008; (3) project started in 2011 but FFA started in 2012; (4) The actual end date of the CP is 2012 but FFA activities lasted from 2002 to 2006; (5) cash incentives were provided to participants; (6) FFA started in 2009



### 3.2. Objectives

35. Like all WFP evaluations conducted by OE, this evaluation series will serve accountability and learning purposes. The series objectives are to:
- Evaluate the outcomes and impact achieved so far (intended or unintended) by FFA on livelihood resilience;
  - Identify changes needed to enable fulfilment of the potential impact of FFA on livelihoods resilience;
  - Provide information about how FFA activities can be better aligned with new policies and guidance.
36. The impact evaluation series will cover past operations where WFP's FFA activities aimed at maintaining or recovering livelihoods in fragile natural environments and building resilience for disaster risk reduction. Since this approach is being promoted in WFP's 2011 FFA Guidance Manual, and relates also to its recent policy on Disaster Risk Reduction<sup>30</sup>, the evaluations will inform WFP stakeholders as to how WFP's FFA activities can be aligned to that guidance and policy direction. Although these are new directions in WFP's formal policy framework, the evaluations will take place in countries where a livelihood and resilience building approach had been adopted well ahead of formal policy and guidance approval.

### 3.3. Scope of the Evaluations

37. The evaluations will assess the medium term impact (impacts seen after 5-7 years) of past WFP operations where Food for Assets activities aimed to maintain or recover livelihoods and build livelihood resilience. In these evaluations *impact* is defined as the "lasting and/or significant effects of the intervention – social, economic, environmental or technical – on individuals, gender and age-groups, households, communities and institutions. Impact can be intended or unintended, positive and negative, macro (sector) and micro (household)."<sup>31</sup> The evaluations will focus on creation or recovery of natural resource assets (soil, water, agricultural and forests) but also recognize the contributions of infrastructure and access assets to livelihoods resilience.
38. FFA activities addressing primarily WFP's Strategic Objective (SO) 2 and SO 3 will be evaluated, with emphasis on the following sub-components:

SO2-2.2 *"support and enhance resiliency of communities to shocks through safety-nets or asset-creation including adaptation to climate change"* (focussing on asset rehabilitation and/or reclamation, and which may combine mitigation, preparedness and/or prevention, including bringing the communities to a higher level of quality of asset than prior to shock).

SO3-3.2 *"support the reestablishment of livelihoods and food and nutrition security of communities and household affected by shocks"* (focussing on productive and social asset restoration and which combine mitigation and prevention).

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<sup>30</sup> WFP Policy on Disaster Risk Reduction and Management: Building Food Security and Resilience WFP/EB.2/2011/4-A 21 October 2011

<sup>31</sup> Based on definitions used by ALNAP, OECD/DAC and INTRAC.

39. WFP's FFA Manual identifies two intermediate objectives - improving access and resilience. Access is improved through construction of feeder roads or other access infrastructure. Resilience is strengthened in impoverished and depleted environments by reducing erosion, reducing floods, increasing soil moisture, developing systems to harvest and manage water and increasing vegetation cover (including agricultural production). These evaluations will focus on assessing impacts on improved resilience and therefore concentrate on natural resource assets<sup>32</sup>. Main areas of analysis will include:

- Condition of assets constructed
- Biophysical changes (agriculture production and forest cover, soil stability, flooding, water availability and use of water) resulting from these assets
- Impacts on the food security, assets, empowerment and livelihoods of households and individuals
- Distribution of impacts to different members of the community, including different wealth and social groups and women and girls
- Household and community resilience to subsequent shocks
- Critical factors for maximizing impact, including among others targeting, food and non-food pipeline, overall context, decision making processes, institutional arrangements, and partnerships and alliances

40. The evaluations will focus on activities carried out during the time period 2005-2007. This time period will ensure that the evaluations capture medium term effects (5-7 years after construction) that would take time to develop including (1) positive or negative geophysical changes and subsequent effects of these and (2) the extent to which both the assets themselves and any livelihoods benefits have been sustained over time. The actual time frame covered by each country level evaluation could vary between 2002 and 2009 depending on the nature and evolution of the operations in each particular country, an overview of which is shown in Table 2 and the availability of data. A final determination as to the time period and projects covered will be made in the Inception Report for each individual country.

41. Both cash and food modalities will be included. Since the greatest contributions to livelihoods and resilience are expected to result from longer term sustained interventions, and in order to minimize errors resulting from too much diversity of project delivery and intervention approach, the evaluations will assess work done within Country Programmes (CPs) and PRROs<sup>33</sup>. Emergency projects (EMOPs) will not be covered by the evaluations because their short term and crisis management nature would not be expected to have had the same livelihood aims or effects as longer terms projects.

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<sup>32</sup> WFP Food for Assets Manual 2011

<sup>33</sup> It is recognized that WFP also has Development Projects that may include FFA, but there are none of these projects in the countries covered by this TOR.

**Table A2.2: FFA Project Overview Selected Countries 2002-2011<sup>34</sup>**

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<b>Bangladesh</b>	CP 10059.0					CP 104100				
<b>Guatemala</b>	Reg. PRRO 6089						Reg PRRO 10444			
		Reg. PRRO 10212								
		CP 10092								
									CP 200031	
<b>Nepal</b>	CP 10093									
						PRRO 10676.0				
										PRRO 200152

### 3.4. Stakeholders and Users of the Evaluations

42. The following preliminary analysis of stakeholders will be further developed for specific country circumstances during the inception phase of each country level evaluation and finalised in the Inception Report:

- Local communities and participant/beneficiaries of an FFA intervention
- Implementing / operational partners
- Government authorities at different levels within the country and from relevant technical bodies
- Country staff of WFP offices and sub-offices
- Regional WFP programme and evaluation staff
- Technical units in WFP Headquarters concerned with FFA, primarily Programme Design and Policy
- UN agencies, especially Food and Agricultural Organization (FAO), International Fund for Agricultural Development (IFAD), International Labour Organization (ILO), and World Bank
- Key donor agencies
- Non-governmental organizations (e.g. Oxfam, GIZ)
- Sector coordination mechanisms – national or inter-agency

### 4. Evaluation Questions

43. The following three main evaluation questions and related sub-questions will be addressed by the evaluations:

**Q1. What positive or negative impacts have FFA activities had on individuals within participating households and communities?**

Q1.1 To what extent are the assets created still functioning to the standards and for the purposes expected?

Q1.2 What bio-physical outcomes (i.e. erosion, water availability, flooding, and vegetation cover, production from agriculture or forestry) have been associated with the assets developed?

<sup>34</sup> Excluding Emergency Operations which are not included in the evaluations

- Q 1.3 What effects have these outcomes had on land productivity?
- Q1.4 What effects have the bio-physical outcomes had on the food security and livelihoods of participating households and communities?
- Q1.5 How were impacts distributed among different wealth categories, and between men and women?
- Q1.6 What effects did FFA outcomes and participation in FFA programmes have on women and girls including distribution of resources, power and workload and empowerment and status?
- Q1.7 To what extent did FFA activities or the assets that were built through FFA affect the resilience of households or communities in terms of diversifying livelihoods and withstanding subsequent shocks?
- Q1.8 To what extent did the FFA interventions have an impact on other, non-participant households and communities (spill over effects)?
- Q1.9 What were the main costs related with the asset development, including opportunity costs and maintenance costs (i.e. was the asset designed and sited appropriately in order to minimize maintenance costs; what maintenance costs are incurred by whom (both financial and time); is maintenance undertaken as needed to maintain effectiveness of the asset)?

**Q2. What factors were critical in affecting outcomes and impact?**

Categories of possible factors include:

- Q2.1 Planning processes: technical appropriateness and quality, modality, programme category, targeting, participation of women in priority setting, community leadership
- Q2.2 Contextual factors: socio-economic, political, security, property-rights, market-related, coherence with government and local priorities and plans, presence/absence of complementary activities/institutions
- Q2.3 Implementation issues: food assistance issues including amount of food assistance, duration, timing sharing, provision of appropriate non-food items
- Q2.4 Capacity and support: provision of adequate technical support from WFP or partners, contribution of food for training.

The most relevant factors will be identified in each country specific Inception Report.

**Q.3 How could the FFA activities be improved to address findings emerging from the analysis in Key Questions 1 and 2?**

**5. Evaluation Approach and Methodology**

**5.1 Overview of Evaluation Approach**

- 44. The evaluations will assess the intended and unintended outcomes and impact to date on the bio-physical environment, individuals, households and communities. The evaluations will also address how impact was achieved, including the role of contextual factors, the role of implementation factors and the alignment with the local context. Findings will then be placed within a forward-looking framework, which will reflect WFP's new FFA Programme Guidance Manual and DRR policy. In this way the evaluations will enhance the learning value to WFP for new programming.

45. FFA activities are expected to have a wide range of impacts on women and girls. For example, women and girls carry the main responsibilities for the homestead including collection of firewood and water. In depleted environments, collecting firewood and water require significant amounts of time, and increasingly greater travel distances, often in insecure environments. Thus, impacts are expected in terms of reducing hardship and time, as well as security incidents, and an increase in productive activities as a result. In some situations, pregnant or lactating women could be involved in heavy manual labor through FFA activities. This could compromise their health or nutritional status and could have negative effects on infants and young children. Situations will vary from country to country and village to village, but the evaluations will conduct a thorough analysis of expected and actual positive or negative impacts on women and girls<sup>35</sup>.

## 5.2 Theory of Change

46. One of the challenges to plausibly linking activities to outcomes is the diversity of assets created in different countries, and the lack of a common classification scheme. To address this issue, OE developed a common categorization and applied it to the range of assets in each country. This does not resolve the problem of the diversity of types of assets within each category, which varies between the three selected countries as shown in Table 3.

**Table A2.3: Types of Assets Created**

Category	Number of Different Types of Assets per Category		
	Nepal	Guatemala	Bangladesh
Agriculture & land management	12	12	0
Forestry/Agroforestry	2	4	0
Water Management	6	10	2
Infrastructure	2	7	0
Access infrastructure	3	6	1
Energy efficiency	2	2	0
Flood protection	1	0	3
Waste management/sanitation	1	3	0
Training	2	1	1

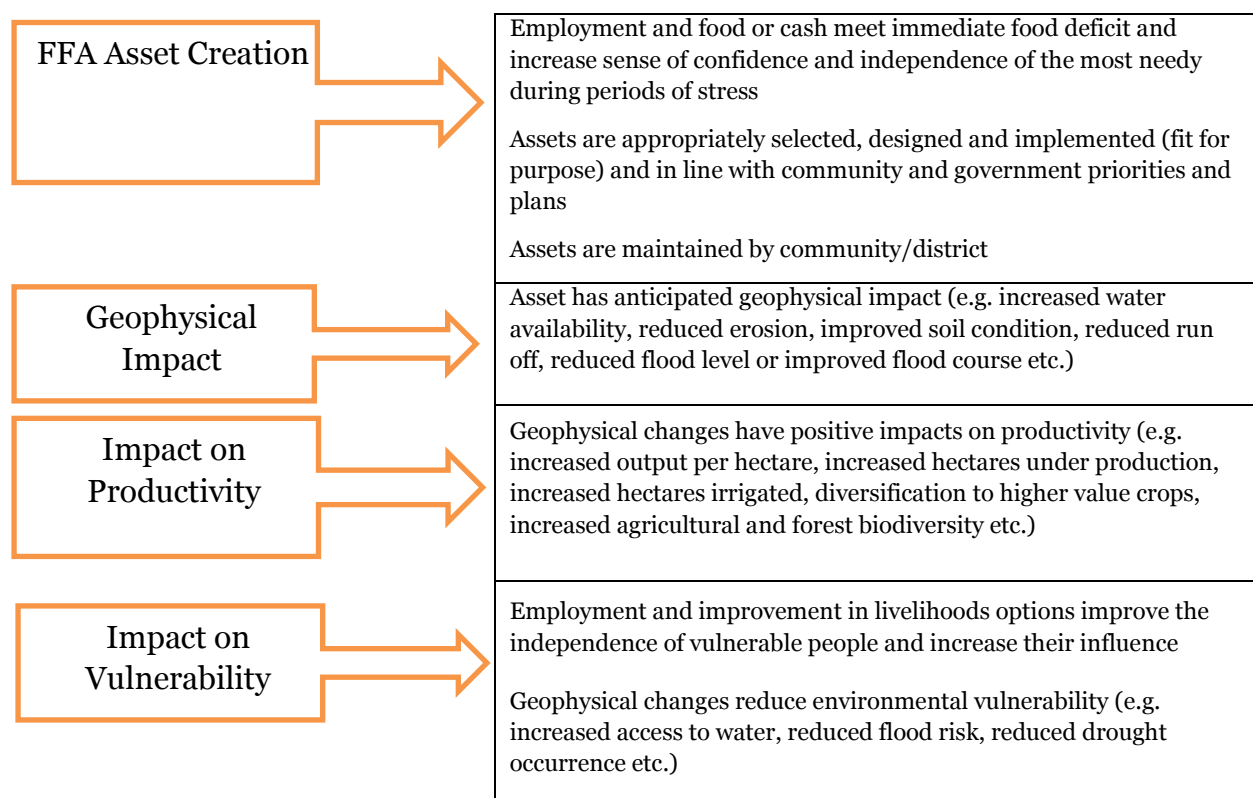
47. In order to manage this range of diversity, limits were established on the assets that would be the focus of the analysis. The evaluability assessment recommended a focus on natural resource assets including agriculture improvement and land management, forestry and agroforestry, water management and flood protection. These types of assets are important to livelihood resilience because they potentially provide ecosystem and community level benefits such as reduction of land degradation, soil and water conservation, recharging of ground water, reducing or protecting against flooding and increasing on-farm and overall ecosystem biodiversity. Land and environmental degradation can significantly increase disaster risk with negative livelihood impacts, even on lands with a relatively high productive capacity. In the

<sup>35</sup> Adapted from “Integrating Human Rights and Gender Equality in Evaluation Towards UNEG Guidance.” UN Evaluation Group Guidance Document UNEG/G(2011)2

circumstances in which WFP often works, fragile environments have limited production potential and are even more prone to rapid degradation when subjected to shocks or stress. Interventions that address food security in these environments enable immediate food security needs to be met but are thought to be effective options for improving the productive capacity of the lands itself, and thus increasing livelihood options and resilience<sup>36</sup>.

48. Assets related to infrastructure, energy efficiency, waste management/sanitation will not be directly analysed. Training is not considered to be an asset *per se*, rather is a contributing factor to effective construction or maintenance of assets, is thought to improve the ability to find future employment or increase knowledge related to livelihoods resilience, such as training in disaster preparedness and management.
49. A draft theory of change that presents a linkage between inputs, activities, outputs, outcomes and impact and the assumptions that underlie expected achievement of impact was developed by OE through a collaborative process with HQ stakeholders. The draft was examined and refined during the evaluability assessment. The theory of change is included as Annex 2. A simplified logic model developed is shown in Figure 1 below. These will be further verified and adapted as necessary during the inception phase.

**Figure A2. 1: Simplified Logic Model**



<sup>36</sup> WFP Food for Assets Guidance Manual 2011

**Impact on  
Livelihoods  
Resilience**

Increase in household production and consumption, livelihoods diversification, labor demand and asset accumulation and empowerment of most vulnerable

Reduction in food insecurity among the food insecure

Reduction in negative coping strategies during times of shock and stress

Reduction in negative impacts of subsequent disasters

50. Although assets are given different names in different countries, the table below shows those natural resources assets that were built in each country, and how different naming conventions relate to each other across the three countries to be evaluated (the table uses the country's own naming conventions).

**Table A2. 4: Natural Resources Assets**

<b>Assets to be Assessed</b>	<b>Nepal</b>	<b>Guatemala</b>	<b>Bangladesh</b>
<b>Category: Agriculture &amp; land management</b>			
Agriculture land improvement	X		
Bench terrace construction		X	
Continuous terraces		X	
Individual terraces		X	
Live barriers		X	
Dead barriers		X	
Stone walls		X	
Rehabilitation of soil		X	
<b>Category: Forestry/Agroforestry</b>			
Plantation work	X		
Agroforestry systems		X	
Forestry gardens		X	
Maintenance forestry		X	
Tree planting		X	
<b>Category: Water Management</b>			
Community Pond	X		
Irrigation Scheme	X		
Water Harvest	X		
Water Source Improvement	X		
Microhydro	X		
Drinking water	X		
Small irrigation system		X	
Construction of drains		X	
Reservoirs and tanks		X	
Infiltration ditches		X	
Somero well rehabilitation		X	
Plastic water reservoir		X	
Ditches and wungals		X	
Canal			X
Pond			X
<b>Category: Flood protection</b>			
River Bank Protection	X		
Ground raising			X
Homestead raising			X
Embankment			X

51. More information about the types of assets created in each country is included as Annex 5. Annexes 6, 7 and 8 present specific information for each of the selected countries.

### **5.3. Approach to Demonstrating Plausible Impact**

52. Impact evaluation is widely recognised to be methodologically challenging. The higher up the results chain, the more difficult it becomes to ‘attribute’ a causal relationship between an intervention and a particular effect, especially in the fast-changing and complex situations in which WFP operates. Furthermore, WFP works in data-poor and difficult, evolving circumstances and its intervention is usually just one contributing factor amongst many that will affect outcomes.

53. Ethical considerations are also a factor because few if any of WFP’s interventions were designed with a deliberate control group against which progress could be assessed over time, since humanitarian principles preclude withholding support from those in need.<sup>37</sup> In spite of the benefits that designing interventions with control groups might deliver in terms of eventual impact evaluation, the “humanitarian imperative” of providing support to those in need is usually seen as overriding.

54. However, with a dedicated approach, backed by sufficient resources, it is possible to gather credible evidence of how an intervention has contributed to lasting and/or significant change (positive and/or negative). In the most complex cases, evidence of a ‘plausible association’ provides a firm information base for decisions about the future. A theory of change can help in establishing plausibility as it presents the framework against which results can be evaluated, including assumptions that must be met in order for results to be achieved. The ‘plausible association’ exists between the interventions and the outcomes and impact when:

- there is a logical connection between the ‘problem’ and the activities, outputs and outcomes
- the intervention has been implemented in a way consistent with this logic
- evidence from different stakeholders shows that the outcomes have been achieved and that there is a strong likelihood of continued positive long-term impacts
- assessment of factors external to the programme conclude that those interventions were the main contributing factor to the observed changes and few if any, other major factors account for the changes.

55. Comparative data will be sought in control areas in order to provide a comparison of “with and without”. In addition, the evaluations will seek, to the extent possible, to compare “before and after” data for the recipients of the assistance depending on the extent to which baseline data exists and can be used. A strict “difference in difference” methodology will not be possible because WFP’s programmes are likely to have evolved over time, the intervention is likely to be one contributing factor amongst a variety of influences behind a particular effect and baseline data may not exist or may not be suitable for comparison purposes in these evaluations.

56. To achieve the necessary depth of assessment under these conditions, impact evaluations are conducted as “series” – meaning: several evaluations of the same

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<sup>37</sup> Statement of Humanitarian Principles of the World Food Programme WFP/EB.A/2004/5-C 14 May 2004



type of activity are conducted following the same methodology – to allow analysis across several countries and learning at a higher level.

57. The methodology will demonstrate impartiality and lack of bias by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using a range of both quantitative and qualitative methods. Survey sampling will be representative and randomised. Data will be disaggregated by sex and by age group.
58. The evaluations will use established standards where applicable to assess WFP's performance. These will be particularly relevant in terms of technical standards against which the quality of assets should be judged. This will vary by type of asset. The first point of reference for information about technical standards will be the WFP FFA Guidance Manual. Technical manuals have also been developed in Nepal and Guatemala, which identify standards against which assets in those countries should be designed, constructed and maintained<sup>38</sup>. During the inception phase, the evaluation team will identify which standards are applicable to the country and will build these into the detailed evaluation tools, which will be documented in the Inception Report.

#### **5.4. Evaluation Methodology**

59. The preliminary evaluation matrix, included as Annex 3 builds from the theory of change and links methodology with key questions and sources. The evaluation matrix will be further elaborated during the Inception Phase with more detail including how the evaluations will address qualitative and quantitative data analysis and triangulation. A generic methodology to be applied across the three countries was developed by Overseas Development Institute during the evaluability assessment. It includes the following four main components:
- Quantitative survey of impacts at the household and community level
  - Qualitative assessment of impacts at the household and community level
  - Technical appraisal of assets and associated biophysical changes
  - Social and institutional analysis of networks and linkages
60. Secondary data e.g. national household level surveys, census data and WFP monitoring data on inputs and activities will be used to complement primary data collected.
61. Data from all sources and methods will be systematically triangulated to verify findings and deepen insights. The qualitative data seek to deepen the understanding and analysis of the data generated by the other methods and to add substance to the indicators. Qualitative methods will include semi-structured interviews, focus group discussion, and observation. Participatory methods will be used with those beneficiaries and partners most closely involved in implementation.

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<sup>38</sup> Manual de consulta de normas técnicas para la implementación de actividades del tipo alimentos por trabajo Y alimentos por capacitación WFP Guatemala in collaboration with FAO 2010; and Small Rural Infrastructures: Technical guidelines for project management and design WFP Nepal in collaboration with Scott Wilson Nepal 2011.

62. A more detailed but still preliminary methodology guide is included as Annex 9. The methodology guide will be further refined during the inception phase of the first country in the series, and any changes will be documented in the inception report. Subsequent minor adaptations that may be needed for the evaluations of each individual country will be identified during the Inception Phase of each country level evaluation, with the objective being to apply as standardized a methodology as possible in all 3 countries to be evaluated.

### 5.5. Sampling

63. Availability of basic descriptive data by project for each country is shown in the following table. Most of the projects through which FFA activities took place over the period of interest have data fully available for sampling purposes (type of asset, region, village, year, number of beneficiaries, metric tons, amount of asset created (i.e. hectares improved, trees planted, number of ponds constructed). The availability of data will affect the projects and periods of time selected for evaluation, and a final determination will be made during the inception phase for each country.

**Table A2.5: Data Availability**

	<b>Fully available</b>	<b>Not fully available</b>
Bangladesh	CP 104100 2008-2011	CP 10059.0 2002-2006
Guatemala	Regional PRRO 6089 2002-2003 Regional PRRO 10444 2008-2011 CP 10092 2003-2009 CP 200031 2009-2012	Regional PRRO 10212 2002-2005
Nepal	PRRO 10676.0 2007-2010 PRRO 200152 2011	CP 10093 2002-2006

64. In order to conduct a deeper analysis within the time and financial resources available for these evaluations, and because these assets are most closely associated with resilience, the evaluations will focus on natural resource-related assets. However, as shown in the table below, both access infrastructure (mostly feeder roads) and natural resources assets were constructed in most communities in the countries to be evaluated, with only a small percentage of communities having had only natural resources assets. Therefore, the sample will be drawn from the more representative cases of communities which received both access infrastructure and resilience assets. The assessment of impacts on the households and communities will necessarily include the overall impacts of participation in FFA activities for the full range of assets developed in that community, including infrastructure and access assets. However the technical assessment of asset condition will focus on the natural resource assets.

**Table A2. 6: Interventions with natural resources assets as compared to all asset types<sup>39</sup>**

	Time frame 1	# of assisted Upazillas/ Municipalities/ VDCs	% of Upazilla, Municipalities, VDC with:		
			Natural resources assets (only)	No natural resources assets	Both natural resources and all other assets
Bangladesh	2008-2011	45	11%	2%	87%
Guatemala	2003-2011	155	6%	41%	54%
Nepal	2007-2011	584	11%	22%	67%

65. A stratified random sample of communities will be selected based on the overall list of assets developed. A random sample of communities will be selected, stratified by type of asset created and ecogeographic and socioeconomic condition of the community. In order to construct the counter-factual (i.e. what would have happened without the intervention) each treatment area will be paired with a purposively selected control area that shares similar ecogeographic and socioeconomic characteristics and conforming to the same criteria adopted to select the treatment areas, but without similar asset development.

66. A rapid assessment of the asset condition, household surveys, focus groups and social and institutional analysis will be conducted in both treatment and control communities. The sampling strategy and power calculation will be set out in detail in the inception report for the first evaluation and modified as needed for subsequent countries.

### 5.6. Quality Assurance

67. WFP's evaluation quality assurance system (EQAS) is based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out processes with in-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised criteria. EQAS will be systematically applied during the course of the evaluations and relevant EQAS guidance documents provided to the evaluation teams.

68. The evaluation manager will conduct the first level quality assurance, while the OE Director will conduct the second level review. This quality assurance process does not interfere with the views and independence of the evaluation team, but ensures that standards are met and applied appropriately. The focus is on a transparent data collection and analysis process from which robust conclusions and recommendations are drawn.

69. The country evaluation team leaders will be required to ensure the quality of data (validity, consistency and accuracy), analysis and reporting. An overall Programme Coordinator will be included in the overall human resources provided

<sup>39</sup> Based on data received to date by OE, during inception missions of each country full data sets will be sought for the period of 2005-2007 which is the area of interest of the evaluation, where possible

by the contracted organization to ensure consistency and harmonisation of the overall process between country teams.

70. To enhance the quality and credibility of the evaluations, an external review panel will provide further quality assurance to the process and will comment on the draft inception and evaluation reports. To enhance efficiency and ensure consistency across individual country level evaluations, one panel will be assembled for all three evaluations in Phase 1.

## **6. Organization of the Evaluation**

### **6.1. Phases and Deliverables**

71. The series of impact evaluations on FFA will be carried out in 5 countries in two phases: 3 countries in Phase 1 in 2012-13; and 2 countries in Phase 2 in 2013. Contracting will be done for Phase 1 countries with the same consultancy firm, covering the impact evaluations in 3 countries as well as overall coordination. A separate contract will be issued for Phase 2 extending the evaluations to an additional two countries, incorporating lessons learned from Phase 1. This TOR covers Phase 1 countries, but will be used with limited modification for Phase 2. Upon completion of all 5 country evaluations, OE will commission a synthesis that pulls together cross-cutting findings and conclusions drawn from all of the evaluations in the series. This synthesis will be presented as a separate report to the Executive Board.
72. Each of the 3 countries to be evaluated will have its own evaluation team, inception visit and report, evaluation phase, analysis and report. The inception visit for Nepal was conducted during the evaluability assessment, and thus further work to develop the Inception Report for Nepal will be done through desk analysis and telephone interviews with the Country Office as needed. An overall Programme Coordinator (who is core staff of the consulting company selected and who may also be one of the evaluation team leaders) will provide overall guidance, ensure harmonization and lesson learning across the three evaluations. To help ensure harmonization between the three countries, a joint team leader briefing will be held in November 2012 following the field work in the first country.
73. The timing of the major phases of the evaluation process for the 3 evaluations is displayed in the following table and further detailed in Annex 4. The precise timing of the country-specific evaluations will be finalized in the inception report for each evaluation. However, the deadlines for the evaluation reports and the date of presentation to the Executive Board are fixed.

**Table A2. 7: Evaluation Timeline**

<b>TOR</b>	
TOR for WFP internal circulation	July 30, 2012
TOR Finalized/Contracting completed	Sept 09, 2012
<b>Inception Phase</b>	
Guatemala	Sept 10 - Oct 07, 2012
Bangladesh	Nov 26 – Dec 23, 2012
Nepal	Jan 21 – Feb 17, 2013
<b>Evaluation Phase</b>	
Guatemala	Oct 22 – Nov 18, 2012
Bangladesh	Jan 07 – Feb 3, 2013 (including holiday break)
Nepal	March 04- March 31, 2013
<b>Final Report Fully Complete including all reviews and revisions</b>	
Guatemala	March 31, 2013
Bangladesh	Jun 16, 2013
Nepal	August 11, 2013
<b>Presentation to Executive Board and Follow-Up</b>	
Guatemala Bangladesh and Nepal	November 2013

## 6.2. Inception Phase

74. The purpose of the inception phase is to build upon the TOR to develop a detailed plan for the evaluation, and will include a more detailed analysis of country level issues and how they will be addressed in the evaluation. The country visit undertaken during the inception phase is an opportunity to discuss the TOR with WFP staff, partners and stakeholders, including beneficiaries if this can be done within the time and resources limitations and incorporate their views where possible in the detailed plan for the evaluation. Country offices will provide detailed information and data to the evaluation team upon which detailed plans can be developed.
75. Prior to the inception visit, the evaluation team will have become thoroughly familiar with the WFP country level project plans and reports for associated projects, the Food Assistance for Assets Manual, past evaluations of relevance, WFP data (at headquarter or country office) and other secondary data likely to be available. Country level planning will specify the period of analysis based on the actual history of WFP's FFA activities in each country, although the aim will

remain to analyse the medium term impacts of work conducted between 2005-2007.<sup>40</sup>

76. Several important issues arose during the review of the draft TOR. These will be addressed in the inception phase of the evaluation in the first country to be evaluated and introduced in the evaluation methodology as appropriate. These are:
- Clarification of the issue of resilience in the country context and how it can be practically assessed;
  - Ensuring that empowerment, particularly of women but also of other vulnerable people is adequately addressed in the evaluation, in an appropriate balance and integration with other issues for analysis;
  - Ensuring that the potentially negative consequences and opportunity costs of FFA activities are assessed, including the impacts on pregnant and lactating women and undernourished people;
  - Ensuring that analysis of impacts incorporates the role of contributory factors such as targeting, food and non-food pipeline, overall context, decision making processes, institutional arrangements, and partnerships and alliances;
  - Assessing how access and infrastructure assets have contributed to the impacts found even though the evaluation focuses on natural resource assets; and
  - Ensuring that the evaluation draws from an in-depth analysis of what WFP has done in the past, but also analyses the consistency of WFP's work with current direction.

The methodology guide attached as Annex 9 will be revised as needed to address these issues and to ensure it is fully consistent with the TOR.

### **6.3 Independent Evaluation Component**

77. The evaluations will be managed and delivered as three evaluations within one overall contract that includes central coordination. In order to manage this, an overall Programme Coordinator will be appointed by the contractor, in addition to three evaluation teams. In order to ensure necessary depth of engagement by the Programme Coordinator, it is preferred that the coordinator act as Team Leader for one of the country evaluations. The Programme Coordinator will be responsible for overall delivery of outputs, and will ensure consistency from one country evaluation to the next and draw lessons from one country evaluation to the next in a continuous quality control and improvement process.
78. The three country-specific evaluations will each have its own team leader and evaluation team. Team Leaders should be a senior evaluator with at least 10 years of experience in evaluation including substantial experience in impact evaluation, with demonstrated expertise in managing large, multidisciplinary and mixed quantitative and qualitative method evaluations, complemented with good understanding of FFA programmes and additional significant experience in other development and management positions.
79. The team will include other national and international members with a complementary combination of related technical expertise in economic analysis,

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<sup>40</sup> Country level evaluations will be done on a rolling basis, and thus each subsequent country evaluation must build upon the experiences and the inception reports of the previous countries.

statistics, FFA, livelihoods in the national context, and natural resources (including agriculture) improvement/management, and analysis of geophysical change. Gender analysis expertise is essential. The team must include strong capacity for both quantitative and qualitative analysis, including demonstrated knowledge of qualitative and quantitative data and statistical analysis. Consulting companies or organizations from the countries being evaluated will be needed for the asset assessment and household surveys. Appropriate research assistance and editorial support for reporting should be included.

80. No member of the team will have had any past engagement with any aspect of the work being evaluated, or any other conflict of interest. Conflict of interest statements will be required from each team member and included as annexes to the Inception Report.

#### **6.4. Roles and Responsibilities**

81. *OE* appointed Jamie Watts, Senior Evaluation Officer as overall manager for the evaluations and manager of each the three Phase 1 country evaluations. She has not worked on issues associated with the subject of evaluation in the past. She is responsible for drafting the TOR; selecting and contracting for the evaluations; preparing and managing the budget; managing the external review panel; managing and participating in team briefings and inception missions; assisting in the preparation of the field missions; coordinating debriefing activities; coordinating communications with the internal reference group; conducting the first level quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products. She will also be the main interlocutor between the evaluation teams and WFP counterparts to ensure a smooth implementation process. She will be assisted by a research analyst and administrative support.

82. *WFP Country Offices* play a critically important role in (i) providing access to information and data that is necessary to prepare and conduct the evaluation; (ii) being available to the evaluation team to discuss all aspects of the programme that the evaluation team considers relevant; (iii) facilitating the evaluation team's contacts with stakeholders; and (iv) arranging in-country meetings and field visits, and providing logistical support during the fieldwork.

83. *WFP stakeholders at CO, RB and HQ* levels will provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in countries being evaluated; set up meetings and field visits, organise for interpretation if required and provide logistic support during the fieldwork. A detailed consultation schedule and support needs will be included in the Inception Report.

84. *Internal Reference Group (IRG)*: The evaluation manager will set up an internal reference group composed of WFP stakeholders (from the three Country Offices, Climate Change and Disaster Risk Reduction Policy Unit and Programme Design Service, the Vulnerability Analysis and Mapping Unit and the 2 Regional Bureaux). The purpose of the reference group is to provide early feedback on key evaluation products (e.g. the TOR, Inception Report and Evaluation Report) and to facilitate communication with WFP staff. Members of may also play roles as key informants during the evaluation process. To ensure the independence of the

evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of the stakeholders.

85. *Expert Panel:* Two experts will be engaged to provide support to the evaluation process in the specialised areas of nutrition (particularly impacts on women) and social network analysis, which will complement the profile of the evaluation team. The experts will provide specialized inputs during the planning, evaluation and analysis phases to ensure that the key evaluation deliverables adequately address the nutrition and social network analysis planned for in the TOR. In addition to reviewing the inception report and the evaluation report for adequacy in terms of the coverage of the subject area, the experts will provide an indepth review of the evaluation matrix and the specific survey tools and data collection plans to ensure that the relevant information is being collected, and provide additional support as needed to analysis. The terms of reference for each consultant will be developed in close collaboration with the evaluation team leader to help ensure seamless integration of the specialized expertise into the overall evaluation process from planning, methods development, data collection, analysis and conclusions drawing.

### **6.5. Coordination Activities**

86. The following coordination activities will be carried out to ensure a harmonized approach across all three country evaluations<sup>41</sup>.

#### ***Oversight of methodology, process and implementation***

87. Prior to each country inception mission, the Programme Coordinator will organise an orientation of the evaluation team members to the approach and methodology to ensure consistency of understanding and approach from one evaluation to the next. This will include sharing experiences from discussions with OE and from any previously conducted evaluation within the series.
88. Overall coordination includes a review the methodology proposed in each evaluation inception report and a verification that any adaptations made to it are required to fit the country context. The aim is to remain as consistent as possible in the application of the methodology in the different countries, so as to enhance rigor of the evaluation and better ensure that lessons can be drawn from across the three countries evaluated.

#### ***Process and lessons learned workshop (held at an appropriate time in the overall process of the 5 country evaluations)***

89. A workshop including the Programme Coordinator, the evaluation team leaders, the external experts and the OE Evaluation Manager will be held at an appropriate time during the overall process of evaluating all five countries to ensure transfer of knowledge and consistency between the country-level evaluations. The objective will be share experiences relating to evaluation methodology, process and lessons learned in order to ensure that lessons

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<sup>41</sup> This TOR covers the first 3 countries in the 5 country series. A similar coordination mechanism will be developed for the final 2 countries in the series to ensure that they are consistent and coherent with each other and with the 3 previous countries. The process will include a handover and orientation phase between the first 3 countries and the final 2 countries. The coordination activities described here will be a part of the coordination process, however additional details will be added in the TOR covering the final 2 countries.



emerging are fed directly into the ongoing analysis and also into the subsequent missions in order to ensure maximum consistency and coherence across all five country evaluations. The workshop will be documented in a short and concise note for the record. Once the overall plans for all five countries have been developed, an appropriate time for the workshop will be determined.

### ***Lesson Learned Report***

90. At the end of the Phase 1 evaluations, a short lesson learned report will be prepared by the Programme Coordinator in consultation with the evaluation teams. This will be presented to OE and used to inform evaluations to be carried out in Phase 2 and subsequent impact evaluation series.

### **6.6 Communication**

91. The Evaluation Manager will ensure consultation with stakeholders on each of the key outputs of the evaluations. In all cases the stakeholders' role is advisory.

92. Briefings and de-briefings will include participants from country, regional and headquarters level. Participants unable to attend a face-to-face meeting will be invited to participate by telephone. A communication plan for the findings and evaluation report will be fine-tuned for each country during the inception phase, based on the operational plan for the evaluation contained in the Inception Report.

93. During the inception phase, decisions will be taken on (a) the value of holding a national workshop to discuss the evaluation report recommendations; and (b) the extent to which the main findings, conclusions and recommendations should be translated into local languages and how they will be communicated. Field work with communities and individuals participating in FFA activities will be conducted in the appropriate local languages.

94. At the end of the five-country series, OE will prepare a synthesis report for presentation to WFP's Governing Body. An end of series workshop will take place at the end of all five country evaluations to discuss strategic WFP wide implications for evaluation findings and recommendations.

### **6.7 Budget**

95. A total of \$580,000 US has been allocated for the three country evaluations from OE's Programme Support and Administrative budget. Since the field mission to Nepal took place as a part of the evaluability assessment and was funded from that budget, the overall budget for Nepal may be lower than Guatemala and Bangladesh. A detailed budget will be included in the Inception Report for each country.

96. OE will reserve a total of \$70,000. Approximately \$20,000 will be used to cover the costs of the team leader workshop, as described above. The remaining \$50,000 will be used to cover staff travel and other eventualities. For instance, Nepal has requested \$1,500 to hire an analyst to clean historical data that will be needed for the evaluation, and this will be paid from this fund, as well as any similar expenses associated with the evaluation. Guatemala has

requested financial support with drivers, translation, and other expenses. Other countries may have similar needs that would be covered by this fund.

97. The overall total budget for the 3 evaluations, coordination and associated costs is \$650,000. The budget does not include in-kind costs such as OE staff time, or the staff time of Country Offices and other units to support the evaluation.

98. This budget does not include the costs of the evaluability assessment, which were \$43,000 including contracting of external consultants and consultant and OE travel.

## **7. List of Annexes**

**Annex 1: Glossary of terms**

**Annex 2: Theory of Change**

**Annex 3. Preliminary Evaluation Matrix**

**Annex 4. Overall Plan for Phase 1 Evaluations**

**Annex 5. Assets and Asset Categories for Selected Countries**

**Annex 6, 7 & 8. Country Specific TORs**

**Annex 9. Preliminary Methodology Guide**

## **Annex 1. Glossary of terms**

**Asset:** Anything considered valuable or useful, such as a skill, a quality, or a person. In the Sustainable Livelihoods Framework, the following six categories of assets are defined:

- **human:** health and nutrition status, physical capacity, skills, level of education, etc.;
- **social:** household, gender, kinship and other networks; community groups; values and attitudes; etc.;
- **financial:** income; credit and loans; savings; liquid assets; etc.;
- **physical:** productive items such as tools and equipment, stores, housing, livestock, and infrastructure;
- **natural:** land, water, forests, etc.;
- **political:** power relationships, access to – and influence over – local and higher- level government processes.

*(Comprehensive Food Security & Vulnerability Analysis Guidelines. 2009)*

**Community:** People who live in a local administrative unit, such as in a municipality; or are associated ethnically such as in a tribe; or belong to a local rural or urban ecosystem, such as people of a neighborhood; or individuals with a common framework of interests. A community is not a homogeneous entity, and there are relationships of power within it. The members of a community have different needs, priorities and roles. Some communities are divided into clusters of sub-communities or large groups – therefore, some community assets may serve predominantly one part of the community and less of the other (for example, a school will only benefit those households with school-age children).

*(WFP FFA Manual, 2010)*

**Coping strategies:** Activities to which people resort to obtain food, income, and/or services when their normal means of livelihood have been disrupted. *(Comprehensive Food Security & Vulnerability Analysis Guidelines. 2009)*

**Disaster:** A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. *(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Disaster Mitigation:** Measures taken in a disaster-prone area to reduce the likelihood of disasters and the impacts of those that occur, including measures to reduce potential losses that could result from natural and other hazards to which the area is prone. Mitigation comprises vulnerability reduction, preparedness and remedial measures. *(Disaster Mitigation Guidelines for WFP Assistance 2002)*

**Disaster Preparedness:** Awareness of the likely effects of a natural, social or technological phenomenon and the readiness and ability to organize a timely, appropriate and effective response. For WFP the focus of preparedness is on the capacity and readiness of local populations to meet food needs in the wake of a disaster. *(Disaster Mitigation Guidelines for WFP Assistance 2002)*.

**Disaster risk:** The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.

*(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Disaster risk management:** The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

*(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Disaster risk reduction:** The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

*(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Early warning system:** The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss.

*(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Exposure:** People, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.

*(UNISDR Terminology on Disaster Risk Reduction. 2009)*

**Facility / Infrastructure Assets:** These are assets that support and strengthen a community to recover from and rebuild livelihoods after a critical shock. Examples of such assets could be the building of a school that may have been destroyed during a conflict, the establishment of a health centre in the area of return for IDP's, or the rebuilding of a dam or main irrigation canal destroyed by flooding. When determining which assets to develop and measure for the project, it must be ensured that these have a direct relevance and positive impact on prevailing livelihoods.

*(WFP FFA Manual, 2010)*

**Food Assistance for Assets (FFA):** is a use of food assistance (via one or more modalities) to establish or rehabilitate a livelihood asset (whether physical, natural and/or human). *(WFP FFA Manual, 2010).*

**Household:** A socio-economic unit consisting of individuals who live together. As multiple households can live in the same dwelling, a simple way of thinking of households is as 'a group of individuals that share/eat from the same pot' (i.e. share economic resources). Households vary greatly in structure and membership from one culture and society to another; a household's structure and composition should always be examined as part of initial information gathering. *(WFP FFA Manual, 2010)*

**Livelihoods** – The capabilities, assets (both material and social), and activities required for a means of living linked to survival and future well-being. . (Comprehensive Food Security & Vulnerability Analysis Guidelines. 2009)

**Livelihood strategies** – The means by which households use resources, household assets, and skills to obtain the income necessary for welfare goals such as enjoying food security, living a healthy life, having sufficient shelter, and educating their children. (Comprehensive Food Security & Vulnerability Analysis Guidelines. 2009)

**Mitigation:** The lessening or limitation of the adverse impacts of hazards and related disasters. (UNISDR Terminology on Disaster Risk Reduction. 2009)

**Natural hazard:** Natural process or phenomenon that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. (UNISDR Terminology on Disaster Risk Reduction. 2009)

**Resilience:** The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions. (UNISDR Terminology on Disaster Risk Reduction. 2009)

**Resilience** – The ability of a system, community, or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation of its essential basic structures and functions. (WFP Policy on Disaster Risk Reduction and Management, 2011)

**‘Resiliency Based’ Household Assets:** These are assets that support and strengthen a households’ ability to prepare for and resist shocks, and which mitigate the negative impacts of these shocks when they occur. ‘Resiliency-based’ household assets need to be considered as a package to maximise positive impact at the outcome level. Examples of this would be private woodlots and fuel efficient stoves, fruit trees and beekeeping equipment, agricultural tools and improved seed storage systems, etc. When determining which assets to develop and measure for the project, it must be ensured that these have a direct relevance and positive impact on prevailing livelihoods. (WFP FFA Manual, 2010)

**‘Resiliency-based’ Community Assets:** These are assets that support and strengthen a community to prepare for and resist shocks, and which mitigate the negative impacts of these shocks on households when they occur. Examples of such assets could be an all-weather feeder road that ensures that the community is not cut-off during high winter snowfalls, or a dyke that protects a river bank from flooding. (WFP FFA Manual, 2010)

**Resilience, Community:** The capacity to: i) absorb stress or destructive forces through resistance or adaptation; ii) manage or maintain certain basic functions and structures during disastrous events, and; iii) recover or “bounce back” after an event. (WFP Policy on Disaster Risk Reduction, 2009)

**Risk:** Combination of people's exposure (vulnerability) to a hazard/shock with their means to reduce the negative consequences of the event. Reducing disaster risk both lessens human vulnerability (prevents impact) and strengthens resilience. (*WFP Policy on Disaster Risk Reduction, 2009*)

**Vulnerability:** The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. (*UNISDR Terminology on Disaster Risk Reduction. 2009*)

**Vulnerability, Disaster:** The predisposition of a society or household to suffer food insecurity or loss when exposed to natural, sociological or technological hazards and inability to cope with resulting damage; the potential inability of a household or community to meet their minimum food requirements in the event of a disaster. (*Disaster Mitigation Guidelines for WFP Assistance 2002*)

**Vulnerability to food insecurity** – Conditions that increase the susceptibility of a household to the impact on food security in case of a shock. Vulnerability is a function of how a household's livelihood would be affected by a specific hazard and how it would manage to cope with this impact. (*Comprehensive Food Security & Vulnerability Analysis Guidelines 2009*)

## Annex 2. Theory of Change

<b>Inputs / Resources</b>	<b>Assumptions</b>	<b>Outputs / Activities</b>	<b>Assumptions</b>	<b>Short-term</b>	<b>Assumptions</b>	<b>Medium-term</b>	<b>Long-term</b>
<b>Risk &amp; livelihoods analysis</b>	Correct identification of key constraints to food security and sustainable livelihoods Accurate analysis of role of natural resources in food security Identification of additional factors determining food insecurity among the most vulnerable – including social and institutional issues	Analysis carried out in collaboration with appropriate national and local expertise Analysis and planning engaged vulnerable members of the communities Documentation of analysis	Individuals, communities and local government are receptive and participating in risk analysis stages				
<b>FFA Activities</b>	Appropriate assets identified for construction/reconstruction Strategic selection of intervention sites in order to have anticipated livelihoods and geo-physical impacts Integration with local and national planning processes and sector priorities Scale of interventions appropriate to enable impact Asset design and quality of construction adequate Asset results in anticipated geophysical changes and increased productivity	Identification of potential strategic interventions by intervention type and context Selection of assets in collaboration with community and local planning staff Asset specification, design and construction	Communities are receptive and participating at design and implementation stages Predictable food/cash delivery schedules Capable & knowledgeable sustained local institutions and/or NGO present at field level	Assets are created which benefit the poor Creation of assets has anticipated short term geophysical impact on water, soil, flood pattern, biodiversity, etc impacts positively on food production activities among target population Poor and vulnerable avoid negative	Distribution of direct and indirect impact of assets and asset development (training, food or cash) benefit the poor Asset continues to be fit for purpose in the medium term Asset continues to confer benefits over time	Increase in land productivity Household Asset Score improved (diversification of livelihoods, increase in labor demand) Community Asset Scores improved Food consumption score Overall health status improved (MUAC) Improved food security, access and type of food	Reduced environmental vulnerability Reduced overall impact of disasters Reduced food insecurity and improved livelihoods SO 2.2 - Support & enhance resilience of communities to shocks through safety-nets or asset creation SO 3.2 – Support the reestablishment of livelihoods and food & nutrition security on communities and households affected by
<b>Inputs: Food and Non Food– tools, infrastructure material</b>	Adequate and appropriate material resources provided Sufficient resources available for capital inputs Timely provision of materials Food/cash delivered as planned and scheduled appropriately	Adequate and timely food/cash inputs made available Complementary non-food inputs provided on time and in the right combination to enable construction	No food or non-food pipeline breaks or delays Appropriate ration provided				
<b>Technical assistance</b>	Relevant technical assistance available at appropriate level and required time to ensure quality asset construction	Technical assistance provided as required	Technical assistance is of high quality				

<b>Training and capacity development</b>	Ensure adequate technical skills for implementation and management available at appropriate level	Technical skills development programme implemented User committee trained in community mobilisation, participation and asset management	Capacities of authorities, partners and communities are built and increase over time (post-shock)	coping strategies when faced with shocks and stress Creation of assets reduces immediate vulnerability to shocks and stress			shock
<b>Complementary WFP interventions</b>	Interventions such as income generation, micro-finance, marketing, agricultural extension etc. also provided to enhance impact of assets created on food security	Implementation of innovative complementary interventions					
<b>Complementary interventions by other agencies</b>	WFP intervention integrated with activities of other agencies to ensure synergies and avoid duplication and competition. Complementary emergency and non-emergency interventions provided (therapeutic feeding, WASH, etc.)	Strategic integration of WFP assets with inputs from other agents					
Local government/community ownership and maintenance	Asset ownership agreed and responsibility for maintenance established, with budgets and plans for maintenance agreed and adhered to, to ensure ongoing asset functioning in the medium term User committee formed and working effectively over time, including giving voice to vulnerable members of the community	User committee functional Asset maintenance programme implemented	Sustained community and local authorities commitment for asset maintenance Assets appropriately sited and constructed to avoid excessive maintenance costs				



### Annex 3. Preliminary Evaluation Matrix

Key Question	Sub-Question	Indicator	Methodology
	1.1 To what extent are the assets created still functioning to the standards and for the purposes expected?	Comparison of asset condition to expected technical standards; use of the asset as compared to its expected use	Component 1: Technical appraisal, site visits
Q.1 What positive or negative impacts have FFA activities had on individuals within participating households and communities?	1.2 What bio-physical outcomes (i.e. erosion, water availability, flooding, and vegetation cover, production from agriculture or forestry) have been associated with the assets developed?	Effective life expectancy/functionality of the asset created Specific indicator of bio-physical outcome to be defined by the technical expert and dependent on the assets	Component 1: Technical appraisal, site visits Component 3: Focus group discussions
	1.3 What effects have these outcomes had on land productivity?	To be defined by the technical expert and dependent on the assets, e.g. afforestation, SWC on crop land, water availability and so on	Component 1: Technical appraisal, site visits Component 3: Focus group discussions
	1.4 What effects have the bio-physical outcomes had on the food security and livelihoods of participating households and communities?	Condition of housing and number and quality of other assets, income/consumption, coping with shocks/vulnerability, livelihood diversification strategies/activities, food security (access to food and right type of food, etc.), food consumption score, mid-upper arm circumference productivity, HH and community asset score or equivalent	Component 2: HH survey/secondary data
	1.5 How were impacts distributed among different wealth categories, and between men and women?	Number, quality of assets, income/consumption, empowerment and power relations, workload, disaggregated by socio-economic status and gender,	Component 2: HH survey Component 3: Focus group discussions Component 4: SNA
	1.6 What effects did FFA outcomes and participation in FFA programmes have on women and girls including distribution of resources, workload and empowerment?	Change in resource distribution to women, effects of workload on women, change in level of empowerment	Component 2: HH survey Component 3: Focus group discussions
	1.7 To what extent did FFA activities or the assets that were built through FFA affect the resilience of households or communities in terms of diversifying livelihoods and withstanding subsequent shocks?	Community and Household asset score or equivalent Level of effects of subsequent shock	Component 2: Community survey/secondary data Component 3: Focus group discussions; document review
	1.8 To what extent did the benefits of FFA interventions had an impact on other, non-participant communities (spill over effects)?	Number, type and location of assets reported to have been transferred outside of treatment areas Changes in condition of non-participants within the same community	Component 4: SNA
	1.9 What were the main costs related with asset development including opportunity costs and maintenance costs?	Asset maintained to adequate level to ensure functionality Actual maintenance costs compared with expected cost Cost of maintenance (monetary and time undertaken) born by which members of community or government	Component 1: Technical appraisal; site visits Component 2: HH survey/secondary data Component 3: Focus group discussions

Q2. What factors were critical in affecting outcomes and impact?	Q2.1 Planning processes: technical appropriateness and quality, modality, programme category, targeting, participation of women in priority setting, community leadership	Comparison of asset quality, output/outcome results and process findings between different types of project categories Community perceptions Rating of conformance of asset construction to technical guidelines/international good practice Targeting, selection and construction documentation	Component 1: Technical appraisal, site visits Component 2: HH survey/secondary data Component 3: Focus group discussions; document review
	Q2.2 Contextual factors: socio-economic, political, security, property-rights, market-related, coherence with government and local priorities and plans; presence/absence of complementary activities/institutions,	Degree of coherence with plans and priorities Analysis of market and other factors and their likely effect on FFA in the country context Type and location of complementary activities and institutions	Component 2: HH survey/secondary data Component 3: Focus groups/Document review Component 4: SNA
	Q2.3 Implementation issues: food assistance issues including amount of food assistance, duration, timing sharing, provision of appropriate non-food items	Ration size compared to recommended Timing of delivery compared to seasonal calendars Reported degree of sharing of food Duration in weeks, months or years by overall project and by participant within the project Reports of adequacy of non-food items	Component 2: HH survey/secondary data Component 3: Focus groups/Document review
	Q2.4 Capacity and support: provision of adequate technical support from WFP or partners, contribution of food for training.	Opinions of communities and other stakeholders Analysis of asset quality for obvious technical problems Training records and community and partner opinions regarding training	Component 2: HH survey/secondary data Component 3: Focus groups/Document review
Q3. How could the FFA activities be improved to address findings emerging from analysis in Key Questions 1 and 2?	Consistency with national and local development plans, possibly FFA national capacity index or equivalent Documentary evidence of other activities and coherence Perceptions of partners	Component 2: HH survey/secondary data Component 3: Focus group discussions; document review Component 4: SNA	

#### Annex 4. Overall Plan for Phase 1 Evaluations

	Phase/Milestone	Start	End	2012						2013										
				Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
Guatemala	Inception Phase	10/09/2012	07/10/2012																	
	Evaluation Phase	22/10/2012	18/11/2012																	
	Eval Analysis & Report Prep	19/11/2012	30/12/2012																	
	Eval Report & SER Review/Finalization	31/12/2012	31/03/2013																	
	Final Report Completed	31/03/2013																		
	EB Presentation	04-08/11/2013																		
Bangladesh	Inception Phase	26/11/2012	23/12/2012																	
	Evaluation Phase	07/01/2013	03/02/2013																	
	Eval Analysis & Report Prep	04/02/2013	17/03/2013																	
	Eval Report & SER Review/Finalization	18/03/2013	16/06/2013																	
	Final Report Completed	16/06/2013																		
	EB Presentation	04-08/11/2013																		
Nepal	Inception Phase	21/01/2013	17/02/2013																	
	Evaluation Phase	04/03/2013	31/03/2013																	
	Eval Analysis & Report Prep	01/04/2013	19/05/2013																	
	Eval Report & SER Review/Finalization	13/05/2013	11/08/2013																	
	Final Report Deadline	11/08/2013																		
	EB Presentation	04-08/11/2013																		
Team Leaders Workshop	19/11/2012	25/11/2012						X												
TOR Prep/Review/Contracting	06/07/2012	09/09/2012																		

## Annex 5. Assets and Asset Categories for Selected Countries

(√ assets for inclusion in evaluation)

Nepal		Guatemala		Bangladesh	
<b>Category: Agriculture &amp; land management</b>					
Agriculture land improvement	√	Chopped soil			
Livestock Shed		Family Orchards			
Seed Multiplication		Masal selection of basic grains			
Proper Compost Making		Organic Fertilizer			
Polyhouse		Bench terraces construction	√		
Community Demonstration Garden		Continuous terraces	√		
Model Kitchen Garden		Individual terraces	√		
Green House Facility		Rehabilitation of Soil	√		
Culture Conservation		Not burning and stubble distribution			
		Improvement of agricultural infrastructure			
		Live barriers	√		
		Dead barriers	√		
		Stone walls	√		
<b>Category: Forestry/Agroforestry</b>					
Community nursery		Agroforestry systems	√		
Plantation work	√	Forestry gardens	√		
		Maintenance forestry	√		
		Tree planting	√		
<b>Category: Water Management</b>					
Community Pond	√	Small irrigation system	√	Canal	√
Irrigation Scheme	√	Construction of drains	√	Pond	√
Water Harvest	√	Reservoirs and tanks	√		
Water Source Improvement	√	Infiltration ditches	√		
MUS		Somero well rehabilitation	√		
Microhydro	√	Water system construction			
Drinking water	√	Water system rehabilitation			
		Plastic water reservoir	√		
		Ditches and wungals	√		
<b>Category: Infrastructures</b>					
Community Facility		Construction of retaining walls			
School Facility		Health centers structure			
		Education infrastructure			
		Houses rehabilitation			
		Housing Construction			
		Rehabilitation of school			
<b>Category: Access infrastructures</b>					
Road		Footbridges		Road	
Trail		Hammock bridges			
Bridge		Open road with machinery			
		Opening roads			
		Rehabilitation of roads			
		Vehicular bridges			
<b>Category: Energy Efficiency</b>					
Solar Home Support		Improved stoves			
Cooking Stove Support					
Water Mill					
<b>Category: Flood protection</b>					
River Bank Protection	√			Ground raising	√
				Homestead raising	√
				Embankment	√
<b>Category: Waste management +sanitation</b>					
Waste Management Support		Gray water filters			
		Construction of latrines			
		Drainpipe rehabilitation			
<b>Category: Training</b>					
Training on Farmer Field School		Training		FFT	
General Training					

## **Acronyms**

CFA	Cash for Assets
CO	Country Office
CP	Country Programmes
DRR	Disaster Risk Reduction
EMOP	Emergency Operations
EQAS	evaluation quality assurance system
FAO	Food and Agricultural Organization
FAO	Food and Agriculture Organization of the United Nations
FFA	Food for Assets
FFT	Food for Training
FFW	Food for Work
IFAD	International Fund for Agricultural Development
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IRG	Internal Reference Group
ODI	Overseas Development Institute
OE	Office of Evaluation
PRRO	Protracted Relief and Recovery Operation
RB	Regional Bureau
SLF	sustainable livelihood framework
SO	WFP's Strategic Objective
SOFA	FAO State of the World's Food and Agriculture

## TOR Annex 8: Nepal: Evaluation of the Impact of FFA on Livelihood Resilience

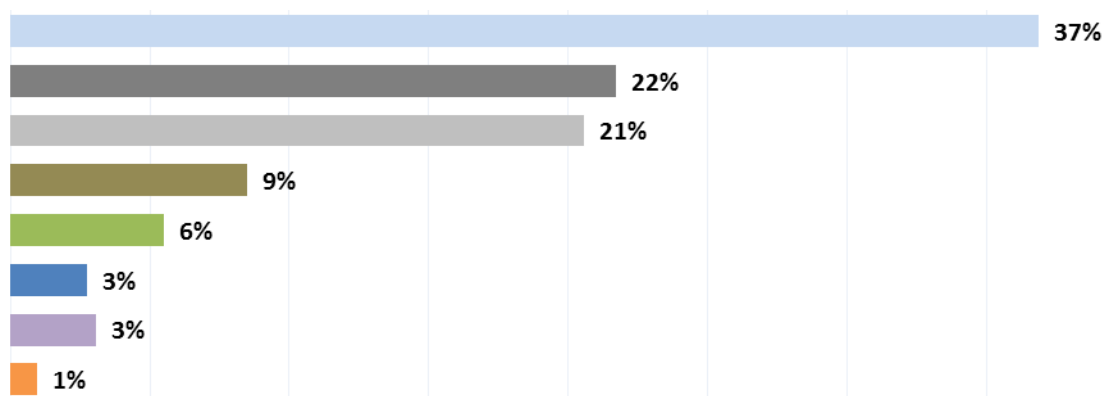
- WFP Projects with FFA: 3 (1 CP, 2 PRRO)
- Since: 2002
- Areas of Intervention



Water Management ✓	Forestry/ Agroforestry ✓	Agriculture & Land Management ✓
Infrastructure ✓	Access Infrastructure ✓	Energy Efficiency ✓
Flood Protection ✓	Waste management+ Sanitation ✓	Training ✓

Areas of

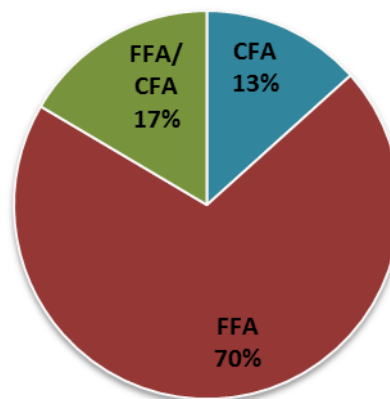
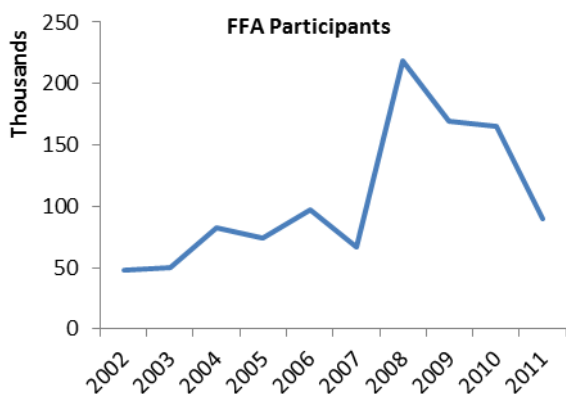
Total No of FFA Projects by Area of intervention (2007-2011)



Project	Project Type	Title
10093.0	CP	Country Programme Nepal (2002-2006)
10676.0	PRRO	Food Assistance for Conflict-Affected Populations in Nepal
200152	PRRO	Assistance to Food-insecure Populations in the Mid- and Far-West Hill and Mountain Regions

### Timeline

2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
CP 10093.0*					PRRO 10676.0				PRRO 200152	
	QUIP		PLIC							



<sup>1</sup> RCIW modality has been merged with FFA  
Sources: SPRs, Country Office

## 1. Country Context

Nepal is one of the least developed countries in the world, ranking 142<sup>nd</sup> out of 177 countries on the 2008 Human Development Index<sup>2</sup>. Nepal's recent decade long civil conflict significantly impaired economic development. Since the signing of the comprehensive peace agreement, expected economic growth has been largely overshadowed by a fragile political situation and turbulent political transition (including frequent labour strikes, general strikes (bandhs) and prevailing insecurity), which has affected the ability of government to focus on economic development.

The rate of poverty was reduced from 42% in 1995/96 to 31% in 2003/04 primarily due to a large increase in remittance income (which now represents 22%-25% of GDP). However, poverty remains considerable and high inflation over the past few years is undermining gains made during the prior decade. Food price inflation (at 18.1% in February 2010) remains a key driver of inflation<sup>42</sup>.

In recent years Nepal has faced a number of significant food security challenges, including a protracted conflict and recovery process. Nepal is susceptible to climate change and in recent years the impact of severe weather shocks such as drought, erratic rainfall and flooding (on top of significant population growth) have resulted in regular negative food production balances for the first time in history. Over 3.5 million Nepalese people are estimated to be food insecure and in the most food insecure districts of the country average rates of acute malnutrition are higher than 10-15%<sup>43</sup>. Three and half million people in Nepal are considered to be moderately to severely food insecure and 41% of the population is estimated to be undernourished<sup>44</sup>.

<sup>42</sup> Nepal Rastra Bank, 2008 & 2009. Inflation figures.

<sup>43</sup> WFP Nepal Country Strategy 2012-2013

<sup>44</sup> FAO and WFP, 2007, Joint Food Security Assessment.

Geography plays an important role in food insecurity and poverty in Nepal, with remote mid and far-western hill and mountain areas suffering from a combination of factors including lack of access, poor agricultural production capacity and frequent natural disasters, particularly floods and droughts.

One of the key priorities of the government of Nepal is investment in infrastructures and rural development. WFP works together with the Government to address the issues identified in the WFP Nepal Country Strategy by increasing productive work activities that focus on the development of community assets which support agricultural production, longer term food security and enhanced resilience to shocks<sup>45</sup>.

Priority 1.4 of the Country Strategy aims to improve agricultural production, develop alternative livelihood options and strengthen food markets in food insecure areas. Through the implementation of food and/or cash for assets/training, WFP will increase emphasis on the building of assets providing alternative livelihoods and increasing the resilience of vulnerable households exposed to the negative impacts of climate change and environmental degradation<sup>46</sup>.


**Table 1. Overview of WFP FFA activities in Nepal**

	CP 10093.0	PRRO 10676.0	PRRO 200152
Title	Country Programme Nepal (2002-2006)	Food Assistance for Conflict-Affected Populations in Nepal	Assistance to Food-insecure Populations in the Mid- and Far-West Hill and Mountain Regions
Time Frame (actual)	Jan 2002 - Dec 2006 (1)	Sept 2007- Dec 2010	Jan 2001-Dec 2012
CFA	-	X	X
FFA	X	X	X
Ration & working days	The food ration (4 Kg of rice per working day or a total ration of 280 Kg per year) covers the average requirements of a family for 4 months annually (average of 70 work days per year)	40 kg of rice and 5 kg of pulses for every 10 working days per month for an average period of 4 months	40 kg of rice and 5 kg of pulses for every 10 workdays per month for 4 months each year
FFA objectives	Rural Community Infrastructure Works (RCIW): 1) assist poor people in developing productive assets that improve physical access, agricultural production and natural resource management. 2) enhance skills, capacities and income opportunities at the local level. 3) preserve assets and prevent or mitigate the effects of natural disasters	1) Provide short-term food security 2) rebuild/construct critical infrastructure through FFW schemes in rural areas highly impacted by conflict 3) improve market access, create short-term employment opportunities and facilitate access to basic social service delivery.	1) foster improved community resilience through the creation of productive assets and agricultural/livelihood training 2) address the immediate, short-term food needs of vulnerable populations, and support their recovery from multiple shocks 3) increase market access and alternative livelihood and income-generating opportunities
FFA Areas of intervention	Agriculture and Land Management Forestry/Agroforestry Water Management Infrastructures Access Infrastructures Flood Protection Training	Agriculture and Land Management Forestry/Agroforestry Water Management Infrastructures Access Infrastructures Energy Efficiency Flood Protection Waste management+Sanitation Training	Agriculture and Land Management Forestry/Agroforestry Water Management Infrastructures Access Infrastructures Energy Efficiency Flood Protection Training

<sup>45</sup> WFP Nepal Country Strategy 2012-2013

<sup>46</sup> WFP Nepal Country Strategy 2010-2013



Outputs	Core project: Roads & trails Others: flood and soil erosion control structures, small-scale irrigation facilities, horticulture, agroforestry, soil and water conservation structures in watersheds	Critical infrastructures: (re)construction of schools, health clinics, roads, bridges, foot trails	Small-scale irrigation and other water management systems, riverbank protection, greenhouses, orchards and fish ponds, feeder roads and trails
Geographical Coverage (Region & district)	Far-western (Darchula, Baitadi, Dadeldhura, Doti, Bajhang, Bajura, Achham) Mid-western (Humla, Mugu, Jumla, Dolpa, Salyan, Pyuthan, Jajarkot, Kalikot, Dailekh) Central Region (Makawanpur, Sindhupalchok, Dolakha, Ramechhap, Kavre) East (Udayapur, Dhanusha, Siraha, Saptari)	Far-western (Darchula, Baitadi, Dadeldhura, Doti, Bajhang, Bajura, Achham) Mid-western (Humla, Mugu, Jumla, Dolpa, Salyan, Pyuthan, Jajarkot, Kalikot, Dailekh, Rukum, Rolpa) Central Region (Makawanpur, Sindhupalchok, Dolakha, Ramechhap, Kavre, Sindhuli) East (Udayapur, Dhanusha, Siraha, Saptari)	Far-western (Darchula, Baitadi, Dadeldhura, Doti, Bajhang, Bajura, Achham) Mid-western (Humla, Mugu, Jumla, Dolpa, Jajarkot, Kalikot, Dailekh, Rukum, Rolpa)
			

## 1.1 WFP's FFA in Nepal

WFP has worked in Nepal since the 1960s and has implemented Food for Assets activities since 1995.

In 1996, WFP Nepal in partnership with the Government of Nepal and other partners initiated the Rural Community Infrastructure Works (RCIW) aimed at helping poor households living in rural areas to cope with food insecurity, unemployment and environmental degradation. Initially, FFA as a modality within RCIW intended to improve the short-term food security of poor households. In 2002, an RCIW component was included in the Country Programme (CP) 2002-2006. At this time, the purpose of FFA was expanded after consideration of the lessons learnt during the first years of RCIW to focus on improving the long-term food security and livelihoods of the poorest districts in Nepal<sup>47</sup>, especially in the mid and far-western hill and mountain regions.

Guided by the principles of participation, transparency and sustainability, RCIW aimed at assisting poor people in benefiting from the assets created on a long-term basis. The approach used was a combination of core projects such as roads, community level micro projects and complementary activities. Through food and cash for assets, RCIW provided short-term employment while working together with communities to identify and prioritise their needs in order to develop assets for long-term food security and community development.

<sup>47</sup> WFP. Rural Community Infrastructure Works Programme. A Decade of RCIW 1996-2007. 2008.

FFA schemes included roads to link the most remote Village Development Committees (VDCs)<sup>48</sup> to the main road networks, small irrigation schemes, ponds, flood control measures such as river control structures, agroforestry projects and soil erosion control structures.

In the short-term, RCIW aimed to provide food and cash to food insecure people; a review of activities in 2008 indicated that it also generated employment that resulted in a decrease in seasonal migration and improved the quality of life of rural people in other ways<sup>49</sup>. For example, roads construction increased access to markets and main centres, decreased long-distance walking hours, improved access to social infrastructures and reduced cost of transportations and commodities. The development of natural resource assets contributed to increased food production, income and improved food security. Other assets like embankments and river control measures prevented villages and agricultural fields to be washed away by floods during the rainy seasons.

The review indicated that part of the success of the programme came as a result of effective partnership with the Government of Nepal, DFID, GTZ and user groups that enabled WFP to continue implementation of its activities during the years of conflict that characterized almost 10 years history between 1996 and 2006.

To this end, QIC<sup>50</sup> and PLIC<sup>51</sup> (a new modality for using RCIW resources provided by WFP) project components under the CP were implemented in conflict –affected districts by WFP and its partners in areas where government’s access was restricted.

Between 2007 and 2011, FFA continued mainly under two PRROs aimed at providing assistance to food insecure people affected by conflict and recurrent droughts.

The first years of FFA under PRRO 10676.0 (2007-2010) were mainly focused on rebuilding critical infrastructure damaged by the conflict; in the subsequent years, it evolved towards developing assets that aimed to improve food security, long-term livelihoods, and reduced vulnerability. Through community-based approach, FFA served also the ultimate objectives of maintaining peace and facilitating an atmosphere of reconciliation between communities and returnees displaced by the conflict<sup>52</sup>.

The main beneficiaries of this PRRO were food insecure populations in conflict-affected areas and those more exposed to natural disasters. The ration of 40Kg of rice and 5 of pulses for every 10 working days per month for a total period of 4 months allowed beneficiaries to better cope during the seasonal lean periods.

The focus on both short and long term objectives and the creation of assets for long-term food security was replicated in PRRO 200152 that started in 2011.

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<sup>48</sup> VDC is similar to a municipality in Nepal, which is the lower administrative part of the local development ministry, and can comprise multiple settlements.

<sup>49</sup> WFP. Rural Community Infrastructure Works Programme. A Decade of RCIW 1996-2007. 2008

<sup>50</sup> Quick Impact Projects

<sup>51</sup> Protecting Livelihood in Crisis

<sup>52</sup> WFP Project Document PRRO 10676.0

The recent Country Portfolio Evaluation indicated that alignment of PRRO activities with government priorities began to decline in 2009. Although WFP attempted to address medium-term livelihood recovery needs, constraints related to multi-year funding for more development-oriented interventions prevented better alignment. Government capacity development has become a priority for both donors and the Government, but is not consistent with WFP's approach of working primarily with NGOs for FFA interventions<sup>53</sup>.

Overall, the evaluation found that WFP met or exceeded its FFA targets during the evaluation period; it was able to reach large numbers of people, reduce immediate food shortage problems and protect assets and livelihoods in the short term. Significant impacts in increased income, reduced migration and reduced use of credit for food purchase were shown in 2008 and 2009. The evaluation was less definitive on whether FFA activities created longer-term household assets or improved livelihood conditions. One of the main problems was that most of the households that WFP works with are chronically food-insecure. Greater impact was achieved when WFP FFA activities were combined with complementary programmes implemented by the German Agency for Technical Cooperation (GTZ) or Mercy Corps.

Consistent with the recommendations of the Country Portfolio Evaluation, FFA activities were implemented in fewer districts targeting the most vulnerable populations in mid and far west hill and mountain regions allowing for better synergy between programme activities and more intensive use of resources. In 2011, FFA activities under this PRRO covered 21 districts and 225 VDCs. The evaluation also recommended that communities be given a greater say in determining the ratio of food to cash in programming.

The main FFA objective of the project was to improve community resilience through the creation of productive assets and agricultural /livelihood training in order to increase market access, provide a source of livelihood and income and increase resilience of communities to multiple shocks. Out of 757 FFA schemes in 2011, 346 were implemented in the water management sector (community ponds, irrigation schemes etc.) representing 46% of the total, followed by agriculture and land management (22%), access infrastructure (15%), and the others.

For the entire period covered by both PRROs (2007-2011) an average of about 128,000 participants were supported, amongst whom 46% were women. During this period, 2,741 FFA projects were undertaken in almost 36 districts and 584 VDCs. These related to:

- Water management (37%) - mainly community ponds, irrigation schemes, water source improvements.
- Access infrastructure (22%) – mainly bridges, roads and trails to connect people living in isolated and remote areas to the main national roads.
- Infrastructure (21%) such as community and school facilities created mainly during the first years of the first PRRO to reconstruct critical infrastructures impacted by the conflict.

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<sup>53</sup> Summary Evaluation Report Nepal Country Portfolio WFP/EB.2/2010/6- B 24 September 2010

- Agriculture and land management (9%), followed by forestry and flood protection.

Table 2 provides an overall picture of the FFA projects implemented between 2007 and 2011 in the 36 districts.

**Table 2. FFA projects in Nepal 2007-2011**

o	Access Infrastructure	Agriculture & land management	Energy Efficiency	Flood Protection	Forestry/ Agroforestry	Infrastructure	Training	Waste Management+ Sanitation	Water Management	Total
Achham	32	18		5	6	44	6		78	189
Baitadi	42	25	2			31			80	180
Bajhang	36	20	1	3	3	54	16		106	239
Bajura	21	2		2	15	44	8		65	157
Banke									4	4
Bardiya									2	2
Dadeldhura	31	13		5	1	18			53	121
Dailekh	45	14	7	4	2	39			56	167
Darchula	18	60			37	2	26		33	176
Dhanusa	8									8
Dolakha	3									3
Dolpa	46	1				43			22	112
Doti	10	7				1			52	70
Gorkha	8	2	8			5		2	7	32
Humla	16	20	3		24	30			56	149
Jajarkot	37	3			1	25	4		56	126
Jumla	28	9		5	5	26			34	107
Kailali	65	1		33	3	49			43	194
Kalikot	7	1		2	6	15			43	74
Kanchanpur	14			11		18			9	52
Kavrepalanchok	2									2
Khotang	1				3				2	6
Makwanpur	5				7					12
Mugu	24	22	5		13	31	7		33	135
Pyuthan	14			1		12			19	46
Ramechhap	3									3
Rolpa	19				2	16			23	60
Rukum	14					39			31	84
Salyan	13				1	7			11	32
Saptari	10			2					7	19
Sindhupalchok	3									3
Siraha	2									2
Solukhumbu						1				1
Sunsari	4			2		2			3	11
Surkhet	6					12			18	36
Udayapur	8	15			22		17		65	127
Total Projects	595	233	26	75	151	564	84	2	1,011	2,741
Percentage	22%	9%	1%	3%	6%	21%	3%	0%	37%	100%

During this period, FFA activities have supported vulnerable communities to create assets aimed at reducing food insecurity and mitigate the effects of shocks while meeting their immediate food needs. Critical assets, in exchange for food and or cash have linked vulnerable and remote farmers to markets, increased agricultural production of small-holder farmers and provided safety nets; therefore, asset creation fostered an environment within which household incomes could rise<sup>54</sup>.

Cash or the combination of food and cash was introduced in 2007 in those areas where households have better access to markets. Monitoring and evaluation reports have shown that cash has effectively served as an incentive and been used to meet food needs whereas food only has been the preferred modality in areas where farmers have little arable land, limited purchasing power and access to markets<sup>55</sup>. In all the cases, WFP implemented food, cash or the combination of the two taking into consideration market conditions, delivery opportunities and beneficiaries' preferences. Between 2007 and 2011, 70% was provided in food only, combination of cash and food represented 17% followed by cash only (13%).

Training has accompanied FFA activities since assets creation programmes began in 1995. Trainings promoted skills, empowerment and sense of ownership, and helped communities to identify and prioritize their needs and build long-term capacities. Training on many different topics have been made available including seed production, vegetable/kitchen gardening and farmer field schools. Additional assets were reported to have been created by the beneficiaries as result of skill transfer provided by these trainings.

In Nepal, there is a strong emphasis on transparency and accountability during all the stages of the implementation of FFA activities. Mechanisms to help ensure transparency include participation of User Groups in the entire decision making processes related to project planning, construction, sustainability & maintenance of assets created. To this end, project books were maintained by User Groups to record all details of the FFA project; in addition, public audits were conducted by Users' committee (at least 2 times in a project period). In these audits, beneficiaries, members of user committees, VDC representatives and project partners participated in the meetings to review the timeliness and quality of the work as well as the beneficiary perspectives.

## **1.2 Data Availability**

The Country Office provided detailed FFA data and main figures on assets schemes, beneficiaries and geographical coverage over time for the years 2007-2011.

A baseline survey was conducted in 2007, while mid-term evaluations were undertaken in 2008 and 2009. In 2010, 1,200 household surveys from both beneficiary and non-beneficiary households were carried out and the results were included in an end-line report. The survey found that 36% of households reported that their incomes had increased and that they recovered from shocks faster than non-programme households. In addition, 80% of the assets were used by at least half of the people in the community with schools, bridges and trails being the most

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<sup>54</sup> WFP More than Roads: Using markets to feed the hungry in Nepal

<sup>55</sup> WFP Draft Country Programme 200319

functional and utilised<sup>56</sup>. Finally, most households believed that the training they received under FFA had or would improve their income or agricultural production.

### **1.3 Stakeholders and Users of the Evaluation**

Table 3 provides an overview of the main stakeholders in the evaluation. A more detailed analysis of interests and roles of each stakeholders in the evaluation will be further refined in the Inception Report.

Key direct stakeholders include those directly involved in the design and implementation of FFA projects including the FFA participants themselves. WFP worked closely with the Government of Nepal and International/local NGOs to implement its FFA activities creating synergies and enhancing the quality of the projects<sup>57</sup>. The Government of Nepal at the national and sub-national level has been one of the key partners with WFP under the RCIW programme; WFP has also worked closely with other UN agencies such as FAO on food security and agriculture-related activities.

Indirect stakeholders include key donor agencies that support FFA activities and have, therefore, an interest in knowing whether their funds have been spent efficiently and whether FFA interventions have met the objectives and expectations.

### **1.4 Communication with Stakeholders**

See Section 6.5 of the TOR for further details on communication.

Key outputs will be produced in English. Field work with communities will be conducted in local languages; translation may be necessary. The final evaluation report will be summarized for the Executive Board in all UN official languages.

The Summary Evaluation Report will be presented to the WFP Executive Board in November 2013.

### **1.5 Budget**

As outlined in 6.6 of the TOR, the evaluation will be funded from OE's Programme Support and Administrative budget. The overall budget figure for Nepal is US 180,000, reduced by \$20,000 because the inception mission was undertaken during the evaluability assessment and therefore, further inception phase analysis will be done as desk work. A detailed budget will be included in the Inception Report.

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<sup>56</sup> WFP End of Project Report 10676.0

<sup>57</sup> WFP End of Project Report PRRO 10676.0

**Table 3: Main Evaluation Users & Stakeholders**

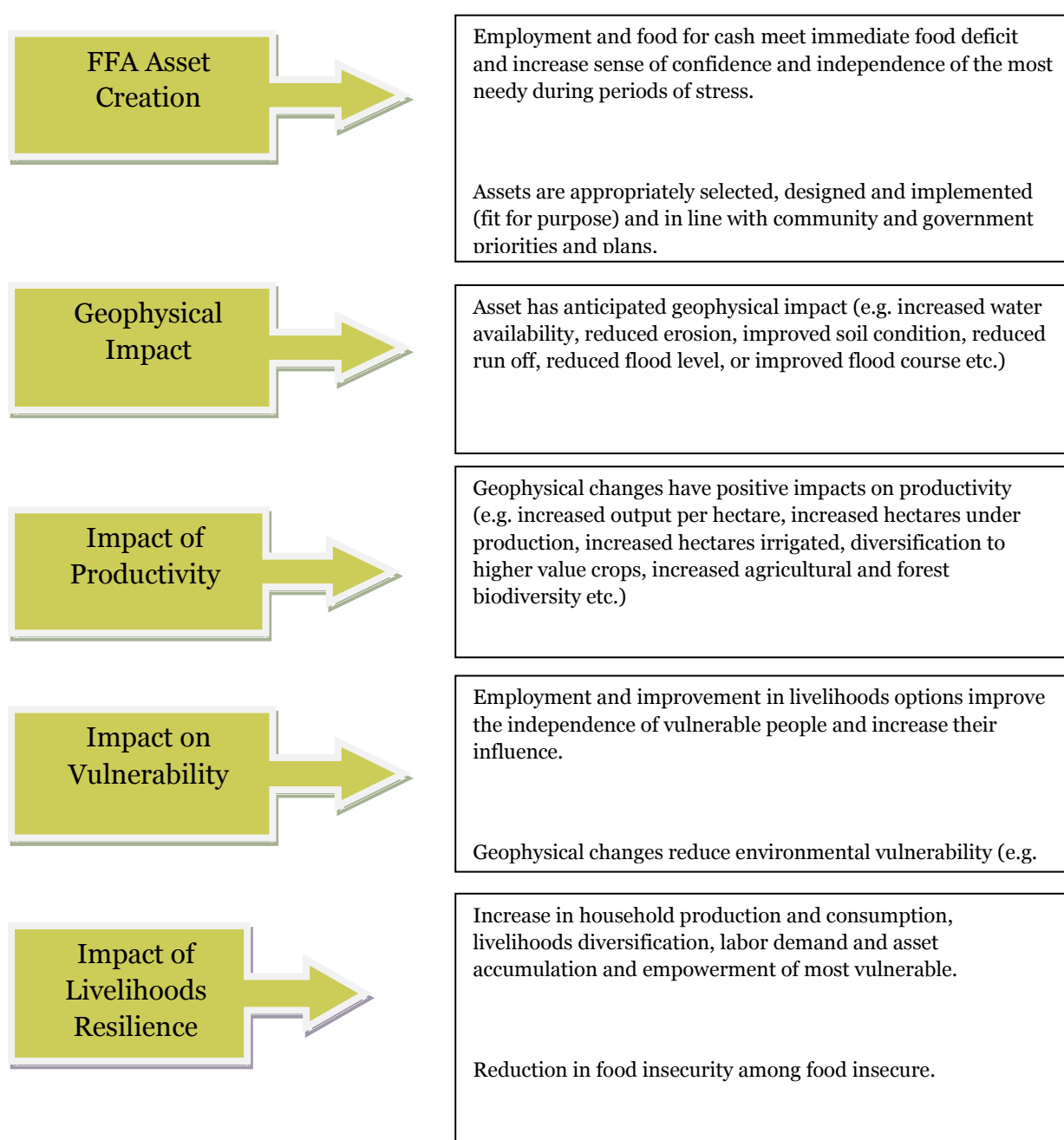
<b>Beneficiaries</b>	<b>Donors</b>	<b>Cooperating UN Agencies</b>	<b>Operational Governmental Partners</b>	<b>FFA Cooperating International</b>	<b>Local NGOs</b>
Vulnerable and food security Households	European Commission	UNFPA	Ministry of Agriculture and Cooperatives	Mercy Corps International	Manohari Development Institute
Communities affected by recurrent natural shocks	Government of Nepal	World Bank	Ministry of Local Development	Save the Children	ADRA Nepal
Conflict-affected populations	UN CERF	FAO	Village Development Committee (VDC)	GIZ	Development Project Services Centre
Women-headed households	UK	UNICEF	District Development Committee (DDC)	Concern Worldwide	District Road Support Programme
Indigenous groups	USA	UNDP		Hellen Keller International	Ecards
Rural communities	Netherlands	IFAD		Winrock International	Himalayan Health and Environmental Service
User Groups	Germany			World Education	National Trust for Nature Conservation
	Canada			The Mountain Institute	Pro Public
				Helvetas	SEBAC
					Support Activities for Poor Producers of Nepal

### Annex 3: WFP Food for Assets Theory of Change

This annex contains three elements. The first is the simplified logic model, the second is the WFP logic model for FFA and the third is a reflection on the ToC following the Nepal Evaluation.

**Figure A3.1 Simplified Logic Model / Theory of Change**

(represented from Impact Evaluation TORs page 16)





**Table A3.1: World Food Programme Outline Logic Model for Food for Assets Work**

<b>Inputs / Resources</b>	<b>Assumptions</b>	<b>Outputs / Activities</b>	<b>Assumptions</b>	<b>Short-term</b>	<b>Assumptions</b>	<b>Medium-term</b>	<b>Long-term</b>
<b>Risk &amp; livelihoods analysis:</b>	<p>Correct identification of key constraints to food security and sustainable livelihoods.</p> <p>Accurate analysis of role of natural resources in food security.</p> <p>Identification of additional factors determining food insecurity among the most vulnerable – including social and institutional issues.</p>	<p>Analysis carried out in collaboration with appropriate national and local expertise.</p> <p>Analysis and planning engaged vulnerable members of the communities.</p> <p>Documentation of analysis.</p>	<p>Individuals, communities and local government are receptive and participating in risk analysis stages.</p>				
<b>FFA Activities:</b>	<p>Appropriate assets identified for construction/reconstruction.</p> <p>Strategic selection of intervention sites in order to have anticipated livelihoods and geo-physical impacts.</p> <p>Integration with local and national planning processes and sector priorities.</p> <p>Scale of interventions appropriate to enable impact.</p> <p>Asset design and quality of construction adequate.</p> <p>Asset results in anticipated geophysical changes and increased productivity.</p>	<p>Identification of potential strategic interventions by intervention type and context.</p> <p>Selection of assets in collaboration with community and local planning staff.</p> <p>Asset specification, design and construction.</p>	<p>Communities are receptive and participating at design and implementation stages.</p> <p>Predicable food/cash delivery schedules.</p> <p>Capable &amp; knowledgeable sustained local institutions and/or NGO present at field level.</p>	<p>Assets are created which benefit the poor.</p> <p>Creation of assets has anticipated short term geophysical impact on water, soil, flood pattern, biodiversity, etc.</p> <p>Impacts positively on food production activities among target population.</p> <p>Poor and</p>	<p>Distribution of direct and indirect impact of assets and asset development (training, food or cash) benefit the poor.</p> <p>Asset continues to be fit for purpose in the medium term.</p> <p>Asset continues to confer benefits over time.</p>	<p>Increase in land productivity.</p> <p>Household Asset Score improved (diversification of livelihoods, increase in labor demand).</p> <p>Community Asset Scores improved.</p> <p>Food consumption score.</p> <p>Overall health status improved</p>	<p>Reduced environmental vulnerability.</p> <p>Reduced overall impact of disasters.</p> <p>Reduced food insecurity and improved livelihoods.</p> <p>SO 2.2 - Support &amp; enhance resilience of communities to shocks through safety-nets or asset creation.</p> <p>SO 3.2 – Support the reestablishment</p>

				vulnerable avoid negative coping strategies when faced with shocks and stress.  Creation of assets reduces immediate vulnerability to shocks and stress.		(MUAC). Improved food security, access and type of food.	of livelihoods and food & nutrition security on communities and households affected by shock.
<b>Inputs: Food and Non Food– tools, infrastructure material:</b>	Adequate and appropriate material resources provided.  Sufficient resources available for capital inputs.  Timely provision of materials.  Food/cash delivered as planned and scheduled appropriately.	Adequate and timely food/cash inputs made available.  Complementary non-food inputs provided on time and in the right combination to enable construction.	No food or non-food pipeline breaks or delays.  Appropriate ration provided.				
<b>Technical assistance:</b>	Relevant technical assistance available at appropriate level and required time to ensure quality asset construction.	Technical assistance provided as required.	Technical assistance is of high quality.				
<b>Training and capacity development:</b>	Ensure adequate technical skills for implementation and management available at appropriate level.	Technical skills development programme implemented.  User committee trained in community mobilisation, participation and asset management.	Capacities of authorities, partners and communities are built and increase over time (post-shock).				

<b>Complementary WFP interventions:</b>	Interventions such as income generation, micro-finance, marketing, agricultural extension etc. also provided to enhance impact of assets created on food security.	Implementation of innovative complementary interventions					
<b>Complementary interventions by other agencies:</b>	WFP intervention integrated with activities of other agencies to ensure synergies and avoid duplication and competition. Complementary emergency and non-emergency interventions provided (therapeutic feeding, WASH, etc.)	Strategic integration of WFP assets with inputs from other agents.					
Local government/community ownership and maintenance:	<p>Asset ownership agreed and responsibility for maintenance established, with budgets and plans for maintenance agreed and adhered to, to ensure ongoing asset functioning in the medium term.</p> <p>User committee formed and working effectively over time, including giving voice to vulnerable members of the community.</p>	<p>User committee functional.</p> <p>Asset maintenance programme implemented.</p>	<p>Sustained community and local authorities commitment for asset maintenance.</p> <p>Assets appropriately sited and constructed to avoid excessive maintenance costs.</p>				

## Reflections on the FFA Theory of Change

This section provides some reflections on the FFA Theory of Change generally and how this specifically is affected by evidence produced during this evaluation. In addition it is based on the evaluation teams expertise in both grass-roots level work within Nepal as well as with small-scale asset construction in a variety of sectors and countries.

It is presented here to support the WFP Nepal team in their consideration of a Theory of Change relating to C/FFA in Nepal that could help to understand how different assets create impact for different categories of households and how the impact can be sustained over time by effective planning and management.

1. It is critical to utilise the evidence from the WFP Nepal evaluation to reflect on the current ToC / Logic Model that is currently in use within WFP. It is important to stress that the Food for Assets ToC / Logic Model presented above were not in use when either the CP10093 or PRRO10676 were designed and implemented. These two programmes were designed to meet different situations with the CP10093 focusing on the provision of food aid to support the RCIW programme (roads primarily with a later focus on minor works) implemented with the Government of Nepal. The CP operated during the conflict period and was followed by PRRO10676 which was designed to support post-conflict reconstruction as well as to provide food aid during a time of severe drought in Nepal. The utilisation of a C/FFA programming approach designed over a longer term (CP) or short term (PRRO) can provide some insight into the current FFA Theory of Change and highlight some of the areas that are currently missing.
2. There are some issues that are important for the logic model generically as well as those that are specific to Nepal. The generic issues are presented first and then the Nepal specific issues. It should be noted that the generic issues are relevant for Nepal as well.

### Issues for the FFA Generic Logic Model

3. Understanding the bio-physical, geo-physical (especially in relation to high mountains, the cryosphere<sup>58</sup>) and earthquakes and socio-economic contexts becomes vital when considering the risks and livelihood analysis which underpin C/FFA work. Rather than unpick sub-theories for each asset type (forestry, agriculture, access assets and community infrastructure) it may be more important to understand clearly the livelihood strategies for different categories of household (and household in different times in household life cycle) and how the work on different assets can interact positively. For example the development of NTFPs is substantively different in different agro-ecological zones as is the ability to market key products. The ability of women to engage in NTFP work may be based upon them not having to spend large amounts of time meeting a basic need for drinking water. The asset creation needs to be both sequential and synergistic and the way that household types engage with different assets available is also based on their levels of current assets including labour, education, social networks etc. Engagement with assets may also change over time as households are created, split, age, have young children and have strong

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<sup>58</sup> Including issues such as Glacier Lake Outburst Floods see for instance <http://www.icimod.org/?q=235>

intra-household variability. It is possible that the understanding of longer term development trajectories within communities and households that will help to move WFP Nepal situate FFA work within a development framework rather than a humanitarian framework. Working with, and planning around these highly differentiated possibilities of engagement are critical and it is this element that should form the core of the Theory of Change i.e. the peoples requirements rather than a specific single asset pathway to resilience.

**4. Assets and their ‘property category’.** Whilst the focus of work undertaken by WFP Nepal was on community assets a number of assets were created that provide benefits to individual households through their increased access to specific assets. Understanding the property arrangements around specific assets is vital for long term ownership and use rights as well as for operations and maintenance liabilities. Assets can be categorised as:

- Those assets that are managed by the government (local) e.g. inter-district roads;
- Those assets that are managed by the ‘community’ as public goods for all to use;
- Those assets that cross the public/private asset divide e.g. multiple use water systems where all may benefit from a water supply system but only a few from the irrigation element;
- Those assets that primarily benefit individual households operating separately e.g. household compost or as groups e.g. an irrigations scheme with a defined membership;
- Those assets created as ‘demonstration’ sites at the community level with the intention that successful demonstrations would be ‘scaled-up’ by households and/or other communities.

**5. How to approach public and private assets?** Understanding how different assets affect different livelihoods may enable effective targeting. Public good with broad benefits may have targeting through ‘ration’ whilst asset construction that provides private benefits e.g. irrigations schemes (even with multiple use elements) provide benefits to a set of households only. Linking the construction of these assets with asset construction and training for the poorest would enable greater equity to be obtained. Not all assets reach everyone but an overall engagement within the VDC / community should be beneficial over the longer term to the marginalised.

**6. The boundaries on the results pathway of ‘short term’ inputs as well as the possibilities from consistent engagement would be critical (EMOPs through to CPs).** The benefits of short term food/cash inputs into communities / households that are in severe difficulty should not be underestimated but over the next 5 – 10 years this modality must surely be reduced (other than for major natural disasters) as the Government of Nepal, WFP Nepal and donor partners address food insecurity and the complexity of socio-political interests that restrict possible solutions.

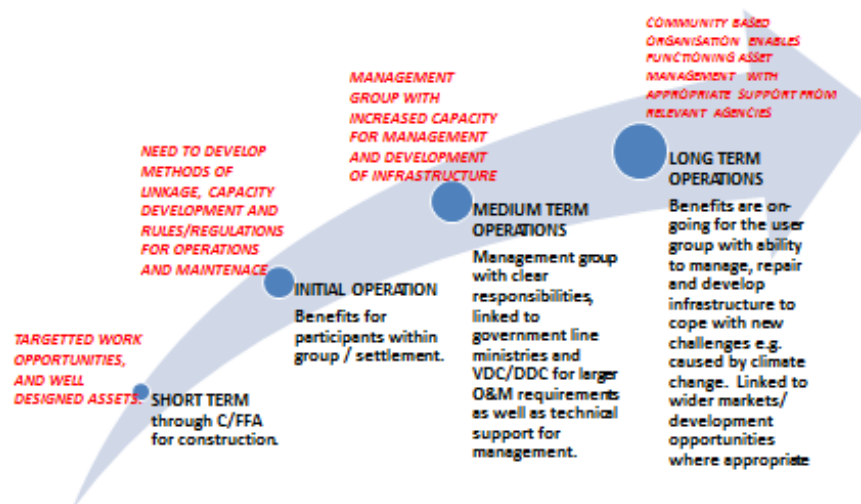
**7. Role of C/FFA in stabilising household asset base i.e. short term impacts.** The role of the C/FFA programme in the provision of short term inputs to households that enables them to retain assets that otherwise may have been sold, or where households would have had to access debt providers or increase migration, to meet immediate food requirements. In volatile weather

environments the provision of C/FFA may reduce rapid changes in the household asset base and reduce household vulnerability through aiding asset accumulation. This is particularly true for households that are highly reliant on the availability of day labour.

8. **Role in building post-conflict social capital.** C/FFA activities, particularly for community /public goods type infrastructure, assisted in building social capital particularly around school building programmes which were open to all children.
9. **That appropriate financing is available** to both the scale of the problem, the type of assets to be created and the possible intensity of engagement required both in terms of participants/beneficiaries and the geo-physical changes to be mitigated / enhanced.
10. **That targeting is addressed in a transparent way (community and household) that is efficient and effective within a differentiated society.** Quick community targeting with require enhanced monitoring of beneficiaries to be able to document who has benefited, how and what long term effect this has on livelihoods. Savings therefore in targeting will result in costs in monitoring – especially as WFP moves to use more development best practice.
11. **That capacity development requires long term support.** The communities, and local institutions/government agencies, providing long term support in the most disadvantaged areas also are those with the most issues in relation to capacity.
12. **Understand who manages assets over the longer term?** When considering the state of the assets and the ability of communities to manage assets there are a number of issues which need to be addressed (from the field work) including:
  - **Institutional issues:** Need to see how the asset building committee converts to asset management roles – and what capacity is required. Lack of formality of hand over to community and creation of formal legal body to enable the engagement of line agencies and relevant agencies.
  - **Scale of maintenance challenge:** Local maintenance managed within group but need to be legal group to get support from relevant line agency or VDC / DDC for larger maintenance issues.
  - **Poor design and planning which leads to:**
    - Incomplete assets means that assets are not ‘maintainable’;
    - Lack of year round water supply leading to arguments around use;
    - Inability to operate and maintain within local resources due to need for specific skills or non-local inputs;
    - Lack of social mobilisation and capacity development on the ‘soft skills’ for asset management.
  - **No planning for significant maintenance and management** except schools and larger roads to District Master Plan (still limited maintenance).
  - **Lack of post project support** from WFP Nepal or partners except where partners have long term finance for a complementary programme.
13. The synthesis of FGD material suggests that the process outlined in in Figure A3.2 may support a move from the initial C/FFA short Term asset construction to a

situation what may enable long term outcomes / impact that benefit communities and different sections within communities.

**Figure A3.2: Responsibility for long term asset maintenance.**



## Issues for the specific Nepal Theory of Change

14. **Nepal has a significant structural food insecurity issue which has highly complex roots.** Not only does it have to address a number of highly politicised issues but it also is both spatially and temporally complex. For instance food supply may be strong in the Terai but Districts in the high mountains have severe shortages after drought, or at different periods different districts are subject to varying shocks. So to fully understand the results chain for C/FFA programming in Nepal – especially in the changing political, social and environmental climate – it will be important to understand the role that WFP Nepal expects C/FFA programming to play in addressing the ‘structural food insecurity’ and in providing a ‘social safety net’ for key communities and socially excluded groups and individuals. C/FFA programming is likely to vary depending on whether it is used within an EMOP, a PRRO or within a country programme. It will also vary depending on the duration of the investment programme that is possible (and guaranteed) as this will alter the levels of intensity, scope and scale of the individual and collective investments that might be possible to make a ‘step change’ in livelihoods and in biophysical and socio-cultural resilience.
15. **Clarity on asset type and ‘ownership’ patterns.** Nepal has multiple forms of social exclusion (gender, caste, indigenouness, ethnicity as well as issues relating to the conflict itself). In situations of large scale ‘marginal land holdings’ (less than 0.5ha) understanding land tenure and who benefits from community land management can be critical.

- 16. That livelihoods are considered ‘in the round’ as complex and diverse strategies.** The mix of opportunities and approaches for households (and individuals) will change over time and the household life cycle. As WFP Nepal moves into more remote areas the complexity of livelihoods will increase and the possible opportunities require more specialised knowledge (linked to important local / indigenous understandings) of the geo-physical environment and its potentials. Ensuring assets are appropriate in different contexts will be important and what has worked in the hills may not work in the mountains.
- 17. Understanding the links between productivity gains and market/value chains is critical.** Whether productivity gains relate to subsistence, cash crops or a balance of the two there is a need to understand issues of access, markets and value chains that can support long term gains to production during good/bad years. Providing support to establishing processing/value chains may be critical for long term investments e.g. NTFPs, medicinal plants, orchards to enable effective returns.
- 18. Capacity of Districts/ VDCs/Households and individuals to participate in C/FFA activities.** There are three areas of concern here. Firstly the ability of people who are already in distress having to engage in C/FFA activities to enable support. Are the rations available appropriate (e.g. for lactating women) or for those households whose labour capacity is already compromised by food insecurity, migration, disability or care responsibilities. Secondly as a number of the technically simpler assets are created at the local level what issues are raised through labour programmes e.g. on complex roads, where machinery may be more effective (speed and safety)? Thirdly the need to innovate when building local capacity to maintain more complex infrastructure through training ‘on the job’?; Is this a mechanism to engage youths (male and female) in longer term employment opportunities?
- 19. When developing a Theory of Change a critical question for WFP Nepal is whether their focus is on food first or asset first?** If the former then community targeting may not always provide a focus on the most needy around short/medium term food insecurity. If the assets are more critical to assist in resolving a number of medium/long term food insecurity issues (structural issues) then it is more sensible to start with the design of the assets. This would enable issues, such as the scope and scale and the key beneficiaries, to be properly assessed. It would also ensure that, if required, multi-year support can be provided to complete the asset and to ensure its maintenance. **At present there is a tension between these two elements. This needs to be more clearly articulated in planning processes to ensure that the level of outcomes and impact that the WFP operations, directly and through other partners, might achieve are clear.** However, given the current financing of WFP (limited multi-year funding) and the vagaries of weather and short term crises, this will not be a ‘once and for all’ decision but will need to be based on the annual food security context in Nepal. It is possible that different Districts and even different VDCs may be engaging with WFP using different objectives for the particular C/FFA intervention. The importance for medium/long term asset creation of construction of assets of ‘maintainable’ quality remains of concern especially as past C/FFA work has focused on simpler infrastructure.



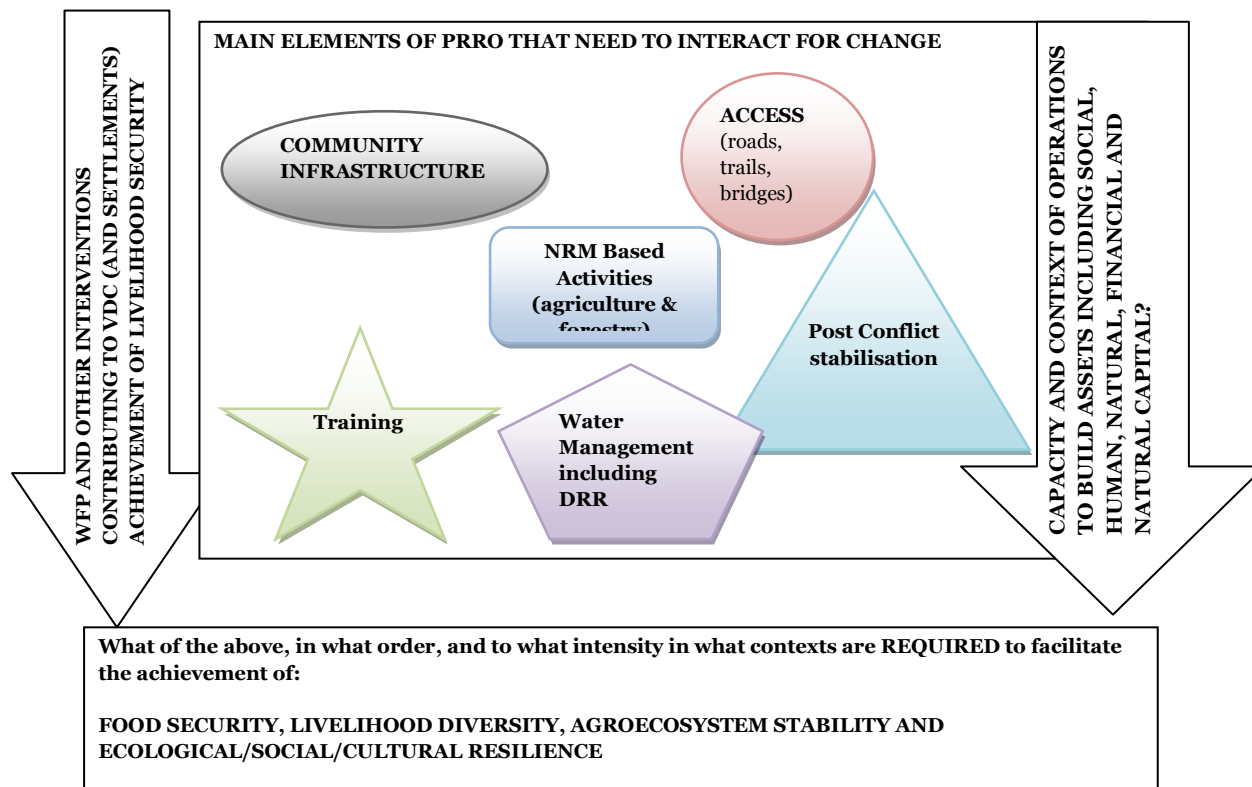
- 20. Targeting by focusing on the most disadvantaged VDCs?** Within the proposed country Programme a reduction in the number of Districts where C/FFA will be implemented may enable asset construction within the most disadvantaged VDCs. It is highly likely that as the ‘food frontier’<sup>59</sup> changes over the duration of the country programme that the approaches to targeting will change. It is also possible that within a District that some projects will be undertaken on geographical targeting e.g. a trail whilst others may be more carefully targeted to specific groups e.g. water supply to disadvantaged households with limited or no access to clean water.
- 21. Targeting by understanding the client group?** There is a need to differentiate between those households who may be ‘transiently’ food insecure due to significant external or internal shocks (e.g. drought or illness) and those households who are chronically food insecure being functionally landless (even when land is available). The 3 household categories used in the evaluation provide an opportunity to understand more carefully the client groups and their needs and aspirations. This will require more detailed understanding at the VDC level, but could be linked to the development of the VDC plans that WFP are now working with.
- 22. Recognising that for households with land the gain to food security through irrigation is important as is the diversification of crops.** Increased reliability is important to improving resilience of households. However, unless there has been extensive support from other partners, it is less whether the level of training and support to enable households to make the best use of the asset in the longer term has been in place. **The ‘step change’ that intensive asset investment may make to livelihoods** may not be achieved when planning for work needs to balance the short term nature of food insecurity (when averaged within a VDC but not for certain households within the VDC) and the nature of public works programmes e.g. RCIW. This then suggests that there is a need to move **beyond agricultural land assets** into forest land management may provide, in those districts with limited agricultural land and seasonal restrictions on production, the ability to develop other products. The ability, as **access infrastructure is developed**, for the communities within districts to trade more effectively in the products from their community forests increases the returns from timber and NTFPs and therefore the drive for improved forest land management.
- 23. Recognising the synergies between different types of asset over time.** Figure A3.2 highlights the main elements of the PRRO10676 – what is less clear is the synergies that may develop between different assets if undertaken in the same VDC. The intensity of engagement within the PRRO generally didn’t have any specific planning for synergies over space or time – asset creation was primarily opportunistic. The increased attention to VDC planning process since 2010 may help to build synergies. Access infrastructure has played an important role in the ability of households to gain from sale of products (vegetables, broom grass, NTFPs and surplus staple crops) and contribute to food security. This was

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<sup>59</sup>Where the level of rural access is increased so that trade in food products is much more extensive than at present. This will be important in areas where agricultural land is absolutely scarce but where production of e.g. NTFPs may provide opportunities to achieve food security through market based livelihood strategies.

drawn out from the Dadeldhura road study<sup>60</sup> and indicates that it is the interaction between assets created that may have both biophysical, livelihood and resilience gains.

**Figure A3.3: Elements of PRRO10676 and ‘box’ of interactions to facilitate change**



**24. Planning for Resilience.** Given the challenges currently faced by rural households, and the projections that climate change may well increase these, it will be important for the resilience of assets to be considered at the design stage. However, if resilience is to be built, a ‘concerted programme’ of biophysical and socio-cultural activities would need to be designed with key stakeholders at the VDC and District level.

**25. If resilience is a significant issue for C/FFA within NFP then within Nepal planning could take place around watersheds/river basis alongside administrative districts.** There are a number of significant watersheds within the areas that WFP Nepal currently operates and will continue to operate. Whilst WFP Nepal is working at the micro-level it is important that, in sensitive areas, consideration is given to the up/down stream effects of water management. Critical issues that may need to be considered as more communities are involved in irrigated agriculture and water supply systems include:

- Quality of the water provided as well as the quantity;
- For multiple use systems, how is water apportioned in dry seasons i.e. between households, livestock and irrigation?

<sup>60</sup> See profile of this work in Volume3.

- Issue of cross-pollution from increased use of inputs (fertilisers, and biocides)?
- The land use changes (agriculture, forestry and road infrastructure) and effect on critical watersheds – including the biodiversity of water based ecosystems.

**26. Development assistance<sup>61</sup> in Nepal is moving towards increase donor coordination and harmonisation with the Government of Nepal's objectives in line with international thinking on development finance.**

This poses some tensions for WFP Nepal as the nature of its contribution (i.e. food) often cannot be put into the 'basket' approach. How this will develop over time will need to be negotiated by WFP Nepal with donor partners as well as the Government of Nepal. Furthermore, the 'market driven' approach to food security being promulgated by donors such as USAID; cash based intensive employment schemes (e.g. DFID and Rural Access Programme); and the development of Employment Guarantee Schemes (Karnali Employment Programme) may further reduce the food based approaches undertaken by WFP.<sup>62</sup> If cash becomes the main modality then donors and government may increasingly question the comparative advantage of WFP compared to other procurement/implementation approaches.

**27. Need to see FFA work as part of a broader development process.**

Whilst FFA can provide an important focus to communities/households in crisis due to conflict, post conflict recovery, short term drought/flood in a country such as Nepal the wider structural food insecurity remains a significant issue. Developing a clear Theory of Change for how FFA work locates itself within the wider development context of agricultural connectivity, provision of jobs, investment in land resources as well as improvements in basic needs (water, sanitation, schools, infrastructure, governance) and the role of WFP would need to be undertaken country by country as the contextual challenges are highly variable.

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<sup>61</sup>See Government of Nepal, Ministry of Finance, 2008 Foreign Aid Policy

<sup>62</sup>See for instance Harris, D, McCord A and KC Sony (2013). Politics of a national employment guarantee scheme in Nepal: An initial assessment of feasibility. ODI Politics and Governance (for DFID); DFID Nepal (2012). An Inclusive Growth Strategy for the Mid-West and Far-West Regions of Nepal that Delivery on Poverty, Vulnerability, Food Security and Nutritional Outcomes. Final Report.

## Annex 4: Summary of methodology

### NOTE:

Whilst this is an 'Evaluation of the Impact of Food for Assets on Livelihood Resilience' in the context of Nepal this is taken to include the following directly:

- Food for Assets
- Cash for Assets
- Food/Cash for Assets
- And in certain cases linked to the creation of assets Food for Training

The impact evaluation of the Cash/Food for Assets (C/FFA) work in Nepal covered two separate, but linked, programmes. These were the country Programme 10093, which ran from 2002 – 2006, and the PRRO 10676. Due to data limitations, the work will primarily cover the country programme for the period 2004 – 2006 and the PRRO for 2007-2010. The primary focus will be on the assets and their impact on livelihood within the Districts/Village Development Committees (VDCs). To enable this the evaluation covered the natural resource assets as well as access assets in particular. This is because these types of assets are of direct and indirect (respectively) interest in terms of livelihood development and land productivity gains. However the wider context in which C/FFA was implemented will also be considered, including work on community infrastructure and approaches (including GFD) that enable the building of social capital during and post-conflict. Furthermore the development context, including wider WFP engagement was considered as part of the context for C/FFA operations. The operations of the WFP continued in various forms through the conflict and this was an important consideration in relation to District selection. A number of the Districts that have been selected were affected significantly by the conflict and, therefore, an important contextual issue will be whether those assets created during the conflict and immediate post conflict contributed to ongoing stabilisation. Whether this approach facilitated a move to recovery and rehabilitation through making investments in assets for the longer term will be an important issue for this impact evaluation. The primary focus for this impact evaluation is on those assets that directly (NRM assets) and indirectly (access assets) enable livelihood development and improved food security / resilience. This relates to the current logic model from the TORs and shown in Appendix 3. However, there was a secondary focus on those activities of WFP that, particularly around the Comprehensive Peace Agreement, may have contributed to community stability and improvements in social capital that then enabled assets user groups to be formed to support the development of more assets with direct productivity benefits.

<b>Asset</b>	<b>Low IE focus</b>	<b>Medium IE focus</b>	<b>High IE focus</b>
General food distribution linked to work with conflict affected children	√		
Community Infrastructure (schools / clinics)	√		
Access (roads /trails/bridges)		√√	
NRM /Water management including irrigations, ponds, river embankments			√√√

### **Role of the Theory of Change / Logic Model**

The logic model for the evaluation in the TORs (Annex 2) provides the overarching framework for both data collection and eventual data analysis. The simplified Theory of Change included in the Terms of Reference for the ‘Evaluation of Impact of Food for Assets on Livelihood Resilience’ is included in Annex 2. The logic model for WFP C/FFA programme was expanded upon in the Inception report in relation to the specific situation of Nepal. The findings from the use of this methodology have been used to deepen further the ToC for C/FFA as it applies to Nepal and to draw out, based on the evidence some of the assumptions that have informed past operations.

### **Evaluation Matrix**

The Evaluation Matrix (EM) designed for the Nepal context (see below) has guided the evaluation through all stages. It is very similar to the Preliminary Evaluation Matrix contained in the ToR but a number of additional background questions have been added. Minor changes have been suggested to the three key evaluation questions, which are now numbered as Questions 2, 3 and 4. These include adding empowerment and migration to sub-question 4.4; splitting out the sub-question on costs (now sub-question 2.5); adding age and ethnicity to sub-question 2.6; and adding female-headed households to sub-question 2.7.

One difference from the preliminary EM is the specification of the different sources of information that will be used to answer the questions. Three categories of information have been identified: existing reports (WFP and Others); existing data (WFP and the PRRO 10676 datasets); and information from new fieldwork and interviews (VDC, District and National level).

An additional column – an assessment of the quality of the evidence – has also been added. This and the other columns will be used as a framework for synthesising and drawing conclusions from the different sources of information (see below).

## **Role of the Evaluation matrix**

This impact evaluation methodology, described in detail in the Inception Report, Annex 1, is based on the detailed evaluation matrix for Nepal and the data streams that will be primarily used to answer these evaluation questions. In most cases there are multiple data streams to aid triangulation of the data.

The data streams that will generate the evidence necessary to answer the evaluation matrix questions will be answered through a number of parallel but linked processes. These processes will generate a diverse range of evidence from quantitative and qualitative sources.

The Impact Evaluation broadly focuses on the following elements:

- The presence and condition of assets constructed including the ongoing management;
- Possible biophysical changes (agriculture production and forest cover, soil stability, flooding, water availability and use of water) resulting from these assets through direct and indirect mechanisms;
- The impacts on the food security, assets, empowerment and livelihoods of households and individuals;
- The distribution of impacts to different members of the community, including different wealth and social groups and women and girls;
- Household and community resilience to subsequent shocks/coping strategies;
- Critical factors for maximizing impact, including issues of targeting (geographical and household), food and cash as well as the WFP funding pipeline; overall context, decision making processes, institutional arrangements, and partnerships and alliances;
- Considerations of the sustainability of the infrastructure in particular in relation to the effects of climate change on vulnerable communities: Do the assets contribute to the development of social-ecological resilience?

## **Note on use of ‘community’ within the context of Nepal**

The use of the word ‘community’ can obscure significant differences within and between groups who may be participating in, and benefiting from, C/FFA activities. This issue is particularly striking in Nepal given the high level of different individual and group identities that exist within Nepal.

The use of the term community asset may obscure important differences in the way an asset is ‘owned’ and managed, including over the short term (participation in the planning/ construction) as well as in the operations, maintenance and future benefit stream. Within this context it is therefore more important to think about the asset class in terms of ‘ownership’ and use rights. We are therefore proposing to review assets that would fall into the following categories:

- Those assets that are managed by the government (local) e.g. inter-district roads;
- Those assets that are managed by the ‘community’ as public goods for all to use;

- Those assets that cross the public/private asset divide e.g. multiple use water systems where all may benefit from a water supply system but only a few from the irrigation element;
- Those assets that primarily benefit individual households operating separately e.g. household compost or as groups e.g. an irrigations scheme with a defined membership;
- Those assets created as ‘demonstration’ sites at the community level with the intention that successful demonstrations would be ‘scaled-up’ by households and/or other communities. Evidence of scale up / scale out will be sought during the asset analysis as well as the drivers for this process (internal or external). This is an important issue that will require a slightly different focus in relation to the asset analysis.

### **Two part approach to Evaluation Methodology**

The methodology used in the evaluation contains two parts. Part 1 covers the main tools that are used for providing direct evidence for the evaluation matrix. Whilst Part 2 presents the main analytical processes that the evaluation team will utilise to synthesise the evidence from the different data streams. The Appendices and sections refer to Annex 1 of the Inception report.

#### ***Part 1 – Key tools for the impact evaluation***

- **Quantitative Data Set Analysis.** This provides a process to undertake an **analysis of existing household survey data** collected and compiled through the PRRO 10696 to enable data on changes particularly linked to WFP Core Indicators to be gained. The questionnaires used for the PRRO surveys are supplied in a separate pdf file.
- The process for sampling for the Qualitative Survey.
- The development of a **Village Development Committee Profile** which covers the following sections:
  - S1: VDC Protocol for field work
  - S2: VDC Situation Analysis
  - S3: Asset Assessment Protocol
  - S4: VDC member focus group protocol
  - S5: Women’s and other marginalised group focus group protocol
- A **District profile** that will enable an overall picture of the changes that C/FFA engagement with access infrastructure in particular has enabled.
- Key informant interviews protocol with wider interested parties including national government, donors, other UN agencies and implementing partners.

#### ***Part 2 – Key approaches for Analysis and Synthesis***

- A **Partnership Analysis** examining the modalities of engagement of WFP Nepal through the Country Programme and PRRO.
- An **Institutional and context analysis at District and National level** to examine the influence of conflict, discourse, weather/climate and the changing nature of governance in Nepal on the WFP operations. This will include **secondary data analysis.**
- The approach to **analysis and synthesis** to draw out, and synthesise the findings from the different components.

## Evaluation Matrix for Nepal

NOTE: The column entitled ‘Evidence Quality’ will be completed during the evaluation and form a section in the evaluation report. The quality of the evidence will be based around issues of relevance, completeness and confidence in the data and would be based around an approach based on ‘confident to act on’ in relation to whether the evidence presented would enable a decision maker to be able to make effective decisions around the C/FFA programme based on the data presented. This approach is important as the different data sources will have different levels of reliability, and when considering issues of resilience, issues of having to take decisions on the best evidence that may be available. In mountain environments the evidence may be incomplete due to the normal variability in weather patterns which presents challenges that are compounded by climate change.

The Codes that are used in the Evaluation matrix refer to the Appendices within the Methodology Guide and are as follows:

- A1: Appendix 1 – Quantitative Data Set Analysis
- A3: Appendix 3 – VDC Profile (where not explicitly referenced to a Section then we presume data will come from all VDC tools.)
  - S1: VDC Protocol for field work
  - S2: VDC Situation Analysis
  - S3: Asset Assessment Protocol
  - S4: VDC member focus group protocol
  - S5: Women’s and other marginalised group focus group protocol
- A4: Appendix 4 – District Profile
- A5: Appendix 5 – Semi-structured interview with Key Informants
- A6: Appendix 6 – Partnership Analysis
- A7: Appendix 7 – Context Analysis

The evaluation team also presents its assessment of the quality of the evidence that the evaluation has found against the evaluation questions in the matrix.

Rating	Criteria
<b>Robust (R)</b>	Strong and robust evidence from different sources which is mutually supportive of the conclusions that are drawn. Evidence is widespread across the operational contexts.
<b>Supportive (S)</b>	Evidence from different sources is mutually support of the conclusions that are drawn. Whilst weaknesses may be seen in some areas the ‘density’ of evidence provides confidence in the conclusions.
<b>Indicative (I)</b>	Evidence from different sources does not always agree. There are general weaknesses and gaps and therefore the conclusions that are drawn should be seen as provisional and perhaps used as an indication that, if the topic is fundamental to an understanding of C/FFA modality that further targeted research work is required.
<b>Poor (p)</b>	Limited evidence available from any source. Main evidence limited to ‘hearsay’ and very localised experiences. The main conclusions that are possible in this situation would be that further work may well be required in these areas, especially if significant claims to operational effectiveness are required.



**PROPOSED EVALUATION MATRIX – NEPAL**

<b>Question 1: What was the WFP FFA programme in Nepal?</b>									
		REPORTS		DATA		FIELDWORK & INTERVIEWS			Evidence
Sub-Question	Indicator	WFP	OTHER	WFP	PRRO	VDC	DISTRICT	NATIONAL	quality
CP 10093 description	- Objectives. - What; where; when; how; who with; who for; etc.	A7		A7				A5	<b>I</b>
PRRO 10676 description	- Objectives. - What; where; when; how; who with; who for; etc.	A7		A7				A5	<b>S</b>

<b>Question 2: What positive or negative impacts have FFA activities had on individuals within participating households and communities?</b>									
		REPORTS		DATA		FIELDWORK & INTERVIEWS			Evidence
Sub-question	Indicator	WFP	OTHER	WFP	PRRO	VDC	DISTRICT	NATIONAL	Quality
2.1 To what extent did the assets created meet the technical standards expected; are still <u>functioning</u> ; and being used for the purposes expected?	- Construction standards by category of asset. - Current functional condition by category of asset. - Current use type/level compared with use type/level intended by category of asset.	A7	A7	A1	A1	A3 esp S3		A5	<b>S</b>
2.2 What <u>bio-physical outcomes</u> (i.e. erosion, water availability, flooding, and vegetation cover, production from agriculture or forestry) have been associated with the assets developed?	Effective life expectancy/functionality of the asset created  Specific indicator of bio-physical outcome to be defined by the technical expert and dependent on the assets.					A3 esp S3, S4 & S5	A4		<b>I</b>

2.3 What effects have these outcomes had on <u>land productivity</u> ?	To be defined by the technical expert and dependent on the assets, e.g. afforestation, SWC on crop land, water availability and so on.					A3 esp S3, S4 & S5			<b>I</b>
2.4 What <u>effects</u> have the bio-physical outcomes had on the food security, resilience, empowerment and livelihoods (incl. migration) of participating households and communities?	Condition of housing and number and quality of other assets, income/consumption, coping with shocks/vulnerability, livelihood diversification strategies/activities, food security (access to food and right type of food, etc.), food consumption score, mid-upper arm circumference productivity, HH and community asset score or equivalent.	A5 (WFP & Scott Wilson)	A7		A1	A3 esp S3, S4 & S5	A4	A5	<b>S</b>
2.5 What were the main <u>costs</u> related with asset development including opportunity costs?	Costs per stakeholder by asset type and zone.  Opportunity costs for households and communities.	A5 (WFP)	A7	A5		A3	A4	A4 (GoN & donors)	<b>P</b>
2.6 How were impacts and costs <u>distributed</u> among different socio-economic categories, age categories, ethnic groups, and between men and women?	Number, quality of assets, income/consumption, empowerment and power relations, workload, disaggregated by socio-economic status and gender.	A7	A7		A1	A3 esp S3, S4 & S5		A5	<b>R</b>
2.7 What effects did FFA outcomes and participation in FFA programmes have on <u>women and girls</u> (incl. female-headed households) including distribution of resources, workload and empowerment and status?	Change in resource distribution to women, effects of workload on women, change in level of empowerment.				A1	A3 esp S3, S4 & S5			<b>S</b>
2.8 To what extent did FFA activities or the assets that were built through FFA affect the <u>resilience</u> of households or communities in terms of	Community and Household asset score or equivalent.  Level of effects of subsequent shock.	A7	A7		A1	A3 esp S3, S4 & S5	A4	A5	<b>S</b>

diversifying livelihoods and withstanding subsequent shocks?									
2.9 To what extent did the benefits of FFA interventions have an impact on other, <u>non-participant</u> communities (spill over effects)?	Number, type and location of assets reported to have been transferred outside of treatment areas.  Changes in condition of non-participants within the same community.					A3 esp S3, S4 & S5	A4	A5 (GoN & donors)  A7	<b>I</b>
2.10 Was the asset appropriately designed and sited to minimize <u>maintenance</u> costs? Is maintenance undertaken as needed to maintain effectiveness of the asset? What maintenance is being done by whom and what are the costs in both financial resources and time and maintenance costs?	Asset maintained to adequate level to ensure functionality.  Actual maintenance costs compared with expected cost.  Cost of maintenance (monetary and time undertaken) born by which members of community or government.	A5 (esp WFP & Scott Wilson)  A7	A7		A1	A3 esp S3, S4 & S5	A4		<b>I</b>
									<b>S</b>

<b>Question 3: What factors were critical in affecting outcomes and impact?</b>		REPORTS		DATA		FIELDWORK & INTERVIEWS			Evidence
Sub-question	Indicator	WFP	OTHER	WFP	PRRO	VDC	DISTRICT	NATIONAL	quality
3.1 <u>Planning</u> processes: technical appropriateness and quality, modality, programme category, targeting, participation of women in priority setting, community leadership, appropriateness of assets for disasters faced by communities.	Comparison of asset quality, output/outcome results and process findings between different types of project categories.  Community perceptions.  Rating of conformance of asset construction to technical guidelines/international good practice.  Targeting, selection and construction documentation.	A5 - targeting	A7 re other programmes e.g. RAP		A1	A3 esp S3 & S4	A4	A7 - targeting	<b>S</b>
3.2 <u>Contextual</u> factors: socio-economic, political,	Degree of coherence with plans and priorities.	A7	A7		A1	A3 esp	A4	A7 (donor	<b>S</b>

security, seasonal migration, property-rights, market-related, coherence with government and local priorities and plans, presence/absence of complementary activities/institutions, range and frequency of disasters and shocks affecting communities.	Analysis of market and other factors and their likely effect on FFA in the country context.  Type and location of complementary activities and institutions.					S4		and GoN) & A7	
3.3 <u>Implementation issues</u> : food assistance issues including amount of food assistance, duration, timing sharing, provision of appropriate non-food items.	Ration size compared to recommended.  Timing of delivery compared to seasonal calendars.  Reported degree of sharing of food.  Duration in weeks, months or years by overall project and by participant within the project.  Reports of adequacy of non-food items.	A7 (WFP Monitoring data)	A6 – focus on partner quality			A3			<b>R</b>
3.4 <u>Capacity and support</u> : provision of adequate technical support from WFP or partners, contribution of food for training in livelihoods and resilience related topics.	Opinions of communities and other stakeholders.  Analysis of asset quality for obvious technical problems.  Training records and community and partner opinions regarding training.	A4 (WFP & Scott Wilson)  A5  A6 (score cards)			A1	A3	A4	A5 (GoN) & A6	<b>I</b>
<b>Question 4: How could the FFA activities be improved to address findings emerging from analysis in Questions 2 and 3?</b>		REPORTS		DATA		FIELDWORK & INTERVIEWS			Evidence quality
Sub-question	Indicator	WFP	OTHER	WFP	PRRO	VDC	DISTRICT	NATIONAL	
	Consistency with national and local development plans, possibly FFA national capacity index or equivalent.	A5 A6	A5 A6	A5		A3	A4	A5 A6	<b>S</b>

	Documentary evidence of other activities and coherence Perceptions of partners.	A7	A7					A7	
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## Annex 5: Roles and Responsibilities of the Evaluation Team Members

Team member	Role	Responsibilities / coverage
Sheelagh O'Reilly	International Team Leader	<ul style="list-style-type: none"> <li>• Coordination of the team throughout the process.</li> <li>• Liaison with client.</li> <li>• Methodology refinement to the Nepalese context.</li> <li>• Development, with team, of the strategy for ethical engagement with women, girls, children, ex combatants, caste groups and indigenous peoples within an on-going fragile environment (for field work training).</li> <li>• Impact Evaluation report writing schedule and responsibility for report production on time and to the required quality.</li> <li>• Quality Assurance of the Evaluation.</li> </ul>
Vijay Shrestha (Nepal)	National Team leader & Evaluation Team Member (Forestry and Land Management Specialist)	<ul style="list-style-type: none"> <li>• Support to methodology development.</li> <li>• National stakeholder and institutional analysis.</li> <li>• Assessment of bio/geophysical gains from FFA/CFA activities at District level.</li> <li>• Linkage of WFP activities in livelihood resilience to wider processes and programmes in Nepal .</li> <li>• Field team training.</li> <li>• Coordination of in-country activities with international Team Leader.</li> <li>• Conflict and Development Analysis</li> <li>• Contribution to Impact Evaluation analysis and report writing.</li> </ul>
Michael Flint	Economist	<ul style="list-style-type: none"> <li>• Support to the methodology development.</li> <li>• Analysis with team including assessment of the quality of the data from the different sources.</li> <li>• Cost effectiveness analysis with respect to approaches to developing resilience.</li> <li>• Contribution to Impact Evaluation analysis and report writing.</li> </ul>
Deepak Rijal (Nepal)	Evaluation Team Member (Agriculture Specialist)	<ul style="list-style-type: none"> <li>• Support to methodology development.</li> <li>• Review of decision making process regarding selection of natural resource asset development activities .</li> </ul>
Meena Kunwar + Rupantaran Nepal (Nepal)	Evaluation Field Surveys, focus group work and stakeholder engagement at the local and national level	<ul style="list-style-type: none"> <li>• Coordination of all field activities at the District level including provision of appropriate staff, training and quality assurance. This will include staff with appropriate language skills once sites have been selected.</li> <li>• Ensuring effective training of enumerators and focus group coordinators to take account of gender, caste, indigenous groups, children and ex-combatants.</li> <li>• Review of Nepalese documentation regarding the context since WFP programme implementation to develop an agreed contextual change timeline.</li> <li>• Gender and Social Exclusion Analysis</li> <li>• Contribution to Impact Evaluation analysis and report writing.</li> </ul>
Ritu Pantha (Nepal) – working through Rupantaran	Statistics Expert	<ul style="list-style-type: none"> <li>• Support to household survey development and sampling survey based on data available from WFP.</li> <li>• Quality assurance of HHS data.</li> <li>• Triangulation of survey data with other data sources within Nepal – including assessment of their robustness.</li> </ul>
David Smith	Intern IOD PARC / Rupantaran Nepal	<ul style="list-style-type: none"> <li>• Maintenance of the team Drop Box.</li> <li>• Maintenance of the Evaluation Bibliography.</li> <li>• Support to the field team to prepare the VDC profile (using template) including editing, photograph documentation.</li> <li>• General support to Evaluation Team during Nepal based phases.</li> </ul>

## **Annex 6: Quality Assurance**

1. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. EQAS will be systematically applied during the course of this evaluation and relevant documents have been provided to the evaluation team.
2. In addition to EQAS, other mechanisms for quality assurance will be implemented by IOD PARC and the evaluation team. As indicated in the original proposal, IOD PARC is committed to delivering credible and high quality evaluation based on a clear set of organisational processes. These include a Quality Assurance process that is transparent to all stakeholders. Quality Assurance in this context refers to both reliability, traceability and efficacy of evaluation management processes and also the professional and intellectual rigour and standard of the resulting outputs from those processes. Key elements of the Quality Assurance Process are presented in Annex 4.
3. In addition to the elements in the proposal we will be undertaking training of all field staff, including a briefing from WFP Nepal prior to the first District/VDC field work. This training will include discussion concerning ethical behaviour during the evaluation.
4. Following the initial field work we will review the material and how it relates to the EM and make any changes to approach required. Substantive changes that would affect the way the evaluation is able to present evidence as per the Evaluation Matrix (Appendix 11, Annex 1) would be communicated and agreed with the WFP Office of Evaluation.
5. During the review period (May to July following submission of the Draft o by 10<sup>th</sup> May) IOD PARC will ensure that the 3 core evaluation team members (Sheelagh O'Reilly, Michael Flint and Vijay Shrestha) are engaged in the review process, supported by an administrative team to provide copy editing, proof reading and formatting support. We will use an IOD PARC/Rupantaran intern based in Kathmandu to copy edit the VDC profiles compiled by the field teams. In addition, given that IOD PARC are also undertaking the Uganda evaluation in this series, the Team Leaders will regularly update each other around emerging findings (one meeting already taken place on 26<sup>th</sup> February following the Uganda inception mission). We will also peer review reports to enable internal challenge to take place prior to submission to WFP OE as well as during the review process.
6. During the evaluation the International Team Leader will provide the Evaluation Manager from the Office of Evaluation with regular updates regarding the progress of the evaluation. Periodic telephone calls/Skype conferences will be arranged, for instance, after the initial piloting of the VDC/District protocols to enable communication of any changes at an early state. Similarly, during the analysis phase it is proposed that there will be a formal meeting with OE and WFP Nepal to present initial findings.
7. IOD PARC has also assured that no team member has any conflict of interest, and can thus carry out an unbiased evaluation. Statements attesting to lack of conflict of interest have been signed by each team member and made available to OE.

## **Annex 7: Conflict and Development in Nepal**

This short Annex provides an outline of a number of the key issues that are critical when considering the context in which WFP Nepal undertook C/FFA operations during the period 2002 through to 2010. This covers the period of the Country Programme 10093 and the PRRO 10696.

### **Introduction**

The underlying causes of the conflict in Nepal can be described in terms of political, economic and social exclusion. Political exclusion is reinforced and perpetuated by discrimination based on ethnicity, caste and gender. Women's involvement in political processes is further reduced by the heavy inequality in workloads between men and women. The gap between the elite classes and the poor is so wide, and the concessions by the elite so small, that violent conflict resulted, which continued for over a decade.

Currently (May 2013) Nepal is in a post conflict situation after an internal conflict between the Government of Nepal and the Communist Party of Nepal (CPN-Maoist) between 1996 and 2006 (OHCHR, 2012). The conflict left over 13,000 people dead, 1,300 missing (OHCHR, 2012) and an estimated 100,000 to 150,000 people internally displaced during the war (wikipedia). The rural areas of the country were mostly under CPN-Maoist control and affected the development and political environment. The country faced high political instability and a number of political changes occurred in this period. The government was frequently changed. Development intervention was hindered due to restriction from both CPN-Maoist and government in mobility of development workers and funding support to community. There was absence of elected local government since 2002 and VDC secretaries (central government employee) were given responsibility to manage the development and public services. In February 2005, King took over the government executive power terminating the political party led government. In 2006, major political parties joined hand with CPN-Maoist and started the movement against an autocracy. After huge protest by the people, finally King Gyanendra reinstated the parliament and handed over the executive power to political parties. Then the government and CPN-Maoist started negotiation for long-term peace. The peace process started by signing the Comprehensive Peace Accord (CPA) on 21 November 2006 between the Government of Nepal and the CPN (Maoist).

### **Historical Timeline**

**In March 1995**, the newly named Communist Party of Nepal -Maoist "(CPN - Maoist)" began to draw up plans to launch an armed struggle, the so-called "People's War", against the State.

**On 4 February 1996**, the CPN Maoist submitted a 40-point demand to the Government which addressed a wide range of social, economic and political agendas, and warned that a militant struggle would follow if the demands were not met.



**Just one week later, on 13 February 1996**, the CPN -Maoist launched an armed insurgency against the Government. They fought first in the remote hills of Mid-Western Nepal. The armed struggle gradually extended on remote police stations and district headquarters. Initially, the Nepali government mobilized the Nepal Police to contain the insurgency.

**In January 2001**, Nepal Government formed Armed Police Force to control the insurgency. The Royal Nepal Army was not involved in direct fighting because the conflict was regarded as a matter for the police to sustain control. Furthermore, controversy grew regarding the army not assisting the police during insurgent attacks in remote areas. The popularly-elected prime minister resigned his post, due to the refusal of the Royal Army to take part in the conflict. Over the course of the following decade, what was initially regarded as a minor problem of law and order in a distant part of rural Nepal developed into an entrenched and often brutal armed conflict.

**In August 2001**, government declared ceasefire and invited CPN Maoist for first peace talk.

**However, this situation changed dramatically in 2002** when the first session of peace talks failed and the CPN-Maoists attacked an army barracks in Dang District in western Nepal. Overnight, the army was unleashed against the insurgents. At the same time, the king of Nepal maintained a puppet democratic government which depended upon him for their status to remain legitimate. Under the aegis of the global War on Terrorism and with the stated goal of averting the development of a "failed state" that could serve as a source of regional and international instability, the United States, European Union, and India, among other nations, have provided extensive military and economic aid to the Nepali government. This material support to the Nepali government decreased **after King Gyanendra seized full control in February 2005** to get rid of civil war for once and all.

### **Implications of conflict for rural development**

During the war, human right and humanitarian situation deteriorated. The majority of youths either fled to the city center or India from community due forced to join in CPN - Maoist army or been charged as Maoist by Royal Nepal Army. Local elite and political leaders were displaced from the rural village and took shelter in district headquarters or regional or capital city. CPN -Maoist confiscated private property including of local landlords. Similarly, mobility of people between District Head Quarter and rural village was restricted from both conflicting parties. Market access to rural products had was limited in number of areas. All these affected local productivity in the rural area. Because of low production and also restriction for transportation, food insecurity was increased in remote and less food producing area.

The conflict had affected development program in majority of rural areas. Presence of government agencies for development and services delivery in rural area was

highly restricted by CPN-Maoist. Similarly NGOs and international development organisations were also asked to recognise so called people's government and get approval for implementing development activities. Many development agencies and professionals suffered from extortion. The UN, international donor agencies and INGOs made coordinated effort to continue development and humanitarian services to local people. INGOs, donor agencies and UN prepared their Basic Operating Guideline (BOG) to define and clarify their position in development. Basic Operating Guidelines are a 'set of working principles' originally codified by 11 donor agencies to ensure aid impartiality and access to the needy section of society in the context of the armed conflict in Nepal. They have proven to be an effective instrument to protect operating space for development. They are based on international humanitarian principles and legal standards to protect staff of development agencies and the conflict-affected population. In July 2005 the then government recognised the BOGs and publicly expressed its commitment to respect them. On 22 December 2005 the CPN (M) accepted the BOGs through a public statement. In October 2007, the donor community reissued the BOGs combining the original BOGs with the operating guidelines of both the United Nations and the Association of International NGOs in Nepal (AIN) to create and maintain development space in the post-conflict/transition phase of the peace process.

### **Challenges for Development actors**

During the time of the armed conflict, the development sector faced severe challenges, threats and opportunities while implementing programme activities particularly in the Communist Party of Nepal (CPN -M) influenced areas. Development programmes and projects had to devise various strategies, approaches, tools, techniques and procedures as coping mechanisms to respond to the conflict situation. Despite the difficulties created by conflict, many opportunities to reorient Nepal's development sector in addressing root causes of conflict were created. The conflict forced development agencies to be more inclusive, transparent and responsive in reaching the poor, discriminated and geographically isolated areas. Some donors started to change their approaches, procedures, and practices and applied 'do-no-harm' principles in their development practices. Few development agencies working in the Mid and Far Western region of Nepal applied the Conflict Sensitive Development approaches (described below) while implementing their programme in the conflict sensitive area.

### **Conflict sensitive development**

Generally three approaches are common in the conflict sensitive development discourse to respond to the conflict environment. They are: 'working-around-conflict', 'working-in-conflict' and 'working-on-conflict' approaches.

***Working-around-conflict:*** *In this approach development agencies do not directly engage in any issues related to the conflict. They either withdraw their programme activities from the conflict-affected areas or shift to low risk areas.*

**Working-in-conflict:** *Development agencies engage in peripheral areas and issues of conflict. They avoid 'doing harm' with their development activities, adopt a low profile while working in conflict affected areas, focus more on security management of their projects, etc.*

**Working-on-conflict:** *This is a desired development approach to work in conflict ridden or war torn circumstances. In this approach, development programmes actively engage in analysing conflict, make sincere efforts to address the root causes of the conflict, and seek opportunities to positively influence the dynamics of conflict. They revise their objectives, strategies, working procedures and activities to effectively operate in a situation of escalated conflict. They focus on governance, poverty alleviation and social inclusion, providing incentives for peace and disincentives for violence.*

### **On-going issues post conflict**

Multiple marginalities (poverty, lack of access to productive resources and basic services, lack of participation in decision making, exploitation by local elites, injustices, geographical isolation, hunger and malnutrition, etc.) significantly contributed to fuel the conflict in Nepal. Development programmes and projects largely failed to institutionalise these issues despite their strong claims of focusing on poverty alleviation, social justice, empowerment of poor and marginalized people, addressing inequality and discrimination, and improving governance.

**There has been no elected local government since 2002** and the transitional structures are accused of practicing widespread corruption. The development budget of local government were managed by VDC secretaries in advice of political leaders. In such context, development agencies and local NGOs worked through Community Based Organisations (CBOs) such as saving credit groups, community organisations (CO), forest user groups and other user groups. These organisations are playing an important role in filling the gap created by the absence of elected local governments. However, direct support to community organisation undermined local government and political parties.

**When peace process started in 2006**, the United Mission to Nepal (UNMIN) was invited to oversee the management of the combatants. The end of the ten-year-long armed conflict between the Maoists and the government and the peace agreements of late 2006 brought widespread hope for a more inclusive and well-governed democratic Nepal.

However, identity based political movement started from regional as well ethnic groups. The Madhes movement arose when the draft interim constitution – prepared by the SPA and Maoists without broad consultation became public in December 2006. Madhesi groups, as well as Madhesi Members of Parliament across party lines, objected to silence on federalism and what they saw as an unfair electoral system. **A 21 days Madhes movement in January -February 2007** compelled the government for promising electoral representation and inclusion of marginalised groups in the state bodies on a proportional basis. Further, some small faction of

Madhesi group as well as ethnic group in Eastern Nepal raised arms demanding a separate state like separate Madhes or separate Kirant after 2006. This has created some difficulties and risk to the development activities in some places. However its effects have gradually been decreased.

**On April 10, 2008**, Nepal held general election of Constitution Assembly (CA) successfully and formed 601 members CA with two year tenure with responsibility for preparing Nepal's constitution. Basically the CA had two roles. The first role of CA was to prepare a constitution and second role was to function as parliament and form the government to execute the nation. The CA was unable to prepare constitution and extended its term for up to May 2012. However, the constitution assembly failed to produce the promised new constitution though their term was extended. The major contested issues for the new constitution are the form of governance (executive president or parliamentary system) and the form of federalism (whether provinces should be single or multiple identity-based units). In May 28, 2012 the term of CA was expired without producing constitution. Endless struggle for power amongst the politicians have repeatedly undermined the addressing of these crucial issues. When the CA expired, Nepalese society became calm again and waiting for another CA election.

### **Key Documents**

LFP, (2007): Armed Conflict and Safe & Effective Development: Learning from the Livelihoods & Forestry Programme

International Crisis Group, (2007): Nepal's Trouble in Terai Region.

Mallik, V. (2013): Local and Community Governance for peace and development in Nepal.

OHCHR (2012): Nepal Conflict Report Executive Summary

Seddon, D. & Adhikari, J. (2003): Conflict and Food security in Nepal; A preliminary analysis.

United Nation (2011): Nepal Peace and Development Strategy 2010-2015

Wikipedia : Nepalese Civil War ([https://en.wikipedia.org/wiki/Nepalese\\_Civil\\_War](https://en.wikipedia.org/wiki/Nepalese_Civil_War))

## **Annex 8: Gender and Social Exclusion in Nepal**

### **Introduction**

Deeply entrenched inequalities due to gender and social exclusion in Nepal are the root causes of poverty. Despite the reduction of the national poverty rate, the rate among the excluded groups is higher than the national average. Various development sector outcomes show that exclusion based on gender, caste, ethnicity, geographical location and regional identity and economic status are strong determinants for the access to resources, services and power to influence in decision making. The government has taken strong efforts in removing legal and institutional barriers and now there is need for generating the impacts on the ground through appropriate policies, approaches and interventions. Attention is required in identifying the excluded, causes of exclusion and meaningful responses to remove the barriers.

Therefore, it calls for greater attention and innovations by all development agencies to understand extremely well the gender and social exclusion context and design policies, programmes that contribute in removing barriers and bring greater collective actions together with the non-excluded.

### **Social Exclusion Context in Nepal**

Social exclusion and structural inequalities are eminent in Nepalese society due to its cultural and historical practices. The exclusions and inequalities are based on gender, economic, caste/ethnicity and geographical context. The Interim Constitution 2007 recognizes that Women Dalits, Adibasi Janajatis, Madhesi, Muslims, people living with disabilities and people of geographically remote areas have experienced exclusion and due to this have not been mainstreamed in the nation's development (See Box 10.1). Due to legal and sociocultural norms women and socially excluded groups experience poverty and inequality to greater degree (ADB, 2010; Bennet, 2005, MoFALD, 2009).

Social exclusion describes the experience of groups who are systematically and historically disadvantaged because they are discriminated against on the basis of their caste, gender, ethnicity, disability or religion or an overlapping combination of these. Exclusion happens in public (formal) institutions like the legal system or health system, as well as social (informal) institutions like caste or gender systems or networks of political patronage (MoFALD, 2009).

### **Women and Social Exclusion in Nepal**

The Ministry of Federal Affairs and Local Development (MoFALD, 2009) has developed the Gender and Social Inclusion Strategy Operational strategy (GESIOS) for the LGCDP (Local Governance and Community Development Programme), which was implemented in 75 districts of Nepal. The strategy acknowledges that women's rights can be achieved only with change in discriminatory gender relations. In Nepal, socially constructed power relations between women and men establish the roles, responsibilities, opportunities and decision-making authority of women and men, usually positioning women as subordinate to men. These gender relations are a cross-cutting dimension of discrimination, with varying degrees, across all social groups in Nepal. All women experience discrimination but women of excluded communities experience multiple exclusions. Gender inequalities have serious

implications on women's lives, limiting their access to land ownership, housing, education, health care and participation in decision making process at household as well as society, formal and informal institutions and policy level.

Existing gender inequalities increases exposure of women to food insecurity. Women are largely responsible for securing food and feeding families and this will directly make them vulnerable as they have to work hard to secure food and tend to eat less. Women consume less food during shortages causing under-nourishment and weakness-especially during pregnancy and lactation. Due to limited access to credit, market, land and agricultural extension services, women are more in the context of food insecurity situation. On the other hand, women possess local knowledge, agricultural skills and practice (e.g. seed preservation, harvesting NTFPs) and other livelihood related activities that are important in enhancing food security.

Women and children suffer the most when there is food insecurity. In particular, mother and also girl child has to consume less food and also is under nutrition. Pregnant women also get least priority and gets worst diet resulting into undernourishment for the fetus (WFP, 2009)

### **Caste Based Discrimination in Nepal**

In Nepalese context, caste refers to the Hindu hierarchal system, which originated by categorizing people into caste groups according to the division of labor, roles, and functions. Dalit groups among others suffer most from deeply entrenched discrimination that Hindu society has practiced. They are socially and economically deprived. They are still at the very bottom of Nepal's caste hierarchy. Total Dalit population is 13% and is scattered throughout Nepal, among them 61% are Hill and rest Terai Dalits. But caste based inter-personal behaviors exist across Nepal. Dalits are the largest caste groups those are amongst the poor and 90% of them live below poverty line (Helvetas Nepal, ). National average literacy rate is 48%, Dalits literacy rate is 18% and Brahmin literacy rate is 58%. Based on the 2004 National Living Standard Survey, National average rate of poverty is 31% whereas incidence of poverty among Hill Dalits 48%, Terai Dalits 46%, Hill Janajati 43% and Muslim 41%. The decrease of poverty of Brahmin, Chettri and Newar is significant (46%) whereas for Dalits is 21%, Hill Janajati is 10% (The WB/DFID, 2006).

*“Over 200 forms of caste-based discrimination have been identified in Nepal. Discrimination is more entrenched in the country's less-developed areas, especially in the Mid- and Far-western regions, but caste continues to influence inter-personal behaviours throughout the country”* (The WB/DFID, 2006 pg xxi)

Dalits are generally Kami (Blacksmith), Damai (Tailor), Sarki (Shoemaker), Sunar (Goldsmith), Agricultural labourer (Haruwa, Haliya) and Sweeper. Most of them receive food grains as the payment for their work. Among them Harua/Haliya are bonded laborers. They generally are unable to produce sufficient food on their limited low quality land. The untouchability issues has many implications on their life such as they are not allowed to go to temples, cannot use water sources, has to eat on separate plates/cups, in food shops they cannot directly touch the food and select.

Nepal's Muluki Ain (Civil Code) 1854 institutionalized the definition of untouchable category. This was abolished in 1962 Naya Muluki Ain (New Civil Code). In 1990 caste discrimination was punishable by law but it was hardly ever enforced. For the first time the Interim Constitution 2007 contained the fundamental rights with right to protection from caste based discrimination and 'untouchability'. The National Human Rights Commission is dedicated to focus on Dalits issues and promoted protection of rights of Dalits. Similarly, Dalits also started to organize and challenge the traditional discriminatory practices. Despite various provisions the issue of discrimination against Dalits and untouchability is far from being eradicated (OHCHR, 2011). The legal system is not taking much action against the people who continue discriminatory actions against Dalits. Out of 20900 cases of caste based discrimination the court has only dealt with 12 cases in one year period 2009/2010 (OHCHR, 2011). This shows alarming situation despite existing positive legal provisions. There is a need for larger reforms and efforts to address the extremely entrenched prejudices and making justice system be accessible to Dalits.

### **Land and Social Exclusion**

Land is the important productive asset in Nepal for both social and economic status. Land is very important in Nepal as agriculture is the major occupation of more than 80% population. It is also important for determining one's social status in most parts of the country. Dalits possess the least amount of land as compared to Janajati and Bahun/Chettri groups (Gurung 1996 cited in ILO 2005). Landholdings and its productivity is closely linked with poverty. Wide disparity exists in land distribution in Nepal. Almost 29% rural households do not own any land and most dalits are landless. Only 15% of the land is owned by 47% of the households, which comprise of average size of less than 0.5 hectare, whereas the 5% household own nearly 37% of the land (UNDP, 2004). Of Dalits living in Terai 95% are landless and of Dalits in the hills 49% hold less than 0.25 hectare of land (ADB, 2010).

### **Social Exclusion and development processes**

It has been widely recognized by the Government, Civil Society and various political groups and development agencies that the unequal development outcomes are closely related with exclusion. Government policies and priorities now highlight the importance of addressing social exclusion to address poverty. It has been adapting various strategies to address these issues in the Government Programmes. Similarly various development programmes, NGOs and INGOs are also focusing on this issue and provide equitable/equal opportunities to excluded groups by adapting a social inclusion approach. However, these efforts have been initiated recently and not many parts of the countries are covered by such programmes. Such interventions require lot of resources for social mobilization and other supportive programme implementation. To operationalise such at a big scale is a challenge and the LGCDP programme implemented by Government MoFALD was a key programme to deliver such kind of intervention. However, its first phase is completed in June 2012.

The concept of social inclusion is adapted to address exclusion by Government and other Development programmes. Social Inclusion is the removal of institutional barriers and the enhancement of incentives to increase the access of diverse individuals and groups to development opportunities. This means changes in policies, rules, social practices and shifts in people's perspectives and behavior

towards the excluded groups. Both gender and social inclusion issues must be addressed simultaneously if sustained change in the lives of the excluded women and men is to be achieved (MoFALD, 2009; Bennet, 2005).

### Study districts context

Gender based and caste based discrimination is more common in Far and Mid-western region. Mid-West and Far West regions have highest Dalit population, forming 30% in many districts. Similarly, poverty remains high in the Mid-Western and Far-Western regions. The national poverty rate while decreased, among excluded groups is continued to be higher than the national average. Advantaged groups experienced decline in poverty compared to socially excluded groups (Brahmin and Chettris 18%, Newar 14%, Dalit 46%, Hill Janajati 44%). Similarly, the gender differentials are highest among the Dalits followed by Muslims and Terai Janajati. HDI is also low among Dalits (0.424) and Muslims (0.401) compared to Brahmin and Chettris (0.552) (ADB, 2010).

In the five study districts (Dadeldhura, Kalikot, Jumla, Rolpa and Udaypur), the majority population are Bahun, Chettri, Dalits, Indigenous groups such as Magar. The table below shows that in the Mid and Far Western districts Dalits population is quite high; Kalikot being recently updated shows 28.94 percent. Udaypur which is in Eastern region have only 12.78%.

Districts	Total Population '000	Dalits	B/C together	Indigenou s	Others	District Profiles Year
Dadeldhura	126.16	19.51	69.21	6.06	5.22	2005
Kalikot	105580	28.94	42.88	3.1	3.62	2008
Jumla	105.282	17.99	80.5		1.5	2010
Rolpa	210.004	17.14	34.07	45.04	4.44	2007
Udaypur	287.689	12.78	27.58	47.68	11.96	2006
<b>Average</b>	<b>166.943</b>	<b>19.27</b>	<b>50.85</b>	<b>20.376</b>	<b>5.348</b>	

Source: District Profiles of each districts, CBS, National Planning Commission

Despite being such a large group of population, they are discriminated against in their daily life at water taps/springs, at school, temples, milk cooperatives and shops etc. Within Dalits they also have discrimination such as untouchables. In MFWR incidences of Dalits being tortured are frequently on news. They have separate settlement from upper castes and usually these settlements are in very unsafe landscape.

Women's power, control and decision making role in relation to resources is almost negligible in MFWR. Women's position at home and society is at very low due to the strongly entrenched patriarchal culture. Her role is more as a caretaker, house worker and subordinate to men has significantly made barrier to their access to opportunities that makes them more confident and strong. In the higher caste and wealthier families/society also the women even suffer more because of they hold strongly to traditional values and culture. Women's role in these society is as a subordinate of the family/society and therefore their opportunities for education, exposure to technologies, engagement in decision making processes and awareness about legal rights are very limited (RVWRMP/GoN/GoF nd, Helvetas Nepal, nd). For example, the literacy rate of women in these districts other than Udaypur is around 22% whereas men's is 57% (District Profiles).



In Mid-Far Western districts, women/girls suffer more as they eat last and less food is available. This is more prominent in poor families. They do have higher physical burden of work having serious health impacts. The mensurational untouchability and poor living conditions (generally in cowshed) during the birth of child are some extreme example of gender disparity in these districts.

More and more women are heads of households rural Nepal due to outmigration of the men. According to recent census in 2011 female headed households are 25.75%, which was 14.87% in 2001 census (CBS/NPC, 2013). The agriculture sector is becoming more and more feminized. In these districts, most of the HHs men go to India for seasonal migration to earn money because of food insufficiency. As a result, women's workload and responsibility increases significantly (for example taking care of family, getting food to house, working on the agriculture field etc).

At the district level the decisions on local level policies and budget allocations are made at District Development Committees (DDCs), where representation of women (around 7 %) and excluded groups are not to the satisfactory level.

The existing gender and social exclusion situation does have implications in operationalisation of development programmes related to food security. In order to make sure that the most vulnerable (Landless, Poor, Dalits and Women) benefit effectively from programme interventions planning, design, implementation and monitoring with due considerations of their context, participation and capacity building is crucial. Necessary affirmative actions are also required to undertake focusing specifically to them.

### **Approaches to ensure social inclusion in development projects**

As the government priority and programme is also directed to address the social exclusion, various projects within DDC will also be focused with same perspective. Generally, social mobilisation is included in the activities implemented by the different line agencies. Project specifically focusing on the Dalit empowerment in Mid and Far-Western districts by Helvetas Nepal (Helvetas Nepal) learning shows that it is necessary to devise appropriate social mobilisation in these district contexts. It suggests that firstly, working specifically with Dalits for empowerment, capacity and confidential building is crucial. Then working in the mixed groups with special attention to Dalits and their issues will help them to integrate with non-dalits with more empowerment. Similarly, other interventions such as sensitization of Dalits and non-Dalits, activities to support economic benefit and networking for voice and influence is also equally important.

MoFALD has already got the LGCDP programme has already initiated a strong focus on addressing Gender and Social Exclusion issues within DDC programme. It was the biggest programme covering 75 districts was LGCDP, in each VDCs a social mobiliser used to facilitate strengthening and empowering activities for excluded groups. This helped to contribute at the local level in strengthening the marginalized groups through social mobilization and hence bringing them into mainstreaming processes, building capacities to voice and influence and access to assets.

Most of the line agencies are quite conscious of the outcome of inequalities due to social exclusions as National Planning Commission has emphasized in various

planning process to focus on social inclusion and addressing poverty. However, in practice implementing policies and guidelines are not happening. There are challenges in terms of capacities within the different agencies, service providers and limited resources maybe hindering to invest in such empowering process to happen on ground.

The government has taken strong efforts in removing legal and institutional barriers and now there is a need to generate the impacts on the ground through appropriate policies, approaches and interventions. Attention is required in identifying the excluded, causes of exclusion and meaningful responses to remove the barriers. Therefore, it calls for a greater attention and innovations by all development agencies to understand extremely well the gender and social exclusion context and design policies, programmes that contribute in removing barriers and bring greater collective actions together with the non-excluded.

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## Box A10.1 Definitions of excluded groups

For the GESI strategy of LGCDP (MoFALD, 2009) economically excluded are the poor of all caste, ethnicity, location and gender. The socially excluded groups include: Women, Dalits, Adibasi Janajatis, Madhesis, Muslims, people with disabilities and people of geographically remote areas. Brief definitions are provided below:

- a. Women:** Due to existing gender relations and a patriarchal society, women experience unequal power relations resulting in their social exclusion. All women are excluded as they face gender based barriers but women of excluded communities face additional caste/ethnicity/location based constraints. Women are 51 percent of Nepal's population<sup>63</sup>.
- b. Dalit<sup>64</sup>:** People who have been suffering from caste and untouchability based practice and religious, social, political and cultural discrimination. They are 13 percent of Nepal's population. Within the Dalit community there are five sub-caste groups who are from the hills (Hill Dalits) and 22 sub-caste groups who are from the Terai (Madhesi Dalits).
- c. Adibasi Janajati<sup>65</sup>:** People or communities with their own mother tongue and traditional social structures and practices, separate cultural identity and written or unwritten history. They are 37 percent of Nepal's population with 5.5 percent Newars, 31.8 percent Hill and Terai Janajatis. There are 18, 24, 7 and 10 sub-groups respectively in Mountain, Hill, Inner Terai and Terai Janajati groups.
- d. Madhesi:** People of plains-origin who live in the Terai and have languages such as Maithili, Bhojपुरi, Awadhi, Urdu and Hindi as their mother-tongue are considered Madhesis of Madhesi origin. They include Madhesi Brahman/Chettris (2% population), Madhesi Other caste groups (13%) and Madhesi Dalits.
- e. Muslims:** Muslims are a religious group and are 4.3 percent of Nepal's population.
- f. People with Disabilities<sup>66</sup>:** "Persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others." (CRPD). Persons with full disabilities are persons who cannot manage daily life without assistance, people with total mental, intellectual or sensory impairment such as complete blindness. People with partial disability are persons who have long-term physical and mobility impairments and require regular assistance to manage daily life.
- g. People of remote geographic regions:** People living in geographic regions which have distinct difficult terrain for people's movement, transportation and communication and for accessing services e.g. Karnali has been defined as geographically excluded by GoN in TYIP. Similarly, in a DDC too some locations (VDCs) can experience geographical exclusion due to difficult terrain and remoteness. Within these kinds of geographically excluded regions, people experiencing gender, caste and ethnicity based discrimination experience multiple exclusions.
- h. Age:** Children (below 16 years of age) and elderly (people above 60 years) have different strengths and experience different kinds of risks and vulnerabilities with constraints and prejudice in access to services.

*Source: The Gender Equality and Social Inclusion Strategy of the Local Governance and Community Development Programme. Ministry of Local Development, 2009 (pg 2-3).*

<sup>63</sup> Population figures are from Census 2001, CBS/NPC, GoN

<sup>64</sup> Based on Dalit Commission reports: refer annex 3 for list

<sup>65</sup> Based on NEFDIN descriptions

<sup>66</sup> Source: Social Security Guidelines, MLD/GoN, 2065 (pg 1)

## **Annex 9: Climate Change Context of Nepal**

Climate change refers to any change over climate over time whether due to natural variability or as a result of human activity (IPCC, 2007). Though Climate change is a global phenomenon the impacts are local. Nepal is one of the most vulnerable and affected countries and the Climate Change Risks Atlas 2010 ranks it as the 4th most vulnerable country worldwide.

Climate change is advancing more rapidly in the high Himalayas than in many other parts of the world, affecting both people and natural systems (IPCC, 2007). Climate-induced hazards that are expected to increase in the future include more erratic rainfall, flash flooding, drought, forest fire, and landslides. Nepal is more vulnerable than many countries to climate change because of factors such as high poverty and low adaptive capacity. If action is not taken now to build resilience and adaptive capacity, climate impacts are likely to be greatly exacerbated in the future.

Several CC impacts on water resources, biodiversity, agriculture, and health have occurred frequently in Nepal due to its physiographic characteristics. Physical and development infrastructure are being damaged by climate induced disaster. More than 4000 people died in the past ten years due to climate induced disaster [NAPA, 2009] and economic losses of USD 5 billion [NAPA, 2010]. According to UN report 2008, 49 districts are prone to floods and landslides. Within the country, the poor and marginalized people and communities are found to be most vulnerable to the climatic change impacts due to high incidence of poverty, natural resources base livelihoods and inadequate access to information and knowledge.

Nepal has experienced an average maximum annual temperature increase of 0.060C which is higher in mountain than other regions. Eventhough Nepal has very low contribution to the global GHG emissions; Nepal will be affected disproportionately, especially from increasing atmospheric temperature, changes in the annual rainfall cycle, intensity and longer drought. The number of days with 100 mm of heavy rainfall is increasing. The adverse impacts of climate change have been noticed in agriculture and food security, water resources, forests and biodiversity, health, tourism and infrastructures. Climate-induced disasters and other effects have caused damages and losses to life, property, and livelihoods.

Millions of Nepalese are estimated to be at risk to climate change. In the past 90 years, a glacier in the Sagarmatha (Mount Everest) region has receded 330 feet vertically. Because of glacier melting, new glacier lakes have formed. Although there will be an increase in river flows until 2030, this is projected to decrease significantly by the end of this century. The problems arising due to climate change are increasing over the years. Nepal has to implement adaptation programmes even if it is not being responsible for climate change. Hence, Nepal has considered climate adaptation as a national agenda and has taken several initiatives for implementing different programmes for risk reduction in the recent years (GoN, 2011a).

Government of Nepal (GoN) is keeping this concern in top priority and formulating different CC related policies, plan and programme in order to response the issues. Government of Nepal through Ministry of Science, Technology and Environment (MoSTE) has prepared and approved a National Adaptation Plans of Action (NAPA)

to respond strategically the challenges and opportunities posed by the climate change. Similarly a national framework on local adaptation plan of actions (LAPA) has also approved for effective delivery of adaptation services to most climate vulnerable areas, communities and people. This framework also aims to integrate/mainstream adaptation priorities into the development and sectoral planning cycle so that climate vulnerable could receive the responsive services to implement their urgent and immediate adaptation priorities. Many initiatives from the government, civil society, development partner including international non-government organization is taking place to build resilience and adaptive capacity of the poor and marginalized groups and communities through implementing various projects and programmes.

### **Adaptation Needs of Vulnerable Communities**

Specifically socio-economic poor people are more vulnerable to climate change impact, however, certain portion of other category people are also susceptible to the impact irrespective to the economic status and well-being conditions. Likewise, the huge rural populations who are dependent on the agrarian and forestry activities for livelihoods earning are going to be directly impacted because of the climate change impact on agriculture and forestry ecosystem. The need of adaptation is equally important for communities and also the ecosystem as well for attaining sustainable resiliency capacity of vulnerable communities.

As stated, various agencies are supporting communities to identify the vulnerable communities, geographic areas and potential climate change adaptation interventions to address the urgent and immediate adaptation needs of vulnerable communities. Such community needs are compiled either in the form of community adaptation plan or in the form of LAPA. Such plans basically cover 6 thematic areas as provided by NAPA which are:

1. Forestry and Biodiversity
2. Agriculture and Food Security
3. Urban and Infrastructure
4. Public Health
5. Water and Energy
6. Climate induced disaster

As a result such plans are integrated plan and necessitating the support from all related thematic agencies to ensure the full implementation of such plans.

### **Climate Proofing of Infrastructure Related Activities**

Besides communities, agriculture and forestry ecosystem; developmental activities are themselves very vulnerable to climate change impact if they are planned and implemented without due consideration of extent of changed climate. In many cases, unplanned developmental activities especially infrastructure development activities without considering the climate change have also compounded the risk of climate change. It has increased landslide, building failure, life casualties and so on.

Government has also prepared the building code but lacks the code for other community level infrastructure development activities. In many parts of the hills, roads, drinking water schemes, irrigation facilities are being constructed without

proper consideration of technical specification, designing and materials. As a result, such infrastructures, in many cases, are either non-functional or already collapsed.

### **Key Documents**

IPCC, 2007, Synthesis Report 2007

GoN, 2011, Climate Change Policy

NAPA, 2010, Government of Nepal

GoN, 2011, National Framework on Local Adaptation Plans of Action (LAPA)

## Annex 10: Programme description

### Country Programme 10093: Time frame: 2002 – 2007

CP 10093 was approved in May 2001 and began in 2002, initially for a five year period. It was extended until 2010 but the last year of reporting was 2007.

### Objectives

**The goal** of the Nepal 2002-2006 Country Programme was to bring about sustainable improvements in food security for the most disadvantaged, particularly women and children, in highly food insecure areas of Nepal. There was a specific focus on women as key agents of change.

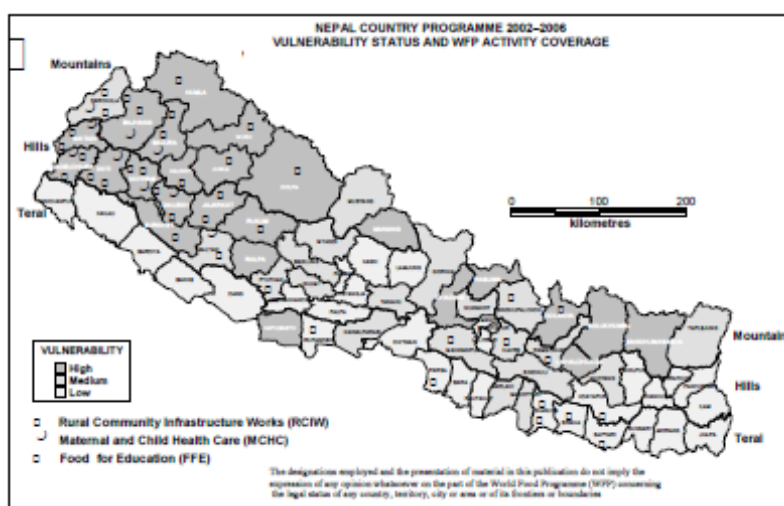
### The objectives of the RCIW component were to:

1. Assist poor people in developing productive assets that improve physical access, agricultural production and natural resource management;
2. Enhance skills, capacities and income opportunities at the local level;
3. Preserve assets and prevent or mitigate the effects of natural disasters.

### Districts covered

- Far-western (Darchula, Baitadi, Dadeldhura, Doti, Bajhang, Bajura, Achham)
- Mid-western (Humla, Mugu, Jumla, Dolpa, Salyan, Pyuthan, Jajarkot, Kalikot, Dailekh)
- Central Region (Makawanpur, Sindhupalchok, Dolakha, Ramechhap, Kavre) East (Udayapur, Dhanusha, Siraha, Saptari)

### Map taken from WFP Country Programmes Agenda Item 5 Country Programme – Nepal (2002-2006) WFP/EB.2/2001/5/1



### Summary description

There were three main activities included in the Country Programme. These were: Rural Community Infrastructure Works (RCIW); Food for Education (FFE); and Assistance to Mother and Child Health Care (MCHC).



RCIW: aimed to develop the self-help capacity of targeted communities through improved access (mainly road construction), asset creation and associated agricultural production. There was also capacity building to enable people, especially women, to develop and engage in income generating activities.

FFE: Fortified midday meals for schoolchildren attending pre-primary, primary and lower-secondary schools and a take-home ration of vegetable oil for the mothers of girls who regularly attend school.

### **Ration and working days**

The food ration (4 Kg of rice per working day or a total ration of 280 Kg per year) covers the average requirements of a family for 4 months annually (average of 70 work days per year). The intention was to provide 3 years of employment per worker.

### **FFA Areas of intervention**

- Agriculture and Land Management
- Forestry/Agroforestry
- Water Management Infrastructures
- Access Infrastructures
- Flood Protection
- Training

### **Beneficiaries**

<b>Rural Infrastructure Works - Total Beneficiaries</b>			
	<b>Planned</b>	<b>Actual</b>	<b>% Actual vs Planned</b>
2002	295,000	300,151	102%
2003	295,000	315,000	107%
2004	295,000	469,000	159%
2005	295,000	320,656	109%
2006	540,397	550,585	102%
2007	553,000	364,361	66%
<b>TOTAL</b>	<b>2,273,397</b>	<b>2,319,753</b>	<b>102%</b>

### **FFW Participants**

<b>Rural Infrastructure Works - FFW participants</b>			
	<b>Planned</b>	<b>Actual</b>	<b>% Actual vs Planned</b>
2002	46,800	47,643	102%
2003	46,800	50,000	107%
2004	50,000	82,700	165%
2005	49,600	74,400	150%
2006	93,280	97,105	104%
2007	93,800	65,492	70%
<b>TOTAL</b>	<b>380,280</b>	<b>417,340</b>	<b>110%</b>

## Assets built

Please note that this is based on the WFP Nepal data set but there are concerns about the quality of the evidence for the Country Programme as for instance no data exists for Jumla. So this is indicative only.

Type	Number	%	No. Beneficiaries (HH )x 5.6)	%	Number of beneficiaries (HHs) per asset.
Trail	2	0.9	5774	5.4	2887
Road	27	12.3	16145	15.0	598
Agricultural Land Improvement	51	23.3	25122	23.4	493
Irrigation Scheme	40	18.3	19555	18.2	489
Plantation Work	44	20.1	20104	18.7	457
River Bank Protection	8	3.7	3651	3.4	456
Irrigation Pond	37	16.9	15344	14.3	415
Culvert	6	2.7	1333	1.2	222
Water Harvesting Pond	4	1.8	325	0.3	81
<b>Total (average for HHs/asset column)</b>	<b>219</b>	<b>100.0</b>	<b>107352</b>	<b>100.0</b>	<b>490</b>

## Partners

The main partners of the CP were government line ministries and six national/international NGOs.

## Food distributed

Food distributed (mt) - rural infrastructure works and total CP

	RIW	Total CP	% RIW
<b>2002</b>	13,340	19,284	69%
<b>2003</b>	13,570	22,345	61%
<b>2004</b>	13,064	21,673	60%
<b>2005</b>	10,302	20,552	50%
<b>2006</b>	13,927	26,631	52%
<b>2007</b>	10,821	21,838	50%
<b>TOTAL</b>	<b>75,024</b>	<b>132,323</b>	<b>57%</b>

## Costs (CP US\$m)

	Approved budget	Confirmed contributions	Expenditure
2002 – 2007	112.00	75.36	65.71

## Contributions

The 2007 SPR records 38 separate directed multilateral contributions to the CP since 2002 to a total value of US\$37.41 million. A further US\$37.95 of multilateral contributions was received from 18 donors.

## PRRO 10676: Time frame: September 2007 – December 2010.

Note that the last year of reporting was 2011.

## Objectives

There were three key objectives of PRRO 10067:

1. Reduce immediate vulnerability and food insecurity
2. Increase resilience against shocks and improve longer term food security
3. Strengthen the capacity of government and other national organizations to monitor and respond to food insecurity

## The FFA objectives were:

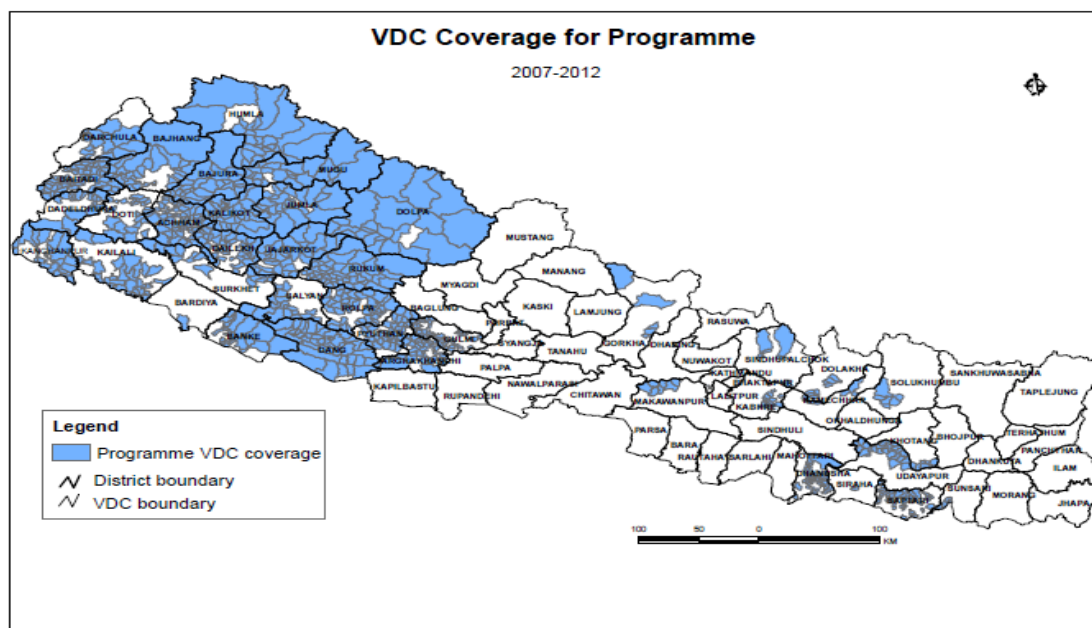
1. Provide short-term food security
2. Rebuild/construct critical infrastructure through FFW schemes in rural areas highly impacted by conflict
3. Improve market access, create short-term employment opportunities and facilitate access to basic social service delivery.

## Districts covered

A total of 28 districts were covered by the PRRO 10676 programme.

- Far-western (Darchula, Baitadi, Dadeldhura, Doti, Bajhang , Bajura, Achham)
- Mid-western (Humla, Mugu, Jumla, Dolpa, Salyan, Pyuthan, Jajarkot, Kalikot, Dailekh, Rukum, Rolpa)
- Central Region (Makawanpur, Sindhupalchok, Dolakha, Ramechhap, Kavre, Sindhuli)
- East (Udayapur, Dhanusha, Siraha, Saptari)

## Map



### Summary description

In April 2006, Nepal ended an 11 year conflict with the signing of a Comprehensive Peace Agreement between the Communist Party of Nepal Maoists (CPNM) and the then ruling coalition government known as the Seven Party Alliance (SPA). Following the conflict there were many critical issues to address, including addressing the root cause of the conflict and supporting conflict affected populations. An additional problem, especially amongst the rural population, was food security and loss of livelihoods caused by consecutive droughts. The Protracted Relief and Recovery Operation (PRRO) begun by providing food to the most vulnerable and needy communities and begun a Food-for-Assets/Cash-for-Assets approach in order to help restore basic infrastructure, increase food security and mitigate against negative impacts of climatic events such as droughts.

### Ration and working days

- **Food-for-Assets:** an average of 40 work days during the traditionally lean periods of the year (average 10 work days/month). 40kg of rice and 5kg of pulses for every 10 working days (4kg rice/0.5kg pulses per work day) was provided per household.
- Households affected by the winter drought only worked for an average of 20 days for the same ration under a “quick-impact, short-term relief intervention”.
- **Food-and-Cash-for-Assets:** Received 50:50 food and cash.
- **Cash-for-Assets:** Received only the cash equivalent for their work.

### FFA Areas of intervention

- Agriculture and Land Management
- Forestry/Agroforestry

- Water Management Infrastructures
- Access Infrastructures
- Energy Efficiency
- Flood Protection
- Waste management and Sanitation
- Training

## Beneficiaries

Number by year from End of Project report Table 3

	2007	2008	2009	2010	Total
<b>Planned</b>	1268600	2094000	1649050	1649050	6660700
<b>Actual</b>	15800	1357500	1590700	955976	3919976
<b>%</b>	1.2	64.8	96.5	58	85.85

## Participants (Food For Work only)

Number by year [see Standard Project Reports]

	2007	2008	2009	2010	Total
<b>Planned</b>	187,500	335,500	294,474	294,474	1,111,948
<b>Actual</b>	1,273	218,075	169,000	164,979	553,327
<b>%</b>	0.7	65.0	57.4	56.0	50.0

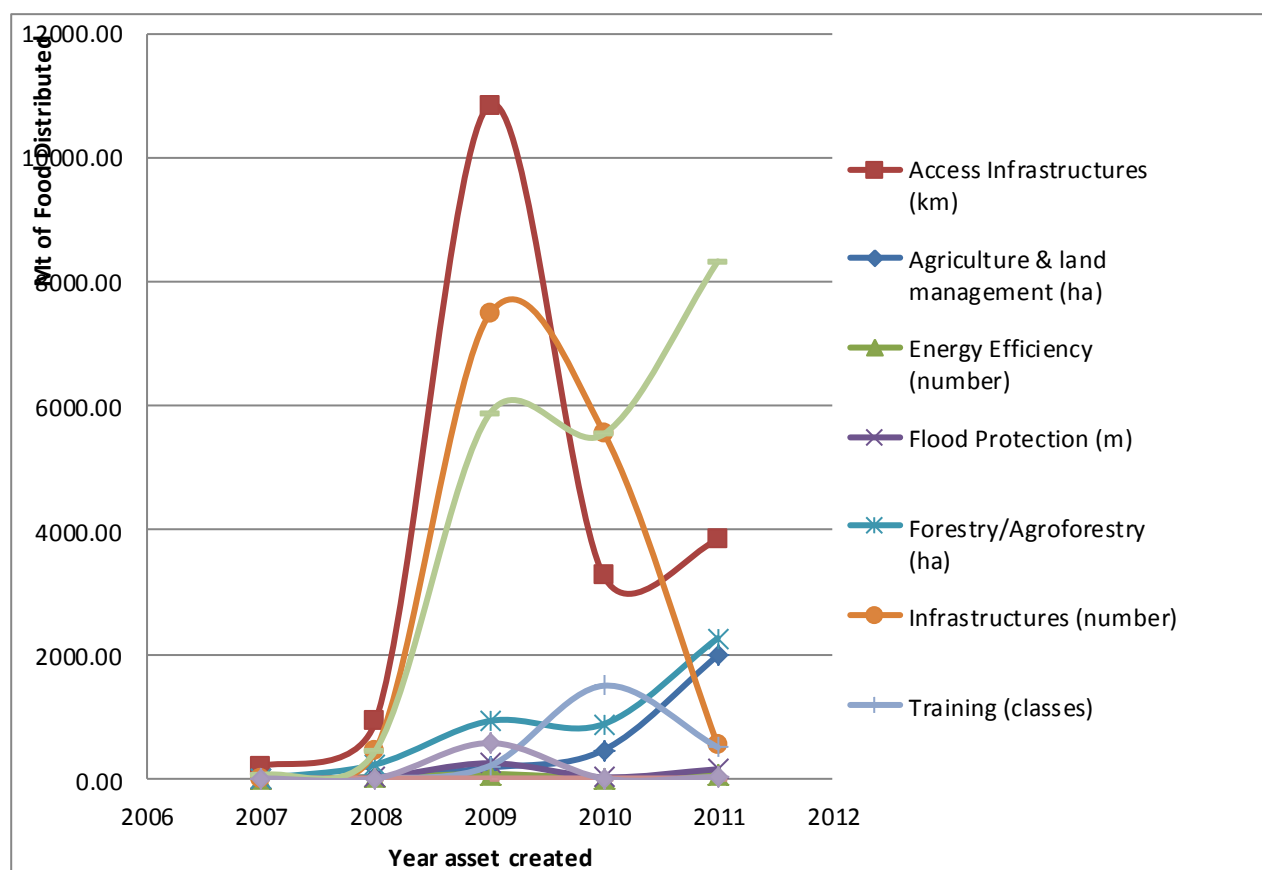
## Assets built

This table and following graphs based on the WFP Nepal data set provided to the evaluation team.

Type	Number	%	No. Beneficiaries (HH x 5.6)	%	Number of beneficiaries per asset.
<b>Road</b>	209	8.9	435,658	21.1	2084
<b>Plantation Work</b>	77	3.3	100,615	4.9	1307
<b>Training On Farmer Field School</b>	36	1.5	46,799	2.3	1300
<b>School Facility</b>	392	16.7	472,853	22.9	1206
<b>Trail</b>	212	9.0	235,189	11.4	1109
<b>Microhydro</b>	31	1.3	31,002	1.5	1000
<b>Irrigation Scheme</b>	380	16.2	338,055	16.4	890
<b>Community Facility</b>	145	6.2	117,146	5.7	808
<b>General Training</b>	21	0.9	14,241	0.7	678
<b>Agriculture Land Improvement</b>	31	1.3	20,322	1.0	656
<b>Drinking Water</b>	162	6.9	102,614	5.0	633
<b>Community Pond</b>	78	3.3	47,538	2.3	609
<b>Solar Home Support</b>	1	0.0	560	0.0	560
<b>Proper Compost Making</b>	12	0.5	6,479	0.3	540
<b>Bridge</b>	63	2.7	29,820	1.4	473
<b>Water Mill</b>	14	0.6	5,958	0.3	426

Type	Number	%	No. Beneficiaries (HH x 5.6)	%	Number of beneficiaries per asset.
<b>River Bank Protection</b>	62	2.6	23,296	1.1	376
<b>Community Nursery</b>	12	0.5	4,262	0.2	355
<b>Community Demonstration Garden</b>	12	0.5	4,234	0.2	353
<b>Water Source Improvement</b>	14	0.6	4,228	0.2	302
<b>Culture Conservation</b>	2	0.1	521	0.0	260
<b>Waste Management Support</b>	2	0.1	437	0.0	218
<b>Cooking Stove Support</b>	4	0.2	392	0.0	98
<b>Support to Conflict Affected Children</b>	365	15.5	21,521	1.0	59
<b>Model Kitchen Garden</b>	12	0.5	605	0.0	50
<b>Total (average for HHs/asset column)</b>	<b>2349</b>	<b>100.0</b>	<b>2064345</b>	<b>100.0</b>	<b>879</b>

### Metric Tones of food distributed per asset type.



### Costs for PRRO (US\$m)

	Approved budget	Confirmed contributions	Expenditure
2007 – 2011	169.67	119.68	115.55

### Contributions

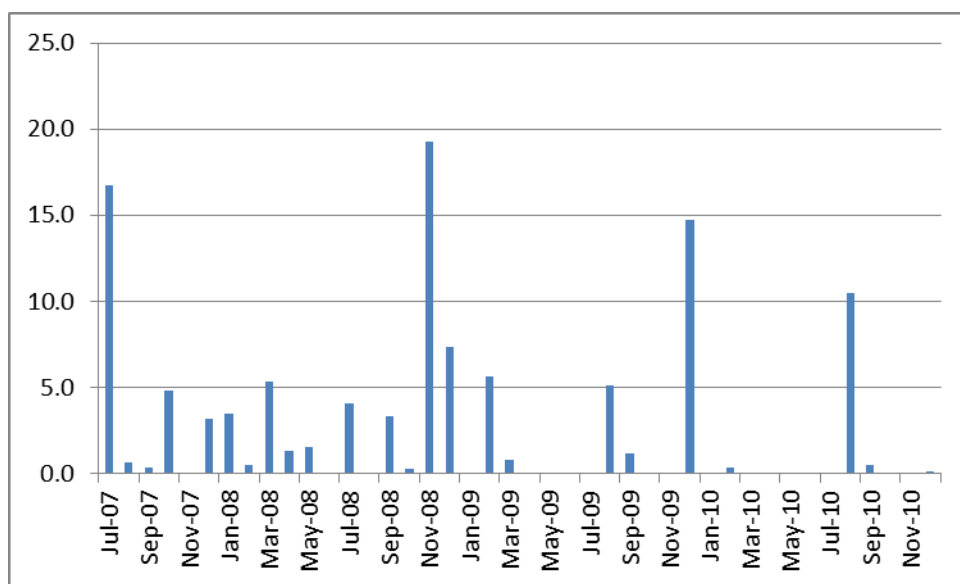
The 2011 SPR records 49 separate directed multilateral contributions to the PRRO since 2007 to a total value of US\$110.99m. A further US\$10.98m of multilateral contributions was received from 5 donors.

### Contributions by major donor – End of Project Report Table 1

	2007	2008	2009	2010	Total
EC		2,377,486	12,669,468	1,143,583	16,190,537
Germany	1,351,351	778,816	753,012		2,883,179
GoN/WB		16,200,000		10,500,000	26,700,000
Netherlands	1,852,000	2,132,250			3,984,250
Private donors	183,486	300,000	808,863	441,090	1,733,439
UN CERF	1,000,000	6,451,304	6,000,000	520,978	13,972,282
UK		2,150,537	14,069,706		16,220,243
USA	6,856,300	12,512,400	5,092,778		24,461,478
Multilateral		7,062,321	747,181	2,354,000	10,163,502
Others	1,579,185	4,061,398	14,880	0	5,655,463
<b>TOTAL</b>	<b>12,822,322</b>	<b>54,026,512</b>	<b>40,155,888</b>	<b>14,959,651</b>	<b>121,964,373</b>
As % of budget					72%

A key feature these contributions is their uncertain and intermittent nature. Unlike most development programmes, WFP programmes are not funded at the outset or with any certainty. Contributions are received according the donor’s timetable. WFP has to make a budget for the programme, and for each year, without knowing with any certainty what funds will be contributed when. This makes multi-year planning much more difficult. The figures below shows when contributions were received by month.

**PRRO contributions by month 2007-2010 (US\$ million)**





## **Annex 11: Evidence from PRRO data and WFP Nepal report**

This annex summarises the evidence relating to the evaluation questions that is available from existing data and reports. The sources are of three main types. A list of the various sources used is given at the end of the annex.

**The first major source of information** is the final project survey carried out by WFP in September and October 2010. This covered 1222 households including 314 households from areas not covered by PRRO 10676. Additional analysis has been carried out on this dataset<sup>67</sup>. Reference has also been made to the baseline survey carried out in September 2007.<sup>68</sup>

**The second main source of information** is the external evaluations carried out by, or with the support of, a number of WFP's partners between 2006 and 2010.

**The third source is the internal monitoring and evaluation reports produced by WFP Nepal itself.** These include six impact case studies and a series of programme monitoring reports produced between 2008 and 2010. Data from the Standard Project Reports for the CP 10093 and PRRO 10676 are summarised in Annex 11a – Programme Description.

The absence of any information under some of the evaluation questions indicates that no relevant M&E data has been found from the PRRO data set or WFP documents.

### **Question 2: What positive or negative impacts have FFA activities had on individuals within participating households and communities.**

**2.1 To what extent did the assets created meet the technical standards expected; are still functioning; and being used for the purposes expected?**

No information from PRRO data.

**2.2 What bio-physical outcomes (i.e. erosion, water availability, flooding, and vegetation cover, production from agriculture or forestry) have been associated with the assets developed?**

The Impact Case Studies reported positive bio-physical outcomes. A compound wall for apple orchards in Jumla has protected saplings on previously unused land. This was said to have contributed to improving the quality of the soil; reduced the risk of landslides; and opened up the potential for intercropping. The evidence for these impacts was not presented. A number of these case studies appear to report what could or should result from the project, rather than what actually has resulted. The agro-forestry project in Makwanpur may well have stabilised soil on steep slopes, reduced erosion and landslides, and helped regenerate degraded land, but evidence for these effects is not provided.

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<sup>67</sup> Analysis already reported by WFP in the End of Project Report (EPR) was not repeated.

<sup>68</sup> Mid-Term Evaluations were also undertaken in September 2008 and 2009. These have not been used. The datasets were considered by WFP to be less reliable than the final survey.

The rehabilitation of an irrigation canal in Jumla has had a much clearer impact on water availability. Villagers can now irrigate once every 8 days rather than once every 15 days.

### 2.3 What effects have these outcomes had on land productivity?

The Impact case Studies reported positive impacts on land productivity. The area under irrigation has increased by 60%, and crop yield by 7%, due to one canal project in Jumla.

### 2.4 What effects have the bio-physical outcomes had on the food security, resilience, empowerment and livelihoods (incl. migration) of participating households and communities?

The final PRRO survey found a number of positive effects from the programme when comparing programme and non-programme households:

- An increase in income or agricultural production expected from the training received under the programme (End of Project Report (EPR), Fig.6, p.13).
- an improved Food Consumption Score (FCS) in 2010 (EPR, Fig.3, p.8).
- a reduced severity of food shortage compared to the previous year (EPR, Table 4, p.8)
- increased employment opportunities and income (EPR, Fig.7, p.13)
- reduced rates of acute malnutrition (EPR, Table 5, p.8)
- reduced out-migration (EPR, Fig.5, p.10)

Analysis of the PRRO data showed a higher percentage of programme households (85%) purchasing NFC rice in the last year compared with non-programme households (68%). This is not easy to explain. The greater availability of food in programme VDCs might have been expected to have reduced the need for NFC purchases.

Analysis of the PRRO data does not suggest that, by 2010 at least, programme households were more self-sufficient in food than non-programme households. There was almost no difference between programme and non-programme households, and no improvement compared with the baseline survey. In the baseline survey 60% of households were more than 3 months self-sufficient. In the final survey 56% of beneficiary households, and 58% of non-beneficiary households, were more than 3 months sufficient.

**Table A11.1: Sufficiency of food from own production in last year**

	1	2	3	4	n/a	Total
	Less than 1 month	1-3 months	3-6 months	More than 6 months		
<b>Beneficiary</b>	6.3%	35.3%	36.4%	19.1%	2.9%	100%
<b>Non-programme</b>	6.7%	32.8%	36.9%	21.3%	2.2%	100%
<b>Baseline</b>	10.0%	24.0%	34.0%	25.8%	6.2%	100%

In 2011 WFP reported an interesting analysis of changes in the food security situation in programme and non-programme VDCs. A higher rate of improvement was observed in programme VDCs (78%) compared with non-programme VDCs (55%). This difference could be attributed to the PRRO or to the observation that

food insecure VDCs (those targeted by the PRRO) might be expected to improve more than less food insecure VDCs (those not targeted by the PRRO). Given the expected difference between targeted and non-targeted VDCs, it is not possible draw a robust conclusion from this data alone.

**Table 11.2: PRRO intervention and changes in the food security situation (2008/09 – 2009/10)<sup>69</sup>**

Food security situation	Number of VDCs			Percentage Improved
	Improved	Stable	Deteriorate	
Programme VDCs	146	5	37	78%
Non-programme VDCs	75	11	51	55%

The Impact Case Studies report significant positive impacts. An agro-forestry project in Makwanpur led to substantial increases in income across all wealth groups. Another agro-forestry project was found to have resulted in an ‘improved food security situation and better nutrition in the village’. The cultivation of cash crops has increased employment opportunities and contributed to a decrease in seasonal migration. Villagers felt that their food security and overall quality of life had improved.

Programme Monitoring Reports identify a range of positive outcomes. For example, beneficiaries reported increased household food security, increased employment, an increased variety of food, and decreased out-migration (March-June 2008).

The 2010 Country Portfolio Evaluation concluded that WFP had been very effective in building community assets through C/FFA; had reached a large number of people; reduced immediate food shortage problems; and protected assets and livelihoods in the short-term. Significant impacts in increased income, reduced migration and reduced use of credit for food purchase were shown in 2008 and 2009. However, it is less clear that longer-term household assets or improved livelihood conditions are being created.

## **2.5 What were the main costs related with asset development including opportunity costs?**

No data from PRRO data set.

## **2.6 How were impacts and costs distributed among different socio-economic categories, age categories, ethnic groups, and between men and women?**

The final PRRO questionnaire asked respondents to self-classify themselves as ‘above average, average, poor or very poor compared to others in this VDC’. This variable can be used to explore the distributional impacts of the programme, at least among the lower three categories.<sup>70</sup> The distribution of wealth categories is similar in the

<sup>69</sup> Geographical Targeting synthesis document. WFP (December 2011). Box 1.

<sup>70</sup> A very small percentage of households (less than 2%) classified themselves as ‘above average’.

programme and non-programme samples. There was a slightly higher percentage of dalit households in the programme sample (23%) compared to the non-programme sample (17%).

Analysis of the PRRO data shows that:

- the chances of finding employment in the area compared to 12 months ago was positively correlated with the household wealth ranking (e.g. 'average' and 'above average' households reported more improved chances than the 'poor' or 'very poor').
- total household income compared to 12 months ago was positively correlated with the household wealth ranking.
- living conditions compared to 12 months ago was positively correlated with household wealth ranking.
- the number of household members currently working outside the district was positively correlated with the household wealth ranking.
- the extent to which households were, despite the WFP assistance, still heavily affected by rising food prices is inversely related to the household wealth ranking (e.g. more of the 'very poor' were still heavily affected).
- Self-sufficiency of food production was positively correlated with household wealth ranking.
- Recovery from shocks was weakly correlated with household wealth ranking. A slightly higher percentage of very poor households had 'not recovered at all' and a slightly higher percentage of average households had 'completely recovered'.

A number of the Impact Case Studies identified problems with poorer groups. Landless households only benefited from the food provided during the rehabilitation of an irrigation canal in Jumla, not from the operation of the canal. In the case of fencing project for apple orchards, the extreme poor were unable to purchase additional saplings. In the case of a micro-hydro project in Jumla, the extreme poor were less able to afford additional bulbs or the connection charges. It was also more difficult for them to invest in new income generating activities. Poor farmers cannot afford to establish agro-forestry without a loan, and households with a limited labour force will find it hard to meet the increased labour demand. Those with little land are unable to plant as many saplings and are therefore limited in their ability to exploit agro-forestry.

The SCF Impact Assessment acknowledged that, when community assets like irrigation are improved, better-off households derive more benefit. Greater care is therefore needed to ensure equitable benefits.

## **2.7 What effects did FFA outcomes and participation in FFA programmes have on women and girls (incl. female-headed households) including distribution of resources, workload and empowerment and status?**

Around 13% of programme households were categorised as female-headed in the final survey. The percentage of male and female-headed households is similar in the programme and non-programme samples.

Analysis of the final survey data shows that:

- the gender of the household head made little difference to the extent to which the household had recovered from shocks.
- a higher percentage of male-headed households reported increased household income compared to 12 months ago.
- a higher percentage of male-headed households reported improved living conditions compared to 12 months ago.
- Self-sufficiency of food production was weakly correlated with the gender of the household head. Female headed households were slightly less self-sufficient.

Notwithstanding the short-term nature of the schemes, the PLIC evaluation concluded that the impact of women’s empowerment was long-lasting. Longer projects with more practical demonstrations would have increased this further, especially given low literacy levels.

## **2.8 To what extent did FFA activities or the assets that were built through FFA affect the resilience of households or communities in terms of diversifying livelihoods and withstanding subsequent shocks?**

The final PRRO survey found a number of positive effects from the programme when comparing programme and non-programme households:

- A lower Coping Strategy Index (CSI) score among programme households compared to non-programme households (EPR, Table 6, p.10).
- A reduced use of credit to purchase food by programme households compared to non-programme households (EPR, p.10).
- Improved recovery from shocks to food security (EPR, fig.8, p.14).
- Reduced out-migration in programme households compared to non-programme households (EPR, p.10).

As with all of the results reported in the end of project report (EPR), these are average figures. The difference between the programme and non-programme average is not generally very large. It is not reported whether the differences are statistically significant.

Analysis of the PRRO data by the evaluation team found only a slightly improved household recovery from shocks among programme households compared to non-programme households, and a small improvement in the percentage with some recovery compared with the baseline situation.

**Table A11.3: Household recovery from shocks**

				Total
	Not recovered at all	Partially recovered	Completely Recovered	
<b>Beneficiary</b>	27.0%	65.5%	7.5%	100%
<b>Non-programme</b>	33.4%	60.7%	5.8%	100%
<b>Baseline</b>	35.7%	42.7%	10.5%	100%

## **2.9 To what extent did the benefits of FFA interventions have an impact on other, non-participant communities (spill over effects)?**

The Impact Case Study of an agro-forestry project in Makwanpur reported that other communities had voluntarily decided to adopt agro-forestry because of the positive results from the FFA project.

## **2.10 Was the asset appropriately designed and sited to minimize maintenance costs? Is maintenance undertaken as needed to maintain effectiveness of the asset? What maintenance is being done by whom and what are the costs in both financial resources and time and maintenance costs?**

The PLIC evaluation found a few schemes that were performing sub-optimally due to O&M problems, but none that were non-functional. The sustainability of around 60% of schemes was questionable due to institutional weaknesses and a shortage of O&M funds.

A Norwegian evaluation in 2007 found that the lack of maintenance was a threat to the sustainability of roads constructed. Improved handovers to maintenance committees, and improved financing for maintenance, needed to be explored.

### **Question 3: What factors were critical in affecting outcomes and impact?**

#### **3.1 Planning processes: technical appropriateness and quality, modality, programme category, targeting, participation of women in priority setting, community leadership, appropriateness of assets for disasters faced by communities.**

The 2010 Country Portfolio Evaluation concluded that the wide geographical spread of resources was the right way of reaching a high proportion of the food insecure population up the CPA. However, spreading resources made it more difficult to achieve sustainable livelihood recovery objectives or to address chronic food insecurity.

The 2010 CPE complemented WFP on the quality of its nutritional data and targeting, as did the PLIC End of Programme Evaluation in 2007.

A SCF Impact Assessment in 2009 recommended greater flexibility in the number of FFW days – 25 to 55 would be a suitable range – and increasing the amount of skilled labour depending on the nature of the project. A greater training emphasis on O&M aspects of community infrastructures, and better coordination and linkages with district line agencies in order to mobilise resources, was also recommended.

The PLIC evaluation found that scheme selection was generally participatory and appropriate. However, some higher priority schemes were not selected due to budgetary or technical constraints.

#### **3.2 Contextual factors: socio-economic, political, security, seasonal migration, property-rights, market-related, coherence with government and local priorities and plans, presence/absence of complementary**

### **activities/institutions, range and frequency of disasters and shocks affecting communities.**

One of the Impact Case Studies – walls for apple orchards in Jumla – reported that saturated local markets for apples are a major problem, even before several thousand new trees come into production. The new Karnali Highway may help by providing access to larger and better markets.

The lack of land registration and consequent insecurity was identified as a constraint to investment in agro-forestry.

Improvements in agricultural productivity alone may not be enough in many areas. For example, the rehabilitation of an irrigation canal in Jumla has increased productivity and production. However, with three-quarters of households still only producing up to 3 months food, other avenues – such as off-farm activities – need to be explored and exploited.

Implementation of WFP activities was severely affected by the deteriorating security situation after the collapse of the cease-fire in August 2003 (NORAD Progress Report, 2004). However, in general, the ability of WFP to implement its programme during the conflict without severe interruptions was commendable.

The 2010 Country Portfolio Evaluation concluded that WFP Nepal was closely aligned with national /sub-national policies from 2002-2006; reasonably well aligned until 2009; but that alignment with government priorities began to decline in 2009. A major focus on short-term food security interventions, while highly appreciated by government and donors in the past, was no longer consistent with Government's need to address with the underlying causes of chronic food security.

One of the main problems is that most of the households WFP works with are chronically food insecure. The timeframe for activities was too short to restore productive assets sustainably, and the lack of multi-year funding made it difficult to maintain activities.

### **3.3 Implementation issues: food assistance issues including amount of food assistance, duration, timing sharing, and provision of appropriate non-food items.**

Programme Monitoring Reports recorded a number of implementation problems: unavailability/inadequacy of tools; lack of awareness/capacity; delayed delivery of materials and inadequate technical support (May 2009). Reported problems varied by VDC.

The short-term nature of C/FFA projects was recognised as a problem in some of the Impact Case Studies. The importance of a longer-term perspective, and the provision of complementary activities, was recognised as being desirable but difficult for the PRRO by itself. Better alignment with other agencies and organisations was required.

The SCF Impact Assessment made a similar observation. The short-term nature of the projects meant that construction was emphasised over capacity building. Good quality and sustainable operations require more emphasis on skill development training, especially for young people. Skilled young migrants will earn more money for their families than unskilled migrants

### **3.4 Capacity and support: provision of adequate technical support from WFP or partners, contribution of food for training in livelihoods and resilience related topics.**

A number of the Impact Case Studies highlighted the importance of a high quality implementing partner. For example, the Manahari Development Institute (MDI) was reported to have contributed to the sustainability of the agro-forestry project in Makwanpur by helping to select an appropriate project, ensuring effective social mobilisation, and promoting the use of local resources and technical knowledge.

The 2010 CPE came to a similar conclusion. Greater impact was achieved when C/FFA activities were combined with complementary programmes implemented by partners such as GTZ or Mercy Corps.

The SCF Impact Assessment concluded that, given the large number of projects spread over such remote areas, an adequate number of technically skilled staff is essential.

#### **Question 4: how could the FFA activities be improved to address finding emerging from analysis of Questions 2 and 3.**

The 2010 Country Portfolio Evaluation recommended design and multi-year funding to address the causal factors of chronic food insecurity, as well as immediate needs, and a consolidation of programming in fewer districts to reduce the geographical spread. Livelihood recovery objectives needed to be more modest and longer-term: it is difficult to address the underlying causes of chronic food insecurity with short-term food security interventions.

The short duration of projects is a recurrent theme in evaluations. Schemes were effective at increasing short-term food security but were less effective at building community and O&M capacity or addressing issues that required a longer-term engagement. Longer projects would allow for greater institutional development and greater sustainability.

The fundamental mismatch between short-term interventions and long-term, chronic, structural problems of social exclusion and food insecurity was clearly identified in the 2007 Norwegian evaluation. Stronger participatory processes, and longer-term interventions, were required if the country programme was to be more than 'a drop in the ocean'.

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WFP PRRO Baseline Survey Report (2007)

WFP Geographical targeting. Synthesis document (2011)

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## Annex 12: Summary of Assets, food and cash distributed

VDC	Implementati on Partnership	Operational Time Frame	WFP Support		CP 10093	PRRO 10676	Start Date (from WFP data)	Finish Date	Number & types of Assets Created	Beneficiaries
			Food (MT)	Cash						
Bhadrapur Dadeldhura	Mercy Corps/Nepal Red Cross/Rural Environment Development Centre	between 2 and 4 months	0	5,698,800	yes	yes	2008	2011	11 x community ponds, 2x trails, 1x plantation (fail), 2x community facility, 1x drinking water, 1 x irrigation	Community assets benefiting the local community, the wider community and, in some cases, individuals.
Chipur Dadeldhura	Mercy Corp/Nepal Red Cross Society/Rural Environment Development Centre	between 2 and 4 months	0	3,773,000  (5,733,200 )	yes	yes	2009	2010	3 x drinking water, 2 x community pond, 2x trail, 1 x irrigation and 1 x school wall.	Whole communities, targeted, disadvantaged sub- communities and the wider region benefitted from different assets.
Samejee Dadeldhura	Mercy Corp/Nepal Red Cross/Rural Environment Development Centre	between 2 and 4 months	51.80	4,425,995  (4,791850)	yes	yes	2008	2011	3 x irrigation scheme, 2 x road, 2 x school facility, 2 x drinking water, 2 x trail, 1 x bridge, 1 x community facility and 1 x community pond.	Some asset benefit selected HHs, some the whole local community and others the wider community. Beneficiary targeting was positive in some cases and poor in others.

VDC	Implementati on Partnership	Operational Time Frame	WFP Support		CP 10093	PRRO 10676	Start Date (from WFP data)	Finish Date	Number & types of Assets Created	Beneficiaries
			Food (MT)	Cash						
Dadeldhura District  Impact of Road Network Improveme nts on Livelihoods	RCIW Programme	1998 - 2002	256.86	19,860,507  (sum of values for roads, trials and bridges in District)			1998	2002		The whole community benefit. Micro projects targeted marginalised households, while the road network has benefitted everyone economically either directly or indirectly
Chhumchau r  Jumla	IDE/DEPROSC- Nepal/The Mountain Institute/Dolph u Institute/Institu te for Community Development/W orld Vision/Save the Children/Nepal Red Cross Society, Jumla	Between 45 days and 9 months.	80.2  (69.99)	339,255  (o)	No	yes	2008	2011		Generally the whole community – geographical targeting rather than targeting groups or individuals.
Depalgaun  Jumla	DEPROSC- Nepal/Save the Children/Nepal Red Cross Society, Jumla	Each asset created within a month.  Between 2008-2009	34.65	o	No	Yes	2008	2009	2 x stone embankment and 3 x terrace improvement.	Individual households were targeted and received direct benefits, while the community gained indirect benefits

VDC	Implementati on Partnership	Operational Time Frame	WFP Support		CP 10093	PRRO 10676	Start Date (from WFP data)	Finish Date	Number & types of Assets Created	Beneficiaries
			Food (MT)	Cash						
Kudari, Jumla	Save the Children/Nepal Red Cross Society/DDC/D EPROSC-Nepal	2007-2009  “4 months” “several months” and “don’t remember” recorded in field	65.5  (143.18 )	191,509  (o)	No	Yes	2007	2009	4 x school building, 2 x irrigation channel, 1 x community building and 1 x trail improvement.	Whole community including women and children. Wider community in neighbouring VDC also receive some benefit.
Bharta Kalikot	Nepal Red Cross/Helvetas/ Hurendec/DEP ROSC-Nepal.	Between 3 months and 2 years.	396.85  (234.49 )	(186,742)	yes	yes	2006	2009	2 x irrigation pond; 2 x conflict affected HHs operation; 2 x road; and 1 x land improvements	Individual HHs in some cases. Community assets were created but are not functional.
Daha Kalikot	Nepal Red Cross/Save the Children	60-70 days to 6 months	32.7  (o)		yes	yes	2009	2010	1 x irrigation channel; 1 x school building; and 1 x food for conflict affected children/HHs.	Individual HHs in some cases, the local community and wider community in other cases e.g. school
Lalu Kalikot	Nepal Red Cross/SADA/He lvetas /RCIW/Save the Children	between 1 and 4 months	29.92  (134.00 )	(195,465)	yes	yes	2006	2012		Individual households in some cases and in others, whole villages/settlements and the wider community

VDC	Implementati on Partnership	Operational Time Frame	WFP Support		CP 10093	PRRO 10676	Start Date (from WFP data)	Finish Date	Number & types of Assets Created	Beneficiaries
			Food (MT)	Cash						
Harjang Rolpa	GIZ	Two periods of 7 and 3 months respectively	2.5kg/d ay  (45.74)	NRs 100/day  (914,700)	No	yes	2007	2008	1 irrigation system	Local community/landowners connected to the irrigation system (35 HHs). A further 60 individuals from outside the community benefitted during construction.
Uwa Rolpa	GIZ (in partnership and independently).	Between 1 and 3 months per asset.	54.16	1131321	No	yes	2007	2009	2 school facilities, 1 irrigation system, 1 irrigation/drinking water installation and 1 trail improvement.	Primarily the community in which the asset was built. The school, however, offers benefits to the wider community through formal education and trainings held there.
Wadachaur Rolpa	GIZ (in partnership and independently).	Between 3 and 12 months per asset.	8.89  (29.03)	62306  (465,208)	No	yes	2007	2012	1 school facility; 1 irrigation scheme; 1 community pond (drinking water)	Whole community, including poor and disadvantaged. Benefits also for those outside the community where asset created.

VDC	Implementati on Partnership	Operational Time Frame	WFP Support		CP 10093	PRRO 10676	Start Date (from WFP data)	Finish Date	Number & types of Assets Created	Beneficiaries
			Food (MT)	Cash						
Khanbu Udayapur	RCIW, GIZ, HURENDEC	Between 2 and 8 years	84.49  (119.45)	93002  (o)	yes	yes	2002	2010	1 x irrigation scheme; 1 x agroforestry project and 1 x road.	The local community benefit from the irrigation system and agroforestry project, while the wider community benefit from improved access associated with the road.
Rauta Udayapur	RCIW, GIZ, HURENDEC	8 years	146.82  (472.99 )	17602  (o)	yes	yes	2002	2010	1 x road; 1 x irrigation scheme, 2 x agroforestry projects.	The whole community benefit. Some assets are communal whilst others benefit landowning HHs only.
Sirise Udayapur	RCIW/MDI/NE SPEC	9 months	74.11  (75.85)	(2,968)	yes	yes	2009	2010	1 x fish pond; 1 x irrigation; and 1 x agroforestry.	Individual households for some assets e.g. fish pond and irrigation. Agroforestry benefits the community as a whole including the landless.

## Annex 13: Percentage of Households engaged in C/FFA

**Table 13.1: % Households engaged in C/FFA in sampled VDCs (PRRO only)**

District	VDC	No of HHs in VDC	Year	No of HHs Engaged	% of HHs
Dadeldhura	Bhadrapur	454	2009	221	48.7
Dadeldhura	Bhadrapur	454	2010	256	56.4
Dadeldhura	Bhadrapur	454	2011	341	75.1
Dadeldhura	Chipur	545	2009	297	54.5
Dadeldhura	Chipur	545	2010	233	42.8
Dadeldhura	Chipur	545	2011	289	53.0
Dadeldhura	Samejee	460	2008	215	46.7
Dadeldhura	Samejee	460	2009	497	108.0
Dadeldhura	Samejee	460	2010	230	50.0
Dadeldhura	Samejee	460	2011	291	63.3
Jumla	Chhumchaur	448	2008	176	39.3
Jumla	Chhumchaur	448	2009	317	70.8
Jumla	Chhumchaur	448	2010	0	0.0
Jumla	Chhumchaur	448	2011	68	15.2
Jumla	Depalgaun	423	2008	136	32.2
Jumla	Depalgaun	423	2009	315	74.5
Jumla	Kudari	1042	2009	952	91.4
Kalikot	Bharta	1250	2009	1883	150.6
Kalikot	Daha	877	2009	186	21.2
Kalikot	Lalu	830	2009	633	76.3
Kalikot	Lalu	830	2011	973	117.2
Rolpa	Harjang	497	2007	201	40.4
Rolpa	Harjang	497	2008	200	40.2
Rolpa	Uwa	732	2007	347	47.4
Rolpa	Uwa	732	2008	378	51.6
Rolpa	Uwa	732	2009	87	11.9
Rolpa	Wadachaur	1112	2007	166	14.9
Rolpa	Wadachaur	1112	2008	165	14.8
Rolpa	Wadachaur	1112	2009	238	21.4
Udayapur	Khanbu	776	2009	100	12.9
Udayapur	Khanbu	776	2011	166	21.4
Udayapur	Rauta	1241	2009	50	4.0
Udayapur	Rauta	1241	2010	533	42.9
Udayapur	Rauta	1241	2011	914	73.7
Udayapur	Sirise	898	2010	538	59.9

## Annex 14: Summary Table for Assets located

District / VDC	School	Road	Trail	Bridge	Irrigation	Water	Pond	River Embank	Forest	Agriculture	Community Facility	Conflict / Train	Lost Asset	Discovered
<b>Dadeldhura (this doesn't include major road work as subject to a separate study.)</b>														
<b>Total sampled (expected)</b>	5	2	4	1	6	6	12		1		2		2	
<b>Total Found</b>	4	2	6	1	5	7	14		1		2			5
<b>TOTAL District</b>	9	11	7	3	9	16	18	4	1	1	4			
<b>% sampled in District</b>	56	18	57	33	67	38	67	0	100	0	50			
<b>% found to expected</b>	80	100	150	100	83	117	117		100		100			
<b>% found of District Total</b>	44	18	86	33	56	44	78	0	100	0	50			
<b>Jumla</b>														
<b>Total Sampled (of expected)</b>	5		5		5			2		3	2			2
<b>Total Found</b>	4		5		5			3		3	2		4	13
<b>Total District</b>	20	2	11	12	20	4		4	5	5	6	-		
<b>% sampled in District</b>	25	0	45	0	25	0		50	0	60	33			
<b>% found to expected</b>	80		100		100			150		100	100			



District / VDC	School	Road	Trail	Bridge	Irrigation	Water	Pond	River Embank	Forest	Agriculture	Community Facility	Conflict / Train	Lost Asset	Discovered
<b>% found of District Total</b>	20	0	45	0	25	0		75	0	60	33			
<b>Kalikot</b>														
<b>Total Sampled (expected)</b>	2	2			1	1	3			1	-	3		
<b>Total Found</b>	2	2	-	-	1	1	3	-	-	1	-	3		5
<b>Total District</b>	14	4	-	-	17	4	-	-	1	-	-	27		
<b>% sampled in District</b>	14	50			24	25			0			11		
<b>% found to expected</b>	100	50			25	100				100		100		
<b>% found of District Total</b>	14	25			6	25						11		
<b>Rolpa</b>														
<b>Total Sampled (expected)</b>	3	2	1		5		1				1			
<b>Found</b>	4		1		3	1	1				1			1
<b>Total (D)</b>	13	11	2		5	4	2				3	7		
<b>% sampled in District</b>	23	18	50		100	0	50				33	0		
<b>% found to expected</b>	133.33	0	100		60		100				100			

District / VDC	School	Road	Trail	Bridge	Irrigation	Water	Pond	River Embank	Forest	Agriculture	Community Facility	Conflict / Train	Lost Asset	Discovered
<b>% found of District Total</b>	31	0	50		60	25	50				33	0		
<b>Udayapur</b>														
<b>Total Sampled (expected)</b>		2			3		2		5			2		
<b>Found</b>		2			5		3		6	1		0		
<b>Total District</b>		4	1		17	4	16		15	8		17		
<b>% sampled in District</b>		50	0		18	0	13		33	0		12		
<b>% found to expected</b>		100			167		150		120			0		
<b>% found of District Total</b>		50	0		29	0	19		40	13		0		

## Annex 15: Asset Assessment Summary by District and VDC

The tables below collate the key information around the Assets that were expected, whether they were located and their condition/maintenance status. Table 15.2 also presents an analysis of the date of construction and functionality.

### Udayapur

	Asset Type from WFP list	Asset found?	User Group / blue book	Current condition	Is the asset being maintained?
<b>Sirise VDC</b>					
1.	Forestry/ Agro forestry	Yes	Not available	Good in case of Banana, bamboo and broom grass plantation	Maintained by the individual households
2.	Irrigations (Water Management)	Yes	Not available	Irrigation systems are working as per the expected objectives	Beneficiaries of the canal are maintaining regularly,
3.	Fish Pond (Water Management)	Yes	Not available	It is working and replicated to other households, income from the fish is increasing	Maintained by the individual households
<b>Rauta VDC</b>					
1.	Forestry/ Agro forestry	Yes	Not available	Good in case broom grass but not good in case of cardamom	Maintained by the COs
2.	Water Management	Yes	Not available	irrigation system for working as per the expected objectives and some are not completed	Beneficiaries of the canal are maintaining regularly, which are in operation.
3.	Access Infrastructures	Yes all season vehicle movement	Not available	It is working but in some of the part, there is need of maintenance	No any provision for maintenance, transport owners of the road collect fund and maintain in emergency during rainy season. DDC had allocated a few amount for the maintaining but not sufficient
4.	Water pond	Yes	Not available	Scapped earth but no water.	No users found, the pond was dry
<b>Khanbu VDC</b>					
1.	Forestry/ Agro forestry	Yes	Not available	Good in case of bamboo and broom grass but not good in case of cardamom	Maintained by the COs
2.	Water Management	Yes	Not available	Some of the irrigation systems are working as per the expected objectives and some are not completed and seems slide at different part of the irrigation canal	Beneficiaries of the canal are maintaining regularly, which are in operation.
3.	Access Infrastructures	Yes all season vehicle movement	Not available	It is working but in some of the part, the road is very critical and waiting for maintenance	No any provision for maintenance, transport owners of the road collect fund and maintain in emergency

	Asset Type from WFP list	Asset found?	User Group / blue book	Current condition	Is the asset being maintained?
					during rainy season. DDC had allocated a few amount for the maintaining but not sufficient

## Rolpa

	Asset Type from WFP list	Asset found?	User Group / blue book	Current condition	Is the asset being maintained?
Wadachaur VDC					
1	School Facility	Yes	Yes [But misplaced during shifting office from old room to new]	Very functional, very attractive	No maintenance need now. But, they assured they can do if they need and if it is under their capacity
2.	Community pond/Drinking water	Yes	Yes [Observed]	Very functional	Yes [Minor is being done by users]
3	Irrigation	Yes	Yes [Person who has blue book was not available during visit]	Working but is diminishing	Yes [By users]
Uwa VDC					
1	School Facility	Yes	Yes [But person who has the Blue book was not present during our visit]	Very functional, very attractive	No maintenance need now. But, they assured they can do if they need and if it is under their capacity
2.	Irrigation	Yes	Yes [But not available during our visit]	Functional	Yes [Minor is being done by users]
3	Trail/Community Facility	Yes	Yes [Observed]	Very functional	Yes [By users]
4	School Facility [Levelling of Playground]	Yes	Yes [Did not find]	Partly functional as the playground covered by landslide	Yes [By community, but the community could not move all the soil from landslide]
5	Irrigation/Drinking water	Yes	Yes [Observed]	Very Functional	Yes [By users]
Harjang VDC					
1	Irrigation Scheme	Yes	Yes [The person who got the blue book was out of community during meeting]	Very functional, very attractive	Users group are doing themselves

## Kalikot

	Asset Type from WFP list	Asset found?	Location	Current condition	Is the asset being maintained?
	Lalu VDC				
1	Deupatal Irrigation Pond	Yes	Deupatal, Lalu	Effectively working	Maintain by user collectively
2	Rupadevi Primary School / Play ground	Yes	Chuathm, Lalu	working	Maintain by School Management Committee
3	Ghatekulo Irrigation Canal	Discover ed	Chautham, Lalu	Working	No maintain
4	Food Distribution to Conflict Affected Children's/ HHS	Exist	All wards	No Asset Created	
5	Tribada Irrigation canal	Discover ed	Ward no 8: Tribada	Not working	Not maintain by users due to beyond their capacity
6	Thulaghar Drinking water	Yes	Ward no .....	Effectively working	Maintain by users themselves
7	Gutamkhal Irrigation Pond	Discover ed	Ward no 9	Not working	No one maintain
8	Road	Discover ed	Lalu VDC	not working	Just track opened.
	Daha VDC				
1	Daha Cana Irrigation Pond	Yes	Daha Shera ward No # 6 of Daha	Effectively working	Yes Maintain by the User by keeping maintenance worker
2	Chulimaliya School Building	Yes	Teshra Bazaar ward no#2, Daha	Effectively working	Maintain by School Management Committee
3	Foot Trail	Discover ed	Ward No 6, 3 and 5	Working and use by local users	No one maintain
4	Food Distribution to Conflict Affected Children's/ HHS	Exist	All wards	No Asset Created	
	BhartaVDC				
1.	Irrigation Pond	Yes	Kaneda ward No #1	Not working	Yet no need to maintain
2.	Rural Road	Yes	Bharta, Sukautia and Dhailek district [ 30 Kilometer]	Just track Open only no functional	This allocated fund and linkage to improved through Karnali Employment Programme
3.	Irrigation Pond	Discover ed	Chaukipata ward No# 6	Not Working	Yet no need to maintain
4.	Land Improvement [ Terrace Improvement]	Doesn't Exist	Chaukipata, Ward No #6	Working [ Farming Different Crops- Wheat, Potato and Fruits	Maintain by Land owners and extending by their own.
5.	Food to Community Conflict Affected People / children's	Yes	20 HHS	Just food distributed , No asset created	Not Apply

## Jumla

	Asset Type from WFP list	Asset found?	User Group / blue book	Current condition	Is the asset being maintained?
	Chumchaur VDC				
1.	2 x Irrigation scheme	Not found			
2.		3 x agriculture drainage	2 blue books were found No active user groups	Dimension of drainage channels have considerably reduced as the result of continuous deposition of sediments and falling of edges of the channels	No
3.	1 x community facility	1 x community building	No blue book Sisne Youth Club is acting as the user group	Sisne Youth Club is taking good care of building Roof was blown away in storm in the same year of construction but locals recovered the blown roof and reinstall it, roofing material was supported by VDC, Bedding was supported by RIDS Nepal, Pressure Cooker for Kitchen were supported by VDC Secretary Bal Krishna Chalaugain, community has arranged a care taker cum cook to look after building and occasional guests, community are paying NRs 500 a month to the care taker, community are commonly contributing food, the building looks worn out but still serving well to locals and its occasional guests.	
4.	1 x school facility	1 x school facility and compound wall	No blue book Rather a signboard with some project details was found	School Management Committee is maintaining the asset and is functioning as the user group. Building is still being used for teaching purpose, walls need mud plastering, and doors were once broken by the drunk locals but restored by the school management committee. Wall is damaged by the cattle at certain sections. Left unrestored.	
5.		1 x NTFP Nursery compound wall	No blue book No active user group	Compound wall is found intact and has been useful in keeping away cattle and kids	Govinda Rawat, the in-charge of nursery, is currently maintaining the asset
6.		1 x river bank protection	No blue book No active user group	Initially stone embankment was constructed but later that was flooded away and later in support of WFP and DSCO gabion embankment and checkdams were constructed. But the embankments are already falling apart and the risk of flooding is increasing. This is not being maintained. No	
7.		4 x trail	1 blue book found No active user group	Trails are found intact however in one of trails branches hanging from the trees along the trails are growing bigger and obstructing the easy movement and there are some minor land slips along the trails. No maintenance work done so far.	
	Kudari VDC				
1.	2 x Community facility	1 x Community facility	No active user group Blue book found	Still in good shape; now being used by Setibada Secondary School as classroom; 50 students/room; 150 students are getting benefits Also used by Samaj Sewa Youth Club, community and mothers' group for their regular gatherings. Setibada Secondary School Management Committee and Samj Sewa Youth Club are functioning as user groups No maintenance work done so far	

	<b>Asset Type from WFP list</b>	<b>Asset found?</b>	<b>User Group / blue book</b>	<b>Current condition</b>	<b>Is the asset being maintained?</b>
2.	1 x Irrigation scheme	2 x Irrigation scheme	No active user group  No blue book	<p>Irrigation canal at Sanpulli: Seasonal flood in the river along which the canal is constructed has caused substantial damage to the canal, but the communities seems to have maintained it on temporary basis as they don't have fund to buy cement to build permanent structure.</p> <p>Irrigation canal at Chulakot: There were small land slips here and there that are blocking the canal and there is a gully and that has caused substantial damage to the canal. So, will need some serious maintenance before the canal could be used again.</p>	<p>Irrigation canal at Sanpulli was maintained by HHs directly benefiting from the canal</p> <p>No maintenance of irrigation canal at Chulakot</p> <p>Irrigation canal at Chulakot: There were small land slips here and there that are blocking the canal and there is a gully and that has caused substantial damage to the canal. So, will need some serious maintenance before the canal could be used again.</p>
3.	1 x Plantation	None	Could not find any information on this asset		
4.	3 x School facility	4 School facility	Only one blue book for the school at Sanpulli was found School management committee are functioning as user groups and maintenance committee	<p>School at Sanpulli: Out of two block one block's wall is cracked, door and window is not properly fit and also damaged, white board is broken, floor is worn out (planks coming off)</p> <p>School at Rawatbada: School building is intact. DRILP constructed road just past the school building that took away the existing trail to school. Since then there is no proper trail to school. Kids have to climb steep upslope to get to school. Trail has not be constructed yet as there is conflict going on about from where to construct the trail.</p> <p>School at Dhimkot: Seepage of water has led to the development of fungus on school walls, has fasten the rotting of wooden planks used on floor of school building. However, school management committee is doing the routine maintenance, School Tek Bahadur Shahi himself was repairing floor of the school building on the day we arrive to the school. School management committee has been found quite active and doing their best to pull resources from different sources to upgrade the school and ECD building. This year they got support from World Vision for carpeting both the school building and ECD building. Students no longer will have to sit on cold floor during winter, chair of school management committee Nara Bahadur Shahi says. Besides a toilet is under construction from support of Nepal Red cross Society Jumla Land for school was voluntarily contributed by locals and was chosen as the area is less windy compared to other public lands available in the settlement At present there 55 students in primary school and 20 students in ECD</p> <p>School at Chulakot: 2 roomed building is still intact, one of the rooms is being used as classroom and other as store room Walls of 3 roomed building is already falling apart, as result of slumping of sloppy land on which the school was built. School in no</p>	

	Asset Type from WFP list	Asset found?	User Group / blue book	Current condition	Is the asset being maintained?
				longer using this building as they are scared of collapsing of the building. However, school kids were seen playing around this building. Kids are forced to take their classes out in the sun in the playground. The scale of threat is so big that school mgmt committee, who is responsible of maintenance, is feeling helpless Generally no maintenance was done except for school at Dhimkot	
5.	1 x Trail	1 x Trail	No active user group No blue book	Trail is still in use.	Locals are doing minor regular maintenance on their own.
<b>Depalgaun VDC</b>					
	2 x Agriculture land improvement	3 x Agriculture land improvement	No active user group No blue book Households themselves are currently responsible for use and management of assets	<p><b>Dhita:</b> The structure is intact but nothing has been done since its construction</p> <p><b>Depalgaun:</b> Lal Bahdur Nepali because of his ill health is in no position to work so his land was left abandoned After the death of Bale Nepali his family also stopped to work in the land. In his family now his wife and two small kids are left. Kalchu Nepali is facing problem with livestock raiding his crops. So, he is planning to put fence around the field first and then plant apple trees and other fruit trees. He mentioned that he did planted few fruit trees last year but got eaten by livestock. This year he has sown barley but is not thriving well. Open grazing is common in the settlement.</p> <p><b>Kumdi:</b> All three families have planted fruit trees (Apple, Peach, Quince, Walnut, Guyelo) and are intercropping beans, soya, Gahat and Guraush Sarita and Hari has erected wooded fence will Dharme has dug pit along the sides of his field to prevent crops from livestock Dharme wife was busy water fruit trees while Sarita was busy tilling soil around fruit trees. Sarita was telling there is increase in mice in the field and they may cause damage to fruit trees by cutting their roots. And as she didn't have money to buy pesticide from market, she invented her own way to get rid of mice, what she was doing was mixing fine ground glass piece with flour and put them in mice holes. She told us that this technique is quite effective in killing troublesome mice.</p>	
	1 x River bank protection	2 x River bank protection	No active user group No blue book Households themselves are currently responsible for use and management of assets	<p><b>Dhita:</b> Toe of stone embankment is slow getting scored away by flood water and some of the stones have already slipped off the embankment</p> <p><b>Depalgaun:</b> Part of embankment is a damaged by cattle movement and the embankment was just created on the surface without proper foundation so we could see the scoring of toe of embankment No maintenance was being undertaken.</p>	



## Dadeldhura

	<b>Asset Type from WFP list</b>	<b>Asset found?</b>	<b>User Group / blue book</b>	<b>Current condition</b>	<b>Is the asset being maintained?</b>
	Samejee VDC				
1	Community Pond	Yes	No blue book and UG not functioning	Leakage and little water reserved	Not maintained
2	Irrigation Scheme	Yes	No blue book and UG not functioning	In use	Community maintains as per need
3	Road	Yes	No blue book and UG not functioning	In use	Being used
4	School Facility	Yes	No blue book and UG not functioning	In use	No need to maintain yet
5	Bridge	Yes	No blue book and UG not functioning	In use	No need to maintain yet
6	Community Facility	Yes	No blue book and UG not functioning	Good building with other support and being used	Maintain by cooperative
7	Community Pond	Not Found	No.		
8	Drinking Water	Yes	No blue book and UG not functioning	limited use	No need to maintain yet
9	Irrigation Scheme	Yes	No blue book and UG not functioning	Use by limited hhs	Maintaining by beneficiaries
10	Road	Yes	No blue book and UG not functioning	Same as no. 3	As no 3
11	School Facility	Yes	No blue book and UG not functioning	In use	School maintains
12	Trail	Yes	User Group not functioning	In use	Not maintained
13	Trail	Yes	No blue book and UG not functioning	Less use	Not maintained
14	Drinking Water	Yes	No blue book but user group are functioning	Effective use and good functional	Water user committee maintains
15	Irrigation Scheme	Yes	No blue book and UG not functioning	Damaged due to land slide	No budget and capacity to maintain

Chipur VDC					
1	Community Pond	Yes	No blue book and UG not functioning	Seasonal use	No any maintenance
2	Drinking Water	Yes	No blue book and UG not functioning	In use	Maintained
3	Irrigation Scheme	Yes	No blue book and UG not functioning	Seasonal use	Maintained
4	School Facility	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
5	Trail	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
6	Drinking Water	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
7	Trail	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
8	Drinking Water	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
9	Community Pond	Yes	No blue book and UG not functioning	In use	Maintenance yet not required
Bhadrapur VDC					
1	Community Pond	Yes	No blue book and UG not functioning	In use	Yet no need to maintain
2	Drinking Water	Yes	"	In use	Being maintained
3	Community Pond	Yes	"	Low use	Yet no need to maintain
4	Plantation Work	Not exist	Group exist but no blue book	Barren	No
5	Community Pond	Yes	UG not functioning	In use	Yet no need to maintain
6	Trail	Yes	No blue book and UG not functioning	Upgraded to Road	Yes with support from PAF and VDC
7*	Community Pond	Yes	No blue book and UG not functioning	In use	Yet no need to maintain
8*	community Pond	Yes	No blue book and UG not functioning	In use	Beneficiaries maintaining
9	Trail	Yes	No blue book and UG not functioning	Upgraded to Road	From VDC fund
10	Community Facility	Yes	No blue book and UG not functioning	Use for village clinic	No need to maintain
11	Community Pond	Yes	No blue book and UG not functioning	Not in use	Not maintained
12	Community Pond	Yes	User Group functioning	In use	Maintained by beneficiaries
13	Drinking Water	Yes	No blue book and UG not functioning	Not in use	Not maintained
14	Irrigation Scheme	Yes	No blue book and UG not functioning	Seasonal use	Maintained by beneficiaries
15	School Facility	Yes	No blue book and UG not functioning	In use	No need to maintain

**Table A15.2: Asset date of construction and functionality**

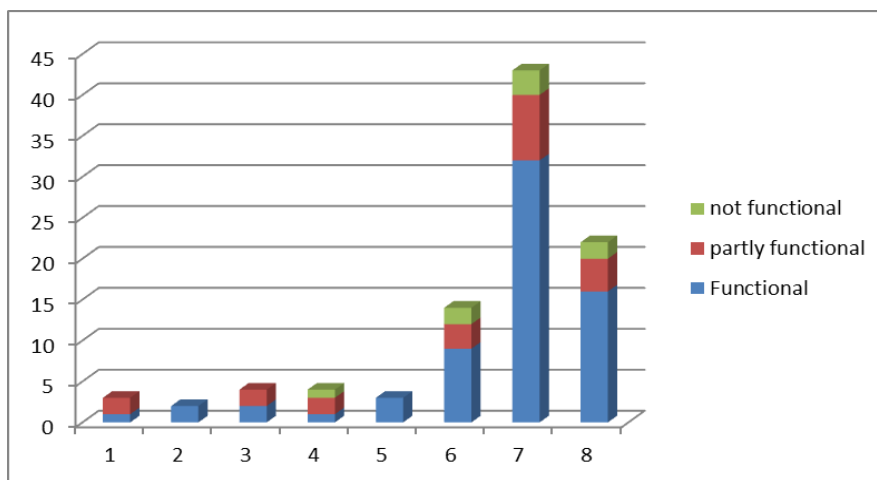
District	VDC	Asset	Year	Status
Udayapur	Rauta	road	2002	functional
Udayapur	Rauta	Agroforestry plantation	2002	partly functional
Udayapur	Rauta	Agroforestry plantation	2002	partly functional
Jumla	Chhumchaur	trail	2003	functional
Jumla	Kudari	trail	2003	functional
Udayapur	Khanbu	Agroforestry plantation	2005	functional

District	VDC	Asset	Year	Status
Kalikot	Lalu	irrigation channel	2005	functional
Kalikot	Bharta	road	2005	partly functional
Jumla	Kudari	irrigation channel	2005	partly functional
Jumla	Kudari	school and community building	2006	functional
Udayapur	Khanbu	Irrigation	2006	not functioning
Udayapur	Khanbu	road	2006	partly functional
Rolpa	Bahachaur	Irrigation	2006	partly functional
Kalikot	Daha	foot trail	2007	functional
Rolpa	Uwa	drinking water/irrigation	2007	functional
Jumla	Depalgaun	land improvement	2007	functional
Kalikot	Daha	irrigation pond	2008	functional
Kalikot	Daha	school building	2008	functional
Rolpa	Harjang	irrigation	2008	functional
Rolpa	Uwa	Irrigation	2008	functional
Rolpa	Uwa	trail	2008	functional
Jumla	Chhumchaur	trail	2008	functional
Dadeldhura	Samejee	Irrigation Scheme	2008	functional
Dadeldhura	Samejee	Road	2008	functional
Dadeldhura	Samejee	School Facility	2008	functional
Kalikot	Lalu	irrigation pond	2008	not functioning
Jumla	Kudari	school building	2008	not functioning
Rolpa	Uwa	school ground	2008	partly functional
Jumla	Depalgaun	land improvement	2008	partly functional
Dadeldhura	Samejee	Community Pond	2008	partly functional
Kalikot	Lalu	drinking water	2009	functional
Kalikot	Lalu	school building	2009	functional
Kalikot	Bharta	land improvement	2009	functional
Rolpa	Bahachaur	community pond and drinking water	2009	functional
Rolpa	Bahachaur	school building	2009	functional
Rolpa	Uwa	school building	2009	functional
Jumla	Chhumchaur	drainage/irrigation	2009	functional
Jumla	Chhumchaur	drainage/irrigation	2009	functional
Jumla	Chhumchaur	drainage/irrigation	2009	functional
Jumla	Chhumchaur	school building and compound wall	2009	functional
Jumla	Chhumchaur	nursery compound wall	2009	functional
Jumla	Chhumchaur	community building	2009	functional
Jumla	Chhumchaur	trail	2009	functional
Jumla	Depalgaun	river embankment	2009	functional
Jumla	Depalgaun	land improvement	2009	functional
Jumla	Kudari	school building	2009	functional
Dadeldhura	Bhradapur	community pond	2009	functional
Dadeldhura	Bhradapur	Drinking Water	2009	functional
Dadeldhura	Bhradapur	Community Pond	2009	functional

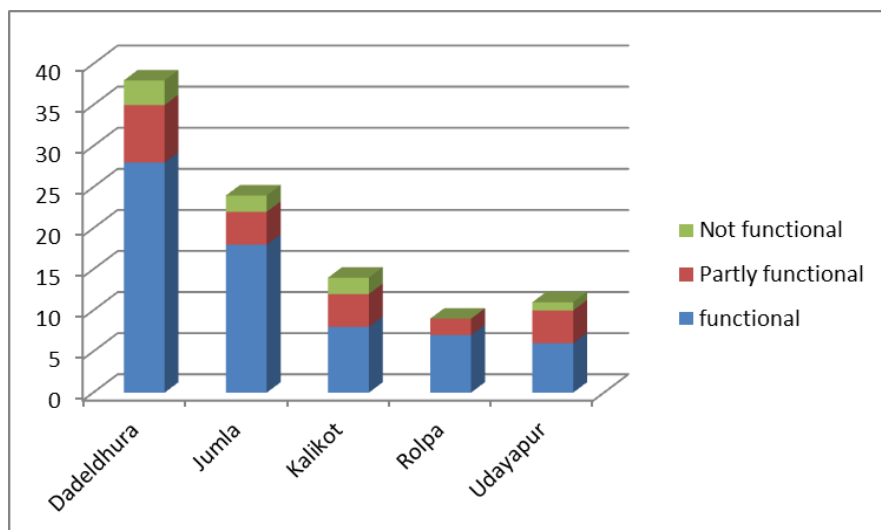
District	VDC	Asset	Year	Status
Dadeldhura	Bhradapur	Trail	2009	functional
Dadeldhura	Bhradapur	Community Pond	2009	functional
Dadeldhura	Bhradapur	community Pond	2009	functional
Dadeldhura	Bhradapur	Trail	2009	functional
Dadeldhura	Chipur	Drinking Water	2009	functional
Dadeldhura	Chipur	School Facility	2009	functional
Dadeldhura	Chipur	Trail	2009	functional
Dadeldhura	Samejee	Bridge	2009	functional
Dadeldhura	Samejee	Community Facility	2009	functional
Dadeldhura	Samejee	Drinking Water	2009	functional
Dadeldhura	Samejee	Irrigation Scheme	2009	functional
Dadeldhura	Samejee	Road	2009	functional
Dadeldhura	Samejee	Trail	2009	functional
Kalikot	Bharta	irrigation pond	2009	not functioning
Jumla	Kudari	irrigation channel	2009	not functioning
Dadeldhura	Bhradapur	Plantation Work	2009	not functioning
Kalikot	Lalu	irrigation pond	2009	partly functional
Kalikot	Bharta	community pond	2009	partly functional
Jumla	Depalgaun	river embankment	2009	partly functional
Dadeldhura	Bhradapur	Community Pond	2009	partly functional
Dadeldhura	Chipur	Community Pond	2009	partly functional
Dadeldhura	Chipur	Irrigation Scheme	2009	Partly functional
Dadeldhura	Samejee	Trail	2009	partly functional
Kalikot	Lalu	irrigation pond	2009	partly functional (only in monsoon)
Udayapur	Sirise	fish pond	2010	functional
Udayapur	Sirise	broom grass and bamboo plantation	2010	functional
Udayapur	Sirise	Irrigation	2010	functional
Udayapur	Sirise	broom grass and bamboo plantation	2010	functional
Kalikot	Lalu	road	2010	functional
Jumla	Chhumchaur	trail	2010	functional
Jumla	Kudari	community building	2010	functional
Dadeldhura	Bhradapur	Community Facility	2010	functional
Dadeldhura	Bhradapur	Community Pond	2010	functional
Dadeldhura	Bhradapur	School Facility	2010	functional
Dadeldhura	Chipur	Drinking Water	2010	functional
Dadeldhura	Chipur	Trail	2010	functional
Dadeldhura	Chipur	Drinking Water	2010	functional
Dadeldhura	Chipur	Community Pond	2010	functional
Dadeldhura	Samejee	School Facility	2010	functional
Dadeldhura	Samejee	Drinking Water	2010	functional
Dadeldhura	Bhradapur	Community Pond	2010	not functioning
Dadeldhura	Bhradapur	Drinking Water	2010	not functioning

District	VDC	Asset	Year	Status
Udayapur	Rauta	Irrigation	2010	partly functional
Jumla	Kudari	school building	2010	partly functional
Dadeldhura	Samejee	Irrigation Scheme	2010	partly functional
Dadeldhura	Bhradapur	Irrigation Scheme	2010	partly functional
Jumla	Chhumchaur	river embankment	?	functional

**Figure 15.1: Functionality by year (1 = 2002 2 = 2003 3 = 2005 4 = 2006 5 = 2007 6 = 2008 7 = 2009 8 = 2010)**



**Figure 15.2: Functionality by District**



## Annex 16: Comparison EU Food Facility Programme and WFP C/FFA

Following the Global Food Crisis in 2008 / attention turned to the impact that this crisis would have on the poorest and marginalised in many countries. The WFP PRRO included recognition of this crisis but it was not alone in focusing on this issue in Nepal. The EU-FF<sup>71</sup> was operated in Nepal by international NGOs with support (in relation to food statistics) of the WFP.

The EU-FF presented a broader range of options for dealing with the Global Food Crisis and a comparison of the modalities in presented below.

EU-FF	WFP Modalities
<b>Social Protection</b> <ul style="list-style-type: none"> <li>• Collective cash for work for infrastructure</li> <li>• Unconditional cash transfers</li> <li>• food voucher and support to traders</li> <li>• small livestock and veterinary services</li> <li>• beneficiary involvement</li> </ul>	Collective C/FFA work for infrastructure Beneficiary involvement in local infrastructure planning
<b>Inputs</b> <ul style="list-style-type: none"> <li>• seeds, tools, feed, micro-irrigation, seed banks, grain stores</li> <li>• training on improved agricultural practices</li> <li>• land rights</li> <li>• access to credit</li> <li>• stoves</li> </ul>	Training on agricultural practices (limited)
<b>Organisational Development</b> <ul style="list-style-type: none"> <li>• creation of user groups</li> <li>• capacity development for user groups</li> <li>• women's engagement</li> <li>• farmer to farmer</li> <li>• scaling up and broadening out organisations</li> </ul>	Through partners – but limited <ul style="list-style-type: none"> <li>• user groups around project (food based)</li> <li>• women's engagement</li> </ul>
<b>Power in markets</b> <ul style="list-style-type: none"> <li>• Business training</li> <li>• Value chain analysis and market information</li> <li>• Linkages with private sector</li> <li>• Access to credit, bank loans, micro insurance</li> </ul>	No
<b>Convening and brokering</b> <ul style="list-style-type: none"> <li>• Linkages with state authorities and service providers</li> <li>• Linkages with private sector</li> <li>• Advocacy on budgets, policy changes, frameworks from local to national</li> </ul>	WFP Nepal around food security monitoring and policy issues

Discussions with OXFAM, one of the key implementing agencies in Dadeldhura and Dailekh two districts where they already had long term programmes which ensured that they had detailed, and recent, household wealth ranking data to enable targeting of the EU-FF activities.

<sup>71</sup> [http://ec.europa.eu/europeaid/how/finance/food-facility\\_en.htm](http://ec.europa.eu/europeaid/how/finance/food-facility_en.htm)

## Critical learning from OXFAM of their work is:

- The use of the voucher system for local purchase was well received – but the premise that this would enable farmers and traders to utilise local resources is yet to be examined in detail. The theory is that local purchase of goods and services helps to keep money within the locality thus contributing to a ‘multiplier effect’ within the local economy rather than funds (cash or external purchase of commodities e.g. by WFP) being spent outside.
- Voucher systems for local purchase of staples was also designed to enable people to purchase local (traditional?) staple food rather than rice. It was seen that the distribution of rice into areas where rice is not a traditional food may be changing diets and downgrading traditional staple foods in local society.
- Long term engagement with communities enables targeting to be carried out.
- Seed banks and input supply are important for building up longer term agricultural system.
- Livestock development should not be overlooked as many ‘functionally landless’ can undertake livestock farming, especially if linked to community forestry/leasehold forestry for fodder resources. Use of livestock ‘fairs’ to enable poorer households to negotiate, using vouchers, with sellers for livestock that suited their requirements.
- Need to actively develop small enterprises with marginalised groups e.g. Dalits, women to enable them to meet their longer term food security requirements.
- Need to link the Food Facility work, especially where thinking of asset construction to issues of water supply and sanitation to provide a long term basis for development activities.

Oxfam’s analysis further indicated that farmers faced the same or similar obstacles<sup>72</sup>

- Inputs, especially seeds (better quality, timely and affordable)
- Irrigation water
- Access to markets (roads and venues)
- Power in markets (organisation, training, market information)
- Cash ‘/ credit (to tide them over lean times and/or as investment)
- Services (agricultural advice and veterinary help)

The approach taken could be summarised as:

‘Need to design and run relief programmes that target **the poorest producers** affected by a sudden negative change in circumstances in ways that provide them with effective help and which leave them better off and better able to withstand future shocks.’ (emphasis added)

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<sup>72</sup> John Magrath (2012) Effective Ways of Linking Relief and Rural Development. Food facility funds.  
[www.oxfam.org.uk](http://www.oxfam.org.uk)

A critical element from the EU Food Facility Final Evaluation<sup>73</sup> is in relation to the question of longer term sustainability. The evaluation (page5) indicates that sustainability

‘will depend on whether national governments, the EU or other donors will continue to support beneficiaries in order to consolidate the achievements made. The 2 year time span of many of the medium –term projects was too short to guarantee lasting results. Cash/food for work schemes did not require sustainability, but even though the immediate crisis is over, much remains to be done to achieve lasting food security/.’

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<sup>73</sup> EU (2012) Food Facility Final Evaluation August 2012.



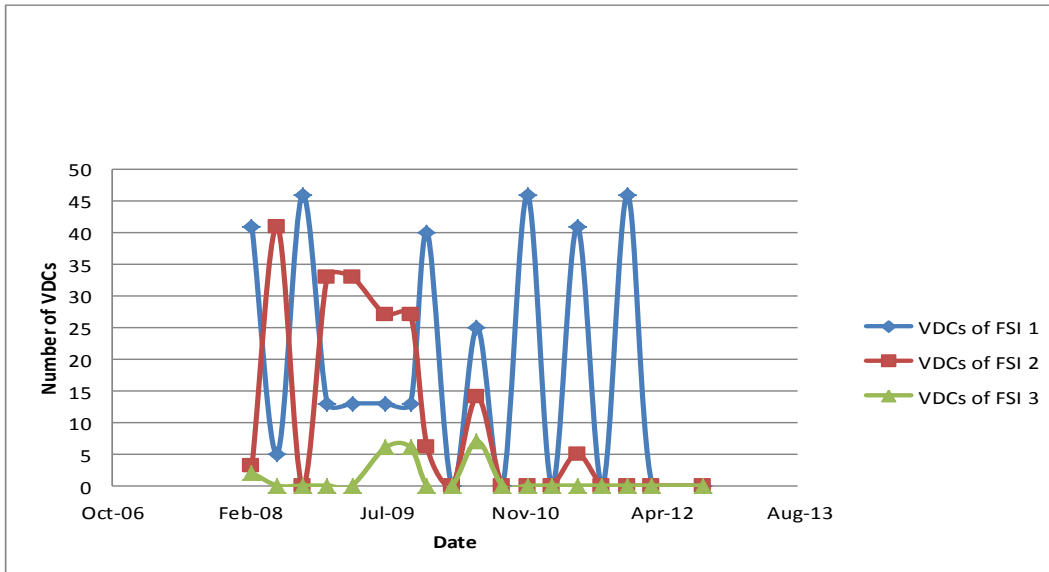
## Annex 17: Livelihood Analysis of the Effect of Roads<sup>74</sup>

District	Social	Physical	Human	Natural	Financial
Udayapur	<ul style="list-style-type: none"> <li>• Easy networking</li> <li>• Community organisation</li> <li>• Relationships</li> <li>• Social status</li> </ul>	<ul style="list-style-type: none"> <li>• Road /Trail</li> <li>• Access to development opportunity</li> <li>• Access to market for food items</li> </ul>	<ul style="list-style-type: none"> <li>• Access to education and health</li> <li>• Food security</li> </ul>	<ul style="list-style-type: none"> <li>• Cropping pattern production</li> <li>• NRM / NTFP</li> </ul>	<ul style="list-style-type: none"> <li>• Money</li> <li>• HH income increased</li> </ul>
Rolpa	<ul style="list-style-type: none"> <li>• Networking</li> <li>• Increased services of line agencies</li> <li>• Relationship between people increased</li> <li>• Increased awareness</li> </ul>	<ul style="list-style-type: none"> <li>• Access to market centre</li> <li>• Access to agricultural production</li> <li>• Inputs increased</li> </ul>	<ul style="list-style-type: none"> <li>• Access to health / education facilities</li> <li>• Training opportunities in different aspects increased</li> <li>• Food security enhanced</li> <li>• No casualties due to slipping/skidding</li> <li>• Time saved</li> </ul>	<ul style="list-style-type: none"> <li>• Marketing of forest products</li> <li>• Increased land price</li> <li>• Production increased</li> </ul>	<ul style="list-style-type: none"> <li>• Banking / formal financial institutions access</li> <li>• Increased incomes</li> </ul>
Jumla	<ul style="list-style-type: none"> <li>• Secondary benefit to neighbouring settlement</li> <li>• Access to information</li> </ul>	<ul style="list-style-type: none"> <li>• Access infrastructure itself</li> </ul>	<ul style="list-style-type: none"> <li>• Risk reduction (less accidents)</li> <li>• Increased opportunity</li> <li>• Resilience increased</li> </ul>	<ul style="list-style-type: none"> <li>• Access to natural resources – could do fodder and fuelwood collection easily</li> </ul>	<ul style="list-style-type: none"> <li>• Saves time and can use that in other productive work</li> </ul>
Kalikot	<ul style="list-style-type: none"> <li>• Exchange knowledge</li> <li>• Increase social services</li> <li>• Increase flow of development interventions</li> <li>• Access to information</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce cost/price of materials</li> <li>• Time saved</li> <li>• Access to technology</li> </ul>	<ul style="list-style-type: none"> <li>• Increased confidence</li> <li>• Risk reduction (human and animal) access to health services and emerging support</li> <li>• Increased employment</li> </ul>	<ul style="list-style-type: none"> <li>• Increased production (inputs and fertiliser)</li> <li>• Market of local products</li> </ul>	<ul style="list-style-type: none"> <li>• Access to financial services</li> </ul>
Dadeldhura	<ul style="list-style-type: none"> <li>• Exchange of knowledge</li> <li>• Recognition</li> <li>• Political approach</li> <li>• Increased communication</li> </ul>	<ul style="list-style-type: none"> <li>• Access</li> <li>• Material cheaper</li> <li>• Other construction easier</li> <li>• Easier transport of construction materials</li> </ul>	<ul style="list-style-type: none"> <li>• Health access</li> <li>• Easy transport of patients</li> <li>• Mixing reduces discrimination</li> </ul>	<ul style="list-style-type: none"> <li>• Better opportunity for NRM / timber &amp; NTFPs</li> <li>• Land price increase</li> <li>• Market opportunity for selling of products</li> </ul>	<ul style="list-style-type: none"> <li>• Product sale</li> <li>• Increase livelihoods diversification</li> <li>• Supported increase in agricultural production</li> <li>• Increase income and employment opportunity</li> </ul>

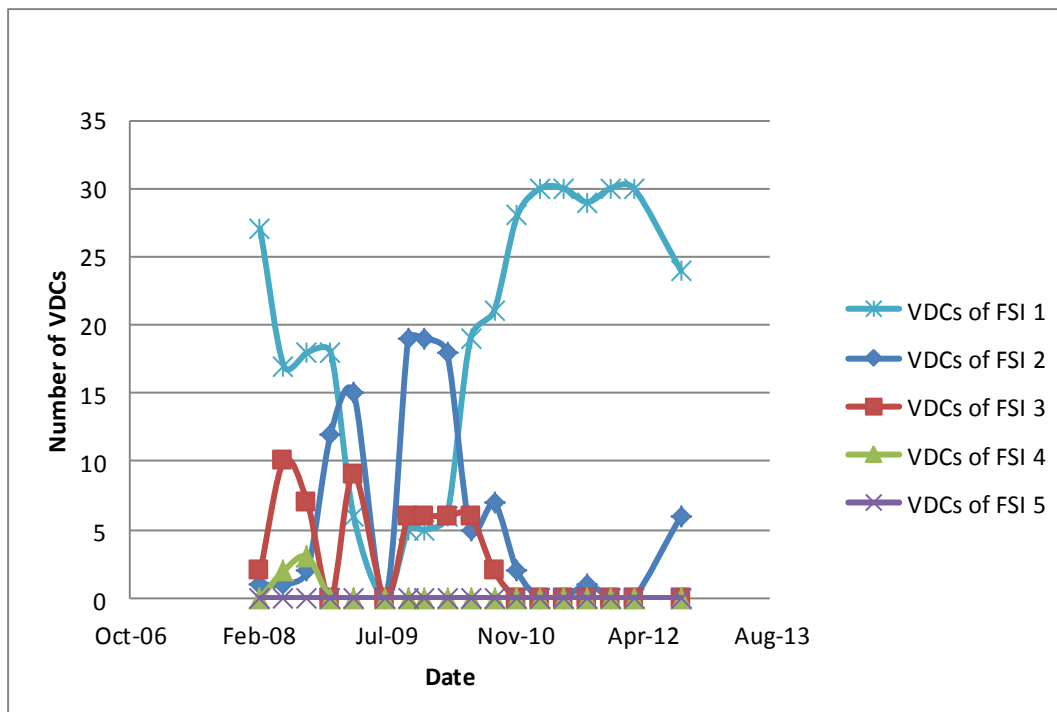
<sup>74</sup> This table was produced during the evaluation team synthesis week in Kathmandu. It utilised the asset assessments and focus group interviews in the 15 VDCs to provide this overview.

## Annex 18: Food Security variability for 5 districts

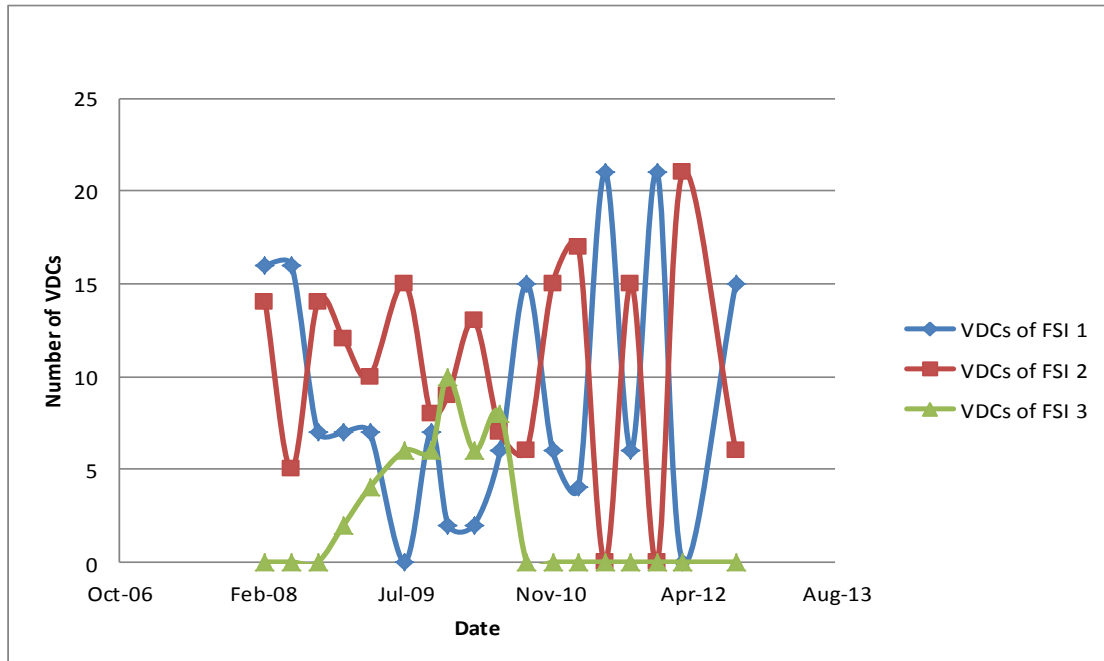
**Number of VDCs within Udayapur District under different food security index classifications**



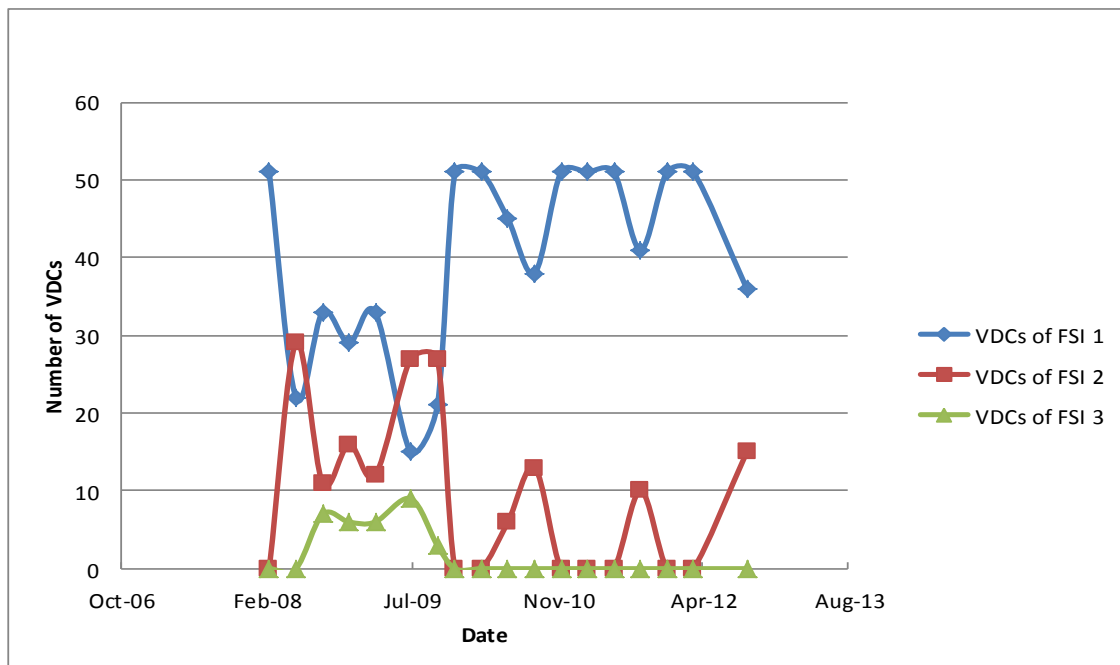
**Number of VDCs within Kalikot District Under Different Food Security Index Classifications**



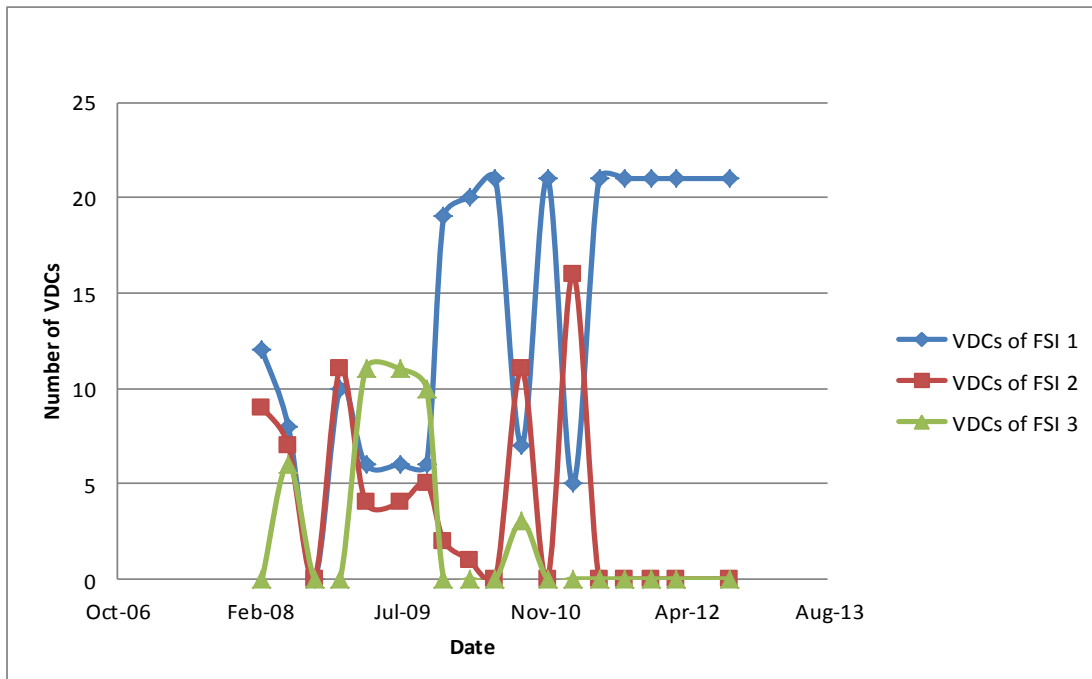
**Number of VDC within Jumla District Under Different Food Security Index Classifications**



**Number of VDCs within Rolpa District Under Different Food Security Index Classifications**



**Number of VDCs in Dadeldhura District under Different Food Security Index Classifications**



## Annex 19: Bibliography

This presents a list of documents that have been consulted but not necessarily formally referenced in the evaluation itself. This Bibliography is presented here to facilitate further study and analysis by WFP Nepal and external stakeholders.

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## Acronyms

ADB	Asian Development Bank
ADRA	Adventist Development and Relief Agency
AIN	Association of International NGOs
ALNAPB/C	Active Learning Network for Accountability and Performance Brahmin/Chhetri
BCNT	Brahmin, Chhetri, Newar and Thakali)
BOG	Basic operating Guideline
CA	Constitution Assembly
CBO	Community Based Organisation
CBS	Central Bureau of Statistics
CC	Climate Change
CERF	Central Emergency Response Fund
CFA	Cash For Assets
C/FFA	Cash/Food for Assets
CFUG	Community Forest User Group
CIDA	Canadian International Development Agency
CMI	Chr. Michelsen Institute
CO	Community Organisation
CP	Country Programme
CPA	Comprehensive Peace Agreement
CPE	Country Portfolio Evaluation
CPN-M	Communist Party of Nepal – Maoist
CRPD	Convention of the rights of Persons with Disabilities
CSI	Coping Strategy Index
DAC	Development Assistance Committee of OECD
DADO	District Agricultural Development Office
DDC	District Development Committee
DEO	District Education Office
DEPROSC	Development Project Service Center
DFID	Department for International Development (UK government)
DHQ	District Head Quarters
DOLIDAR	Department of Local Infrastructure Development and Agricultural Roads(Nepal Ministry of Local Development)
DRILP	Decentralised Rural Infrastructure and Livelihoods Project
DRR	Disaster Risk Reduction
DSCO	District Soil Conservation Office
EB	Executive Board
EC	European Commission
ECARDS	Environment, Culture, Agriculture, Research and Development Society
ECD	Early Childhood Development
EDI	Ethnic Diversity Index
EEC	European Economic Community

EM	Evaluation Matrix
EMOP	Emergency Operations
EPR	End of Project Report
EQAS	Evaluation Quality Assurance System
EU	European Union
FAO	Food and Agriculture Organisation
FF	Food Facility
FFA	Food For Assets
FFE	Food For Education
FFT	Food For Training
FFW	Food for Work
FGD	Focus Group Discussion
FSI	Food Security Index
GDP	Gross Domestic Product
GESI	Gender and Social Inclusion
GESIOS	Gender and Social Inclusion Strategy Operational Strategy
GFD	General Food Distribution
GFEI	Global Food for Education Initiative
GHG	Greenhouse Gas
GIZ	Deutsche fur Internationale Zusammenarbeit
GoN	Government of Nepal
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
HH	House hold
HHESS	Himalayan Health and Environment Services Solukhumba
HHS	Households
HQ	Head Quarters
HTSPE	International Programme Management Consultancy
HURENDEC	Human Rights and Environmental Development Centre
ICRC	International Committee of the Red Cross
ICS	Improved Cooking Stoves
IDE	International Development Enterprises
IDP	Internally Displaced Persons
IDS	Institute of Development Studies
IE	Impact Evaluation
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
ILO	International Labour Organisation
INGO	International Non-Governmental Organisation
INTRAC	International NGO Training and Research Centre
IPCC	Intergovernmental Panel on Climate Change
IR	Inception Report
IRG	Internal Reference Group
ISD	Institute of Development Studies

JDI	Japan-Deane International
KIRDARC	Karnali Integrated Rural Development and Research Centre
LAPA	Local Adaptation Plans of Action
LDI	Language/Ethnic Diversity Index
LFP	Livelihoods and Forestry Programme
IFPRI	International Food Policy Research Institute
LGCDP	Local Governance and Community Development Programme
LH	Livelihood
MCHC	Assistance to Mother and Child Healthcare
MERET	Managing Environmental Resources to Enable Transitions to More Sustainable Livelihoods
MDI	Manahari Development Institute
MFWR	Mid and Far Western Region
MNP	Micronutrient Powder
MoFALD	Ministry of Federal Affairs and Local Development
MOU	Memorandum of Understanding
MPI	Multidimensional Poverty Index
MUAC	Mid-Upper Arm Circumference
MUS	Multi User System
MT	Metric Tonne
NA	Not Applicable
NAPA	National Adaptation Plans of Action
ND	Not Demonstrated
NDI	National Democratic Institute
NEFDIN	National Foundation for the Development of Indigenous Nationalities
NeKSAP	The Nepal Food Security Monitoring System
NESPEC	Nepal Social Development and People Empowerment Centre
NFC	Nepal Food Corporation
NGO	Non-Governmental Organisation
NNGO	National Non-Governmental Organisation
NORAD	The Norwegian Agency for Development Cooperation
NPC	National Planning Commission
NR	Nepal Rupee
NRM	Natural Resource Management
NSAC	National Sustainable Agriculture Coalition
NTFP	Non Timber Forest Products
OCHA	Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OE	Office of Evaluations
OECD/DAC	The Organisation for Economic Cooperation and Development Assistance Committee
OEV	Office of Evaluations
OHCHR	Office of United Nation High Commissioner for Human Rights
OPHI	Oxford Poverty and Human Development Initiative

PAF	Poverty Alleviation Fund
PLIC	Protecting Livelihoods in Crisis
PRRO	Protracted Relief and Recovery Operation
QIP	Quick Impact Projects
QM	Quality Management
QUIP	Quick Impact Projects
RAP	Rural Access Programme
RCHC	Resident and Humanitarian Coordinator
RCIW	Rural Community Infrastructure Works
RIDS	Rural Integrated Development Service
RIW	Rural Infrastructure Works
RRR	Rural Reconstruction and Rehabilitation
RVWRMP	Rural Village Water Resources Management Project
SADA	Social Awareness and Development Academy
SAPPROS	Support Activities for Poor Producers of Nepal
SCF	Save the Children Fund
SDC/DRSP	Swiss Development Corporation
SEBAC	Social Empowerment and Building Accessibility Center Nepal
SER	Summary Executive Report
SLF	Sustainable Livelihood Framework
SNA	Social Network Analysis
SNV	Netherlands Development Organisation
SO	Strategic Objective
SOFA	State of the World's Food and Agriculture (report)
SPA	Seven Parties Alliance
SPR	Standard Project Report
SWAp	Sector Wide Approach
SWC	Social Welfare Council
ToC	Theory of Change
TOR	Terms of Reference
TYIP	Three Year Interim Plan
UG	Users Group
UN	United Nations
UNCERF	United Nations Central Emergency Response Fund
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNMIN	United Nations Mission in Nepal
UNRCHCO	UN Resident Coordinator and Humanitarian Coordinator's Office
USAID	United States Aid (US Government)
VAM	Vulnerability Assessment Mapping

VDC	Village Development Committee
VDSEF	Village Development and Save the Environment Forum
WASH	Water, Sanitation and Hygiene
Watsan	Water and Sanitation
WB	World Bank
WFP	World Food Program
WTO	World Trade Organisation

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