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Executive Board  
Second Regular Session

Rome, 12 - 15 May 1998

# COUNTRY STRATEGY OUTLINES

## Agenda item 4



Distribution: GENERAL  
**WFP/EB.2/98/4/2**

6 February 2009  
ORIGINAL: ENGLISH

## COUNTRY STRATEGY OUTLINE - NEPAL

### ABSTRACT

Nepal is a least developed country (LDC) with a per capita income of 200 dollars and a ranking of 154th out of 174 countries in 1997 (Human Development Report). Real economic growth has been low and fluctuating; the per capita income has risen by only 0.9 percent a year over the 1964-94 period. The incidence of poverty is estimated to have increased from 31 percent in 1977-78 to about 45 percent in 1996. Nepal lags behind its neighbouring countries not only in economic progress, but also in key human indicators. Women are the most disadvantaged group as regards all indicators of socio-economic development, such as life expectancy, literacy, nutritional status and school enrolment rate.

Poverty alleviation is one of the explicit objectives of the Ninth Five-Year Plan, to be implemented during 1997-2002. The Plan envisions a long-term projection of 20 years to achieve, among other things, poverty alleviation and employment generation.

WFP food aid will continue to be targeted to the rural poor, women, children, and the disadvantaged and socially marginalized groups, with three major themes. The first will focus on improving the food security of the target population by broadening the production base of small-scale farmers. This will be achieved with the support of the ongoing WFP project aimed at improving rural infrastructure (Nepal 5572.00). The second theme relates to the social dimension, which includes the continuation of current WFP assistance to the education sector and a new intervention in the form of a mother and child health (MCH) programme to address, in coordination with UNICEF and the United Nations Fund for Population Activities (UNFPA), the high rate of child and maternal mortality and disabilities. Lastly, the recurring incidence of droughts, floods and landslides in a mountainous environment will inevitably require the provision of emergency relief.

The Country Strategy Outline (CSO) will form the basis of the future Country Programme (CP), to be submitted to the Executive Board for approval at its First Regular Session of 1999. Excluding the protracted relief operations (PRO) needs, the CP will require an estimated 150,000 tons of food (including 50,000 tons reserved for emergencies) for a period of five years.

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted for consideration to the Executive Board.**

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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## INTRODUCTION

1. Nepal is a land-locked Himalayan kingdom, surrounded by China to the North and India to the West, South and East. The country is primarily mountainous; sub-classifications include divisions between the hilly and the mountainous regions. Only about 23 percent of the total area falls in the flat plains of the *terai*, home to about half the total population of the country.
2. The attractive physiography encompassing the lofty heights of the Himalayas is, however, contrasted by a dismal position on the economic and social front. Nepal is one of the least developed countries (LDC) in the world<sup>1</sup> with a per capita income of 200 dollars<sup>2</sup> and a ranking of 154th out of 174 countries, according to the Human Development Report for 1997. Real economic growth has been low and fluctuating, and the per capita income increased by only 0.9 percent a year over the 1964-94 period. The incidence of poverty is estimated to have increased from 31 percent in 1977-78 to about 45 percent in 1996. About four fifths of the total population has no access to sanitation and nearly half is deprived of potable water. Nepal lags behind its neighbouring countries not only in economic progress, but also in key human indicators such as adult literacy, mother and child mortality, food consumption, availability of safe drinking-water, sanitation and health services.

## FOOD INSECURITY AND THE HUNGRY POOR

### Food insecurity at the national level

3. Food insecurity has been increasing gradually, largely because of the population's growth rate (2.5 percent a year) which has surpassed the growth rate in food production (2.3 percent a year). Aggregate food availability has declined consistently over the past few decades. During the seventies, per capita food availability was estimated at 310 kilograms; during the eighties it dropped to 290 kilograms, and in the nineties it declined further to 270 kilograms. It is estimated that 36 percent of the population consumes less than the minimum calorie requirement, and the bottom third of the population consumes only 75-80 percent of the minimum calories required. Given the resource endowments of the country, the agricultural prospects for the future are not very reassuring. A 10-year projection of the food balance situation, based on the current estimates of annual growth rates of population and food production, shows that Nepal will continue to have a negative food balance in the order of over 250,000 tons in the year 2002/3 (Report on Special Programme for Food Security in Nepal (SPIN), FAO, 1996).
4. However, food insecurity at the national level masks the depth and pattern of food deficits at the regional or district level, and the trend of this deficiency is on the rise. In 1975, 32 out of the 75 districts in the country were considered to be food-deficit. Latest estimates place this number at 45 out of 75. The pattern is clear - most of the districts in

<sup>1</sup> Nepal also falls in the category of a low-income, food-deficit country (LIFDC), as defined by FAO.

<sup>2</sup> All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 63 Nepali rupees in January 1998.



mountainous and hilly regions suffer from protracted food deficits. Food deficits affect all 16 districts in the mountainous region, 33 out of 39 districts in the hilly region, and only six of the 20 districts in the *terai*. Estimates of the food gap vary widely. The open border policy with India, with respect to the flow of commodities, makes the estimation of actual deficits difficult. Information from the Ministry of Supply, however, indicates that food imports have increased substantially. Official total food imports have increased from about 31,000 tons in 1990/91 to approximately 67,000 tons in 1996; of this, approximately 78 percent represents commercial purchases and 22 percent food aid. The current rate of food production and the prospect of a persistent deficit in food supplies imply a possible food import bill amounting to nearly 65 million dollars (at current prices) annually by the beginning of the 21st century.

5. The most direct manifestation of poverty at the household level is by far the inability to secure adequate food; health, clothing and housing follow immediately behind. Estimates on the incidence of poverty however vary greatly, as they are a function of the different definitions of the poverty line.<sup>1</sup> In a spatial dimension, the incidence of poverty is high in areas with weak infrastructure due to their remoteness, resulting in high costs of services, low returns to investments and a lack of community assets. A National Planning Commission Task Force on Poverty Alleviation (1992) identified four infrastructural variables for the delineation of spatial poverty: a) local access to basic services such as school, post office, health post, veterinary centres, drinking-water and market centres; b) roads; c) communication networks; and d) ecological setting. Rural poverty dominates in Nepal. Taking into consideration aspects of food insecurity, inaccessibility and lack of employment opportunities as the indicators of poverty, the mountainous region is the most poverty-stricken area, followed by the hill and *terai*. In the same vein, there is regional disparity in terms of level of development and extent of poverty. The far-western and mid-western regions lag behind others in all indicators of socio-economic development. However, Nepal is also faced with one of the highest rates of urbanization in the world, and unorganized growth of urban areas has created a rapid growth in urban poverty as well. Estimates by the National Planning Commission indicate that the percentage of the urban population under the poverty line is 15 percent, as against 45 percent in the rural areas. Unemployed youth, child labourers and unskilled workers fall into the category of the urban poor.
6. The cyclic dimension of poverty has its roots in the structure of landholdings and the various social and legal discriminations existing in Nepalese society. Land distribution is very skewed. Over 50 percent of households own only 6.6 percent of total cultivated land. Arable land resources are scarce both in the *terai* (the average holding is just over one hectare) and in the hills (the average holding is under one hectare), and there is tremendous pressure to expand the cultivated area, in most cases at the cost of a sustainable management of natural resources. The size of these smallholdings is insufficient to sustain a family, especially if the plot is not irrigated. In the *terai* a large proportion of the households are landless (10 percent) or tenants (about 40-50 percent). Low wage rates and

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<sup>1</sup> The estimate of 40 percent made by the National Planning Commission (NPC) in 1990 is based on the income needed to fulfil the minimum caloric requirement at current prices. The World Bank estimate of 71 percent for the same year is based on an income level defined as an "accepted international definition of absolute poverty". Michael Lipton of the Institute of Development Studies (Sussex) defines the poor (estimate of 66 percent) as those whose food expenditures absorb 70 percent or more of total household expenditure.



insecure tenancy arrangements provide little incentive to use land resources efficiently. Underemployment is estimated to vary between 45 and 65 percent, with rates being higher in the rural than in the urban areas, in the hills than in the *terai*, and for females than for males. With population growth rates at about 2.5 percent a year, agriculture can provide employment for a few months only. An Asian regional team for employment promotion concluded that, on average, a farm worker in Nepal is employed for 55 days a year in the hilly region and 180 in the *terai*. Alternative employment opportunities are very limited, and it is because of this economic desperation that hundreds of thousands of Nepalese people emigrate to India temporarily to work as unskilled labourers.

7. The social dimension contributing to the cyclical structure of poverty relates to the position of women and other exploited groups. Women are the most disadvantaged group as regards all indicators of socio-economic development, such as life expectancy, literacy, nutritional status and school enrolment. Nearly 75 percent of all agricultural work is performed by women, in addition to household chores, collecting fodder, water and fuel, and tending to livestock. Socio-cultural and religious customs place severe restrictions on the every-day life of Nepali women. Households headed by women are generally poorer than those headed by men, since they hold less land or none at all. They have the fewest opportunities and are the most vulnerable group in all strata of society. However, Nepalese society comprises not only gender-related disparity, but also caste-wise disparity, particularly in rural areas. There are several categories of citizens who experience the utmost degradation and suffering, either as a result of their ethnicity, age or gender, or because they have been exploited directly. For instance, a high percentage of *Kamaiya* (bonded labourers) are reportedly below the poverty line.
8. Poverty estimates are consequently difficult to estimate and context-specific definitions may actually be more relevant to the aim of reducing poverty. Nevertheless, taking all factors into consideration, the poor constitute close to half of the population, i.e., between eight and nine million people, most of whom depend on agricultural activities for their livelihood.
9. A recurring incidence of natural disasters - primarily floods, droughts, landslides and earthquakes - gives the population an added dimension of vulnerability. Monsoon clouds bring torrential rains that cause landslides and flash floods in the middle hills, and floods in the *terai* plains. Floods and landslides will continue to become a growing threat to the country, since the natural erosion in the Himalayas is being accelerated by human influence. Increased deforestation and indiscriminate cultivation have aggravated soil erosion in the fragile mountainous ecosystem. Floods in 1984 and 1987 affected most of the *terai*. Similarly, in 1993, the heaviest rainfall in Nepal's recorded history brought floods which killed 1,500 people and caused five billion rupies' worth of damage. An estimated 12,000 landslides are reported to occur every year during the rainy season. At the same time, occasional droughts also occur, adversely affecting the lives of people. The severe drought of 1981/82 caused heavy damage to crops, leading to a decline of 1.4 percent in the gross domestic product (GDP). The drought of 1994/95 also caused considerable damage to agricultural production. Often, however, the failure or late arrival of the monsoon rain causes a partial drought, affecting the major crops and the population.

### **Social dimension of poverty**

10. In addition to food availability, virtually all other indicators of social well-being emphasize the tenuous status of the poor in Nepal. General health and sanitation indicators lag behind



those of other developing countries. The position of women and children in particular is the most disadvantaged. The maternal mortality rate is one of the highest in the world, at 8.5 per thousand live births; the infant mortality rate is 98 per thousand live births. Nepal is one of the very few countries of the world where the life expectancy at birth is lower for women (57.1 years) than for men (57.6 years), and there are fewer females in every age group. While the rate of immunization for infants has increased appreciably, the rate for women is still low. The prevalence of parasitic infection for the entire population is estimated at 86 to 91 percent. About half the children under five years of age suffer from moderate to severe malnutrition. Stunting occurs in two out of three children (64 percent) with a higher prevalence in rural areas. Two thirds of all the deaths of children under five are associated with malnutrition. Every second child aged six to 36 months is under weight. Diarrhoeal diseases account for around 44 percent of all child mortality, and acute respiratory infections are also responsible for a high proportion of child deaths. A recent study on the State of the World's Children confirms that inadequate access to food resulting in malnutrition among women and children in Nepal is increasing. Thus, as far as the status of mother and child health is concerned, although health problems remain an area of concern, the major problem is lack of access to food.

11. The adult (over 15 years of age) literacy rate is low, at 27 percent (nearly 40 percent for men and only about 13 percent for women). While there has been an appreciable increase in the number of schools, the primary school enrolment rate remains low, at about 64 percent. The secondary school enrolment rate is approximately 30 percent. The attendance rate for girls is about one third that of boys (Development Cooperation Report, UNDP, 1995). Enrolment rates for primary schools vary by location and income, from 30 percent of the rural poor in the *terai* to 79 percent for the urban non-poor in the hills. They are also low for children from disadvantaged communities. Drop-out and repetition are serious problems; girls are more likely to drop out from school or repeat grades than boys. Under 30 percent of those who enrol in primary school actually complete it. More than half the children in primary schools are either too young or, more frequently, too old for the grade they are in. Conflicting requirements from parents for help in household and agricultural tasks, as well as poor nutrition and health, contribute to the absenteeism and drop-out rates.

### **The target population**

12. Based on the characteristics and distribution of the poor, food-aided development would target the following four groups:
  - a) The landless or those with only homesteads, who are also often not legally secure. This group perceives their poverty as a result of the lack of access to land for their own food production and to regular employment through which income for food, children's education and emergency savings could be earned. While a large number of these people are in the *terai*, there is an increasing number of landless people in the hills also.
  - b) Those with too little land to secure enough food for the whole year and who have to supplement their income through occasional wage employment. Better access to improved inputs for increased food production, together with training for wage employment opportunities, would help greatly in improving this group's condition.



- c) Small dry-land farmers living in areas with better access to markets and services, but in an environment of population pressure and fast depletion of natural resources. These households are mostly located close to the main valleys.
  - d) People living in exploitative social relations as tenants, bonded labourers, or forced labour as a result of indebtedness. This type of poverty prevails mostly in the *terai*, but indebted households are also found in the hills.
13. The poverty situation of each of the four groups must be seen in a dynamic perspective in which population increase, resource depletion, migration to urban areas and social exploitation contribute to the further aggravation of poverty. People within each of these groups adopt a variety of coping strategies during periods of food deficit. These include the sale of assets, pursuing more wage labour activities, begging or relying on relatives, withdrawing children from school, and obtaining loans from rich people and relatives. Sharecroppers take extra loans from their landlords in times of hardship and become further indebted, almost to the point of bondage. Similarly, studies indicate that wage labourers cope with the situation by reducing the number of meals, the quality and quantity of food intake, avoiding all expenses, doing extra work, seeking help from family and friends, and depending on hand-outs.
14. The classification of such groups for targeting purposes nevertheless requires the use of a broad range of indicators for actual selection of participating groups. What is important is that targeting must not be left at the broad area-based level. Targeting must prioritize communities within an area through the use of participatory rural appraisal (PRA) techniques. It should also be community-based and provide support to the neediest community groups.
15. In addition to area- and community-based targeting, specific efforts to address the problems of women must be concentrated on setting explicit parameters for covering women. Affirmative action for women must be reflected through the setting of achievable targets in every sphere of intervention. Future programmes for WFP support must have an all-pervasive focus on women, irrespective of the area or sector of support. This should include: a) women as heads of households, with minimal opportunities to have access to alternative sources of income - they are known and identifiable in every community and can be offered work as a priority; b) women as members of a group working together to alleviate their poverty and build up self-esteem and self-reliance; c) women responsible for environmental management in their own communities - as homestead food growers, providers of animal fodder, materials for fuel and shelter, protectors of water resources, etc.; and d) women who assist those that are employed in project activities.

## GOVERNMENT POLICIES

16. The eradication of poverty has always featured in all plan documents in Nepal in the past. However, the most significant manifestation of the Government's commitment to poverty alleviation and raising living standards came with the announcement of "Basic Needs Programmes" in the mid-eighties. With the restoration of democracy in Nepal in 1990, the Government's Eighth Five-Year Plan focused on poverty alleviation as its top most priority. While the Eighth Plan's approach to poverty alleviation was sound, its implementation was not. As a consequence, while there had been growth in some sectors,



there was a decline in the growth of the agricultural sector, and the Plan was unable to provide equitable growth and benefit to the people.

17. Perhaps more than at any other time in the past, poverty alleviation has become an explicit objective of the Ninth Five-Year Plan, to be implemented from 1997-2002. This envisions a long-term development objective of 20 years, with poverty alleviation and employment as its prime objectives. The plan aims to reduce the percentage of the population living in poverty from 45 percent to 32.5 percent by directing all developmental efforts towards poverty alleviation.
18. Policies to address poverty contained in the Ninth Five-Year Plan include:
  - a) collective economic growth through agriculture, agro-industries and small/cottage industries, tourism and infrastructure development;
  - b) employment generation through direct investment in the development of infrastructure and the mobilization of the private sector;
  - c) development of human resources: programmes in sectors such as basic education, adult education, skills development, basic and primary health care, nutrition and drinking-water will be aimed at the poor;
  - d) a Poverty Alleviation Fund will be created and, through social mobilization, the rural and urban poor will be organized to improve their living conditions; and
  - e) targeted programmes directed to inaccessible remote areas, tribal groups, depressed and disadvantaged communities, landless households, marginal farmers, bonded labourers, and unemployed and urban poor.
19. The Ninth Five-Year Plan has also outlined strategies to translate the policies into action:
  - a) the concept of “employment for poverty alleviation” will be the main theme, and activities will be coordinated by a Commission on Poverty Alleviation;
  - b) employment-generating programmes at the district and village levels will be formulated and implemented directly through the allocation of development budget resources for programmes aimed at poverty alleviation;
  - c) Small-Farmer Development Programme, Rural Women Micro-credit Programme, Grameen Bank and other targeted programmes will be implemented effectively; NGOs will be prompted to work in areas with a higher incidence of poverty;
  - d) for the households below the poverty line, the “one family, one employment” concept will be followed; “food-for-work” programmes will be launched in those districts where infrastructure is poor and the incidence of poverty is high; and
  - e) a poverty monitoring system will be developed in order to monitor and evaluate the poverty alleviation programme, eventually at the village level.
20. The underlying lynch-pin for the Ninth Five-Year Plan’s goal of alleviating poverty is reflected in the 20-year Agricultural Prospective Plan (APP). The APP strategy is not complex: accelerating the agricultural growth rate sufficiently to obtain strong multiplier effects on growth in employment, both in agricultural and non-agricultural sectors. APP aims at reducing the incidence of poverty to 20 percent by 2010, from the 49 percent recorded for 1996/97. This would be achieved by raising the yearly growth rate of per capita agricultural GDP from the current 0.5 percent to three percent by 2005/06. Other





goals include a 42 percent increase in yearly per capita food grain production by 2010. APP has projected yearly per capita food availability to increase from the current 270 kilograms to 426 kilograms within 20 years. This will ensure self-sufficiency in food production.

21. The strategy of the hills and mountain package will be centred on high-value commodities. However, that priority must be accompanied concurrently by several others: all-weather agricultural roads connecting with district-level roads, improved water-supply, the immediate direction of research and extension to improved technology for high-value commodities, and the monitoring of rapidly changing needs for the support of successful private-sector development. The strategy of the *terai* package will be centred on food grain production. However, that priority must be accompanied by: well controlled, year-round irrigation, efficient fertilizer distribution, all-weather agricultural roads and rural electrification. The Ministry of Agriculture is entrusted with the responsibility of food production through its network from the departmental level down to the grass-roots level. Agricultural Inputs Corporation and Agricultural Development Bank are other parastatal organizations supporting the Government's food production efforts.
22. Procurement and distribution of food is one of the strategies of the Government for ensuring food security in the remote and food-deficit areas. Food provision and distribution are carried out through the Nepal Food Corporation (NFC), a government institution, and through private dealers and millers. NFC procures food grains at the subsidized price announced by the Government. Most of the food grains procured are from the *terai*, while the hills contribute a negligible percentage. Of the 75 districts, NFC's distribution programme covers 56 mountain and hill districts, but not the 19 *terai* districts. Thirty-eight out of the 56 hill and mountain districts are considered low-income, remote and inaccessible areas. Accordingly, NFC supplies the food grains in these areas at a highly subsidized price by providing transport subsidy. The Government allocates approximately 3.5 million dollars each year for transport subsidy (Annual Development Programme 1997/98, National Planning Commission (NPC), 1997). Sales of food grains are carried out in the hill and mountain districts by NFC's own field offices, sales depot, cooperatives and through private dealers. The volume of these sales ranges from 40,000 tons to 50,000 tons annually.
23. As a consequence of the broader programme of deregulation and structural adjustment, the Government has agreed to the dissolution of NFC. There is no doubt that a good part of the benefits from NFC's operation went to categories outside the target group (such as civil servants and government officials), and the rationale for letting the private sector operate in the marketing of food grains is sound. However, given the mountainous nature of the country and the disparate pattern of settlement in the hills, the incidence of market failure is also likely to be high. The probability that the private sector will supply all areas is low, particularly during the height of the winter and rainy seasons. Consequently, while efficiency parameters may provide a justification for NFC's dissolution, market failure provides an equally strong one for the existence and operation of an agency whose role is the provision of food to a target population at acceptable prices. There may therefore be a need for a new agency or a re-oriented and revised NFC for this purpose. Government policy implicitly addresses this, as the Approach Paper to the Ninth Five-Year Plan contemplates a policy of maintaining buffer stocks of food grains and other essential commodities in order to cope with natural calamities.



## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

24. WFP's interventions in Nepal cover three main dimensions. First, a sustained effort for nearly two decades has been made in support of rural infrastructure in remote and food-deficit areas. Second, a similar effort has been deployed in vulnerable group feeding, later revised to focus on supporting primary education. Third, the recurring theme of natural and other disasters requiring emergency and other protracted relief operations has generally provided the backdrop for more sustained and development-oriented action, and continues to take up considerable attention and resources. The nature of the programme has not changed drastically over time, with relief and rehabilitation occupying an important and continuing role.

### Rural infrastructure

25. WFP support to rural infrastructure goes back to 1976 under a food-for-work programme which supported the rehabilitation, construction and improvement of trails and tracks in poor, remote and hilly areas. The ongoing project - Rural community infrastructure works - (Nepal 5572.00) has the objective of improving: a) the accessibility to food of poor rural families; b) the rural community infrastructure in food-deficit areas; and c) the self-help capacity of rural communities. It uses food as a resource to mobilize the participatory capacity of the rural poor for building sustainable infrastructure. Unskilled labourers receive a family food ration and some cash for work performed. Special priority is to be given to community infrastructure schemes which would benefit and are managed by women. The project provides a cash subsidy of up to 50 percent of costs incurred for internal transport, storage and handling (ITSH). Non-food items, including construction tools and equipment, are made available by donors through WFP and from the latter's own cash resources. The current phase of the project is envisaged to cover 45 districts within a five-year period (1995/6 to 2000/1), at a total cost to WFP of about 21.2 million dollars. A total of 20 districts has been covered by the project, with some 471 specific sub-projects/interventions, distributed as follows: 50 percent on the rehabilitation and construction of rural roads and trails; 20 percent on river training works, 15 percent on irrigation; 13 percent on fish ponds; and two percent on agroforestry and similar sub-projects. A significant aspect of the current achievements has been the support provided by a technical assistance grant from German Cooperation (GTZ) for institutional support in planning and implementing the measures at the local level. The project aims at a significant improvement of the income of some 30,000 poor rural families, both temporarily through the provision of about 100 days of food for work, and in the longer term through the creation of income-generating infrastructure assets.
26. There is little doubt that the benefits from interventions in physical infrastructure, roads, river training, etc. provide food security for targeted beneficiaries for a specified period of time and contribute to the long-term development of the country. There is also little doubt that the major beneficiaries of the interventions belong to the targeted group, as the project has evolved an implementation structure that is based on the participation of the beneficiaries living in the project area. However, apart from the limited support provided to irrigation and pond development, it is difficult to establish any sustainable impact on the direct beneficiaries. It is also difficult to substantiate the implicit assumption of economic growth for the area and/or the beneficiaries. The longer-term goal of achieving sustainable food security is yet to be achieved, largely because of the absence of any mechanism to



support directly the production base of the beneficiary population. There has been a dominance of the physical dimension and not enough concern with the economic dimension of attempting to maximize the overall impact.

27. The promotion of food-aided self-reliance implies interlinked objectives not only requiring the provision of opportunities to break the cycle of poverty (via food and/or cash), but also concentrating on access for the poor to development packages. Similarly, converting the development of common property assets (roads, river training structures) into targeted and sustainable beneficiary impact also requires linking the beneficiaries with a package of services. These packages include training, access to technological facilities, savings mobilization, and access to credit, personal and social development aimed at the empowerment of women. There is a need to move away from the one-dimensional approach that has characterized past development interventions and move towards a multi-sectoral approach within which WFP can carve out a critical niche for its activities. Notwithstanding marginal efforts at coordination, a sectoral approach or concentrating on one aspect of the rural environment loses the possible synergy that an integrated area development approach could have created. This implies a need to change the focus from infrastructure as the major element of WFP's intervention to one on the rural poor, the constraints they face in their productive environment and the measures that would allay these constraints. In the context of Nepal, rural infrastructure will still continue to play a major role for WFP, but there will also be a greater appreciation and consequently more efforts to respond to other constraints faced by the poorer section of the population. The prospects of creating a more sustainable impact on the beneficiaries are likely to be better with such an approach.

### School feeding

28. The WFP projects - Support for basic needs programmes in health/nutrition and education (Nepal 3718.00) and assistance to primary schools (Nepal 3718.01, which will become operational in April 1998) reflect the evolution of a programme that began with assistance to vulnerable groups, the "Feeding of mothers, infants and pre-school children" and subsequently assistance to the education sector. Focused on primary schools only, immediate objectives of project No. 3718.01 project are to encourage enrolment and reduce the incidence of drop-outs, stimulate regular attendance, particularly of girl students, relieve short-term hunger and improve learning ability, thus contributing to reducing the number of repeaters. It covers districts which are food-deficit, have a high educational need (particularly for girls) and are already covered under the multi-donor-funded Basic Primary Education Project (BPEP). The project aims at supporting 250,000 primary schoolchildren in 12 districts for a 52-month period, at a total cost to WFP of approximately 15 million dollars. This includes the addition of a health component, the deworming of students in these schools, with the assistance of the World Health Organization (WHO).
29. The impact of the school feeding programme is profound. Given the historical dimension of general school feeding programmes that has been one of the hallmarks of WFP interventions in the past, the shift to a targeted approach with definitive objectives is a move in the right direction. While evidence that school feeding appears to have improved and stabilized attendance and retention rates is already available, it is still early for any definite evidence of the effect of school feeding on enrolment in general, or of girls in particular, as well as of the correlation between school feeding and a decrease in the drop-out rate. A modest sharpening of the goals of the school feeding programme with respect to increasing the overall enrolment rate in rural areas and of girls in particular might result in



a quicker achievement of the goals set. Thus, for instance, the substitution of school fees with an equivalent amount of food grains for girl students would provide an incentive and would possibly have an impact on girls' enrolment, particularly in remote and poor areas.

### Relief and emergency operations

30. Since 1992, WFP has provided basic and supplementary food rations for registered refugees in the Jhapa and Morang districts of eastern Nepal through five successive emergency operations and a protracted refugee operation for about 90,000 refugees implemented in collaboration with UNHCR and the Nepal Red Cross Society (NRCS). The total cost to WFP amounts to approximately 35.5 million dollars. The cost includes monitoring and logistics support. In addition, WFP has financed the construction of warehouses in all the refugee camps and maintains a central warehouse which stores a buffer stock of commodities. Most of the food is procured locally and delivered to the camps.
31. Nepal's fragile ecological environment makes it susceptible to a recurring series of natural calamities. The livelihood of the population is often exposed to the ravages of floods, drought, earthquakes, etc., requiring emergency relief. In 1993 WFP provided 10,800 tons of rice to 485,000 drought-affected people in 16 *terai* districts. Similarly, in 1994, WFP approved an assistance of 1.4 million dollars as a bilateral donation from the Government of Canada through Bilateral 5584 - CIDA-assisted drought relief operation.
32. Refugee operations are usually linked to the political environment. Nevertheless, after several successive operations there is a need to assess the capability and necessity of continuing an open-ended blanket coverage for all refugees. Refugees can and should contribute gradually and progressively to the costs of their maintenance, and there is a rationale for moving to a more target-oriented approach without implying any change in their status, or at least until any durable solutions are found. Moreover, because of the recurring incidence of natural calamities, it is highly likely that WFP relief assistance will continue to be required.

### Conclusions

33. WFP activities in Nepal are characterized by a two-pronged approach that has focused equally on physical infrastructure and interventions supporting human development. The interventions have been well implemented and - as in the case of the rural infrastructure project - have also given rise to participatory processes with a much wider application. While the objectives are consistent with the priorities established at the time by the Government, the absence of a clear and sustainable impact on the beneficiaries, even after continuous efforts over several years, requires a review of the mechanisms and the nature of the interventions aimed at achieving those objectives.
34. **Complementary activities.** Wherever possible, WFP has coordinated its assistance with the development activities of other United Nations organizations such as UNICEF, UNESCO and WHO. Agencies like UNDP, UNICEF and UNFPA in Nepal work on the basis of a harmonized five-year programme cycle which is tailored to the Government's Ninth Five-Year Plan covering the period July 1997 to July 2002. WFP activities, particularly assistance to primary schools, to be implemented during 1998-2002, fit in this programme cycle. Under the new operational modality and overall resource availability of WFP, a strong argument exists for coordinating WFP operations to complement those of



other agencies active in the same field. WFP operations are well placed to address one aspect of the development constraints facing targeted beneficiaries, while other constraints could be dealt with by other agencies. The synergic impact of such an approach is likely to be significant; several options are available. The Special Programme for Food Security in Nepal (SPIN), carried out by the Government with support from FAO, is very target- and production-oriented, and it would fit well with such an approach. Thus, the construction of irrigation facilities and tracks with WFP food aid would complement extension and input support provided to beneficiaries, and result in a comprehensive impact. A similar option would be to complement the efforts of IFAD in its programme in the Western Region of the country as well as the natural resource management measures undertaken by a number of agencies, notably Danish Cooperation (DANIDA). Other prospects include the major irrigation programmes undertaken by the Asian Development Bank and the World Bank. Prospects for complementing activities in health, family planning and nutrition also exist with other United Nations agencies such as UNFPA and UNICEF. Moreover, it should be noted that this CSO was prepared on the basis of the conclusions and recommendations of an FAO/WFP mission which visited Nepal in November 1997.

35. **Share of allocations.** Historically, the construction of roads and trails has occupied a major share of WFP operations. While the need for such support is likely to continue in the future, a sustainable impact on the beneficiaries could be achieved only if the support to physical infrastructure (roads and trails) is complemented by support to alleviate constraints in the productive domain faced by the beneficiaries. At the same time, it is premature to recommend allocations between the construction of roads and trails and activities that contribute directly to increases in production, such as irrigation and fish ponds. However, efforts must be made to substantially raise the allocation to such activities from that of the past to perhaps 50 percent.
36. Inevitably, the demand for support is likely to generate a conflict in the allocation of resources between the two major operational categories: the sectors that have an impact on production, where infrastructure has played a leading role, and those that have an impact on human development, in which health, including sanitation, family planning and education, has played an equally important role. Historically, support to the social sectors has been small. Although there has been a substantial increase in interventions in these sectors, largely supported by the United Nations and bilateral aid agencies, the indicators of social development are still extremely poor. There are valid reasons to argue for an equal split of WFP-supported programmes between the physical (productive) and the social sectors. This implies a substantial increase in the allocation of resources to the social sectors from that of the past.
37. **Gender dimension.** Recognizing the contribution of women in both the social and the physical sectors, it is recommended that, in addition to interventions that directly target only women, as in the health sector, explicit parameters for women beneficiaries be established for other interventions. In the school feeding programme, for example, instead of a blanket support for all students, a specific linkage needs to be established between the goal of increasing the enrolment of girls and school feeding. Therefore, it is recommended that school feeding be contingent on a gradual increase of enrolment of girl students at an agreed rate depending on the district, say at about five percent a year until an equal participation rate is achieved. The inclusion of students from specifically disadvantaged groups should also be a factor in the decision-making process. The establishment of parameters for women's participation must be reflected in the specific design of the interventions. In the directly productive sectors, for instance, support for small-scale



irrigation development should generally target women farmers. Interventions for supporting women in their productive environment must however be conscious of their existing workload and design should involve a participatory approach that allows the women to identify the areas where such support would have the greatest impact.

38. **Participatory approach.** A commendable element in the current WFP programme is the establishment of a participatory process involving local District Development Committees (DDCs) and Village Development Committees (VDCs) as well as local communities, in prioritizing their needs. Although the structured representation of women in these local bodies is yet to reach desirable levels, measures to secure the response of women have been formulated and implemented. The establishment of user groups and management groups for programme implementation nevertheless faces a problem of inadequate representation by women. Efforts to correct this imbalance are currently under way. The approach adopted requires to be strengthened; responsibility for implementing the process, currently supported by a technical assistance grant from GTZ, requires to be eventually taken over by the DDCs and VDCs.
39. **Market impact of food aid.** Operationally, the impact of food aid on markets and agricultural production has been inconsequential since it constitutes a very small percentage of the overall market. The procurement of most of the food commodities locally and regionally has also contributed to the attainment of cost-efficiency.
40. **Food type.** The provision of food instead of cash as the basic payment mode is a self-targeting mechanism that should be maintained. Surveys have indicated that women particularly prefer payment in the form of food, and there is less chance of diversion. However, the provision of fine rice throughout the country as the main food commodity for work is difficult to justify where the majority of the beneficiaries (who are identified as poor) eat coarse rice while some, depending on the districts, consume wheat, maize or millet as their basic cereal. Coarse rice is therefore recommended as the basic food-for-work commodity. The linkage to the wage rate is likely to result in an increase in the quantity of rice to be provided. This must be allowed for, as it achieves the objective of actually increasing the period of food security support provided to the population. While in general there will always be a preference for fine rice as opposed to other cereals in the Nepali diet, the provision of coarse rice may reduce the attraction for fine rice among some communities which may not be poor. The prospect for the local procurement and provision of wheat or maize in areas where these are the main food items also needs to be explored.
41. **Monitoring and evaluation.** Monitoring and evaluation of the two areas of current operations have been varied. Monitoring of activities in infrastructure development has been effective in terms of the physical aspect of inputs used and outputs achieved. However, reflecting an inadequate concern for economic issues, it has not focused much on the overall impact achieved from the operations. An initial inadequacy in monitoring the school feeding programme has been corrected and significant improvements have been noted. There is currently a stronger acknowledgement of the need for effective monitoring and evaluation, within the country office of WFP and from the partner agencies, both in the Government and outside it. Current measures appear to lend credibility to that concern.



## FUTURE ORIENTATION OF WFP ASSISTANCE

42. In future WFP food aid would continue to be explicitly targeted to the rural poor, women, children, and disadvantaged and socially marginalized groups. Taking into consideration the new operational modality of commitments and allocations, the future orientation of food-aided development assistance by WFP would aim at a thematic-based programme approach. The rationale for the approach has been outlined in a logical framework analysis, provided as an annex to this document. This would allow the country office to be more responsive and flexible in programming its activities on a year-to-year basis within a broad five-year framework of indicative resource allocation.
43. Three major themes are proposed for the future orientation of WFP activities; they are as follows:

### Theme 1: Poverty alleviation and food security - the production dimension

44. With a focus on improving the food security of the target population, WFP programmes should concentrate on improving the production base of small farmers through the support it is currently providing to the improvement of rural infrastructure. The current Rural community infrastructure works project fits well into this theme and can continue its focus on rehabilitating and constructing village roads and trails, river training works, irrigation and pond development, with two minor modifications. First, there should be a gradual increase in the proportion of irrigation, ponds and other development works that directly assist in easing the constraints and/or broadening the production base of the beneficiary population. Second, the establishment of common property assets such as rural roads and river training works must be set within the context of an existing programme which also assists the targeted beneficiaries in their production environment.
45. The existing organizational framework for implementation with the Ministry of Local Development can work well for both approaches. However, since the objective would be to increase production and food, it would be necessary to establish an operational linkage with the Ministry of Agriculture as well. The establishment of individual or group-based directly productive assets should aim at two fronts: the provision of water and of inputs. Consequently, using food for work to harvest rain water for the construction of small ponds and other small water impoundment structures during the peak rainy season in order to increase crop production and provide drinking-water for humans and livestock would remain a major area of activity for the future. Since there is a severe national constraint in the availability of good quality seeds, organizing a network of seed growers in remote areas where roads and trails have already been constructed would have a profound impact on output. This could be achieved through a triangular swapping arrangement with the Nepal Agricultural Inputs Commission (NAIC), NFC and WFP on a “food-for-seeds” basis. The seeds from NAIC would be paid for through WFP food grains provided to NFC. The seeds could then be distributed to a select group of farmers for multiplication and supply to their own community.
46. Recognizing the need to address a range of constraints faced by poor farmers, WFP interventions should aim at complementing activities undertaken by other agencies so as to be able to maximize impact. As long as the objective of reaching women and the poor is being achieved, WFP should aim at complementing its assistance with other ongoing activities such as:



- a) the Government's Special Programme on Food Security in Nepal (SPIN) - WFP support could be provided for the construction and/or rehabilitation of farmer-managed irrigation systems in the hills and/or feeder roads and trails to complement the programme's basic thrust in increasing productivity; WFP assistance has proven its success, and its focus on the rural poor and small farmers could fit the objectives of food-aided development;
- b) Natural resource management programmes - supported by a number of agencies, the most important of which is DANIDA, the provision of common property resources such as roads and trails, fits in particularly well if seen in a broader framework of catchment or resource management measures aimed at increasing productivity. The specific intervention would still be in the nature of infrastructure development, but it would be integrated within a broader set of resource management measures which all fit within the framework of the management of common-property resources.

## **Theme 2: Poverty alleviation and human development - the social dimension**

47. The dire state of Nepal's children (as indicated in the most recent survey by UNICEF) provides the rationale for continuing WFP's current involvement in education through supplementary feeding and its peripheral association with health under the school feeding project. Slight modifications to the programme approach, covering an incentive mechanism both for schools (requiring schools to maintain a small percentage increase in both overall and girls' enrolment to continue participation) and for the parents of school-age girls (waiving the school fee requirement by providing the school fee equivalent in food) would provide an appropriate re-focusing to ensure a quick achievement of project objectives.
48. The particularly high rate of child and maternal mortality at child birth, together with social customs, justifies a new intervention that would organize expectant and nursing mothers as well as adolescent girls into groups for training in a wide range of socio-economic and health concerns, including reproductive health. A mother and child health (MCH) programme to prevent pre-natal, child and maternal mortality and morbidity would have a significant impact on the social and human dimension in the country. Both UNICEF and UNFPA are involved in active programmes in this field. Over the period 1997-2001, the joint programme anticipates covering 80 percent of disadvantaged women in 67 districts with increased opportunities and resources, and strengthened capacity towards entrepreneurship, leading to a gender balance in decision-making. WFP support would focus on the health component of the programme, providing incentive food for young and expectant mothers, not only to provide them with training but also to give them access to food for suckling infants and other young children (under five years of age). The programme would operate through existing structures and processes, including health posts, as well as through NGOs such as the Mothers' Club. The programme envisages covering 15,000 to 30,000 members of women's groups in 67 districts. The nature of the operation is such that WFP can carve out for itself the area and depth of coverage in consultation with UNICEF and UNFPA. While it would also involve the establishment of a new relationship with the Ministry of Health, the ongoing relationship with UNICEF and UNFPA as well as with other NGOs would facilitate operations significantly.





### Theme 3: Safety nets, emergencies and relief operations

49. The recurring incidence of drought, floods and landslides in a mountainous environment will inevitably require the provision of emergency relief, for which WFP will have to find resources as and when the necessity arises. WFP has already been designated as the lead agency for imparting a series of training courses on disaster preparedness based on a vulnerability mapping exercise. On the issue of protracted relief operations, discussions with the Government indicate a willingness to allow a limited degree of production/income-generating activities for the refugees, pending a final political settlement. In cooperation with UNHCR and the Government, WFP resources would support the limited development of land contiguous to the existing camps for the production of high-value crops such as vegetables which UNHCR would buy back from the refugees as an income generating venture. Other income-generating activities (such as carpet weaving), for products to be marketed outside the area, would also be encouraged. Regulations that restrict the function of an exchange economy between the refugee population and the rest of the area need to be eased in a phased manner without affecting the status of the refugees. This would allow the withdrawal of the blanket feeding approach in favour of a more target-oriented approach for WFP assistance. Support to the refugees would be complemented by support to the host population.

### Resource implications

50. A programming approach to operations implies a scaling of project interventions according to the resources available. It is difficult to estimate the resources required to undertake the operations outlined, except in so far as to envisage possible scenarios. Excluding the PRO requirements, continuation of the current projects alone over a five-year time frame would require about 123,000 tons of food commodities (including 50,000 tons set aside for emergencies). Any extension of the current programme into newer activities such as food for seeds and, more particularly, in social and human development implicit in MCH support, would imply an amount ranging between 25 and 35 percent of the current amount recognizing that the value and tonnage of the food would depend on the actual food basket.

## DEVELOPMENT OF A COUNTRY PROGRAMME

51. The development of a country programme with respect to current operations implies the need for a coordinated approach with other development partners to ensure that WFP interventions are appropriately integrated with the support provided by other agencies. The intention to give more support to directly productive infrastructural activities would require the careful assessment of technical issues and the ability to address them on an operational basis. An organizational approach would have to be devised to integrate the resolution of such technical issues through undertaking pre-feasibility studies into the assessment of programme interventions. Developing a country programme in the new activities would also require studies to establish the nature and scale of operations. The Country Programme document will be submitted to the Executive Board for approval at its First Regular Session of 1999.

52. So far, there is no Country Strategy Note (CSN) for Nepal. However, once the United Nations Development Assistance Framework (UNDAF) is in place, for harmonization purposes, WFP may submit to the Executive Board a new Country Programme prior to the expiration of the one planned to start in 1999.



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## RISKS

53. There are three major risks that could affect the implementation of the proposed strategy. First, the decline in political stability - represented in part by the formation of four governments since 1995 - has already had a destabilizing effect on the implementation of development programmes. The continuation of this trend and its associated turnover of staff will have a serious impact on project implementation. Second, WFP's interventions and operational modality can be a very effective tool when used in conjunction with a wider range of activities that address the productive constraints of the beneficiary population. The full impact of the proposed strategy can only be felt if a collaborative effort with other development partners (United Nations agencies and bilateral organizations) is effectively achieved. Should this not be possible, the full impact of the interventions would be greatly compromised. Third, the requirement of sustainability reflected in more directly productive infrastructure investments implies a greater attention to technical issues, currently being provided by GTZ. These investments would be greatly compromised if this technical assistance is not forthcoming in the revised and new programmes.



**ANNEX**









## LOGICAL FRAMEWORK FOR WFP OPERATIONS IN NEPAL

Objectives	Objectively verifiable indicators	Means of verification	Assumptions and risks
<p><b>GOAL</b></p> <p>To contribute to food security and poverty alleviation in rural Nepal</p>	<ul style="list-style-type: none"> <li>• Government national/district-level indicators</li> <li>• UN statistics/indicators</li> </ul>	<ul style="list-style-type: none"> <li>• Government Central Bureau of Statistics</li> <li>• UN statistics</li> <li>• PRAs, surveys &amp; semi-structured interviews</li> </ul>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Political and economic stability</li> <li>• Effective coordination among donor partners - FAO, IFAD, UNFPA, UNICEF, DANIDA</li> </ul>
<p><b>PURPOSE</b></p> <p>Improved livelihood security and equity among participating families, particularly women.</p>	<ul style="list-style-type: none"> <li>a) % increase of households achieving an increase in food security (cash &amp; non-cash)</li> <li>b) % increase of households reporting sustained improvement in agricultural productivity</li> <li>c) Active involvement of women and lower-caste people in decision-making and development initiatives</li> <li>d) Demonstrated and perceived capabilities/value of local institutions, NGOs/community-based organizations</li> </ul>	<ul style="list-style-type: none"> <li>a) Interviews; households surveys. Semi-structured interviews; focus groups; PRA methods (e.g., wealth ranking)</li> <li>b) Field surveys; semi-structured interviews</li> <li>c) Observation; project reports; focus groups; PRA methods; semi-structured interviews</li> <li>d) Observation; project reports; PRA methods; semi-structured interviews; focus groups.</li> </ul>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Supportive government policies</li> <li>• Social structure is amenable to gradual change benefiting women and lower-caste people</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Political disturbance</li> <li>• Major natural disasters</li> <li>• Serious epidemics</li> </ul>
<p><b>Output 1</b></p> <p>1. Increased level of food security: Diversified and increased sources of income</p>	<ul style="list-style-type: none"> <li>1a. Increased number and value of (active) sources of income for participants</li> <li>1b. Changes in participants' consumption patterns (as an income proxy)</li> <li>1c. Changes in participants' self-perception in income</li> </ul>	<ul style="list-style-type: none"> <li>1a. Semi-structured interviews and surveys</li> <li>1b. Focus groups; PRA (e.g. wealth ranking) and semi-structured interviews</li> <li>1c. Focus groups; PRA and semi-structured interviews.</li> </ul>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• No dramatic change in migration pattern</li> <li>• Improved access to markets</li> <li>• Stable macroeconomic conditions</li> </ul>
<p><b>Output 2</b></p> <p>2. Increased educational access for rural and disadvantaged children</p>	<ul style="list-style-type: none"> <li>2a. Increased number of students in schools</li> <li>2b. Increased number of girl students in schools</li> <li>2c. Reduction in drop-out rates among students</li> </ul>	<ul style="list-style-type: none"> <li>2a. School records and spot surveys</li> <li>2b. School records and spot surveys</li> <li>2c. School records and spot surveys</li> </ul>	<ul style="list-style-type: none"> <li>• No drastic change in physical environment</li> <li>• Stable political environment</li> </ul>

## LOGICAL FRAMEWORK FOR WFP OPERATIONS IN NEPAL

Objectives	Objectively verifiable indicators	Means of verification	Assumptions and risks
<p><b>Output 3</b></p> <p>3. Improved MCH measures: reduction in morbidity among women of reproductive age, pre-natal and children under five.</p>	<p>3a. Change in perception of acute respiratory infection (ARI) prevalence in children under five.</p> <p>3b. Change in reported diarrhoeal disease episodes in children under five</p> <p>3c. 'Up-to-date' immunization coverage for 0-two year olds</p> <p>3d. Decreased levels of malnutrition of children under five</p> <p>3e. Improved dietary consumption practices</p> <p>3f. % increase in use of safe delivery practices</p> <p>3g. Improved nutritional practices of expectant and nursing mothers</p> <p>3h. % increase in contraceptive prevalence rates</p>	<p>3a. Surveys; semi-structured interviews</p> <p>3b. Semi-structured interviews, (based on two-week recall); community monitoring</p> <p>3c. Records; surveys</p> <p>3d. Weight/height/age surveys; upper arm circumference surveys</p> <p>3e. Surveys (based on 24-hour recall); focus groups</p> <p>3f. Semi-structured interviews; focus groups; community monitoring</p> <p>3g. Semi-structured interviews; focus groups; community monitoring; upper arm circumference surveys</p> <p>3h. Surveys; focus groups</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Government remains committed to MCH</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Serious epidemic or drought</li> <li>• Serious supply system problems prevent adequate immunization and treatment of diarrhoeal diseases</li> </ul>
<p><b>Output 4</b></p> <p>4. Improving economic status among refugee population</p>	<p>4a. Increased number of refugees involved in active income-earning enterprises</p> <p>4b. Increased number of refugees withdrawn from receiving WFP rations</p>	<p>4a. Camp records; semi-structured interviews and surveys</p> <p>4b. Camp records; government records</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Government eases current restrictions on refugees</li> </ul>
<p><b>Output 5</b></p> <p>5. Improved ability to respond to natural disasters</p>	<p>1. Number/type of natural disasters requiring assistance</p> <p>2. Extent of assistance provided</p>	<p>1. Reports</p> <p>2. Nepal Red Cross Society reports</p>	<ul style="list-style-type: none"> <li>• Ability to respond immediately</li> <li>• Ability for close collaboration with other agencies</li> </ul>



## LOGICAL FRAMEWORK FOR WFP OPERATIONS IN NEPAL

Objectives	Objectively verifiable indicators	Means of verification	Assumptions and risks
<p><b>Output 1:</b> Increased level of food security: Diversified and increased sources of incomes</p> <p><b>Activities</b></p> <p>1. Respond to community needs for improved access - construction of agricultural roads &amp; trails</p> <p>2. Increase access to small and localized irrigation development ponds, small reservoirs and dams</p> <p>3. Increase access to improved inputs - seeds</p>	<p>1a. Mechanisms for translating community needs into action</p> <p>1b. Number of km of trails and agricultural roads constructed</p> <p>2c. Number and surface area of water impoundment structures constructed</p> <p>2d. Number of water users' groups in operation</p> <p>2e. Number of women directly benefiting from such activities</p> <p>3. Number of households benefiting from improved seeds</p>	<p>1a. Operation of VDC and DDC in programme planning ; PRAs</p> <p>1b. Government line agency report; sporadic M&amp;E surveys</p> <p>2c. Line agency reports; monitoring surveys</p> <p>2d. Line agency reports; monitoring surveys; PRAs to report effectiveness of groups</p> <p>2e. Reports received; sporadic surveys; reports</p> <p>3. Line agency reports; ad hoc surveys; reports</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Location of roads within area of coverage of rural development activities carried out by other agencies</li> <li>• Effective coordination with other agencies:</li> </ul> <p>- FAO for the SPIN programme</p> <p>- IFAD for the Western Region Poverty Alleviation Programme</p> <p>- DANIDA for Natural Resource Management Projects</p>
<p><b>Output 2:</b> Increased educational access for rural and disadvantaged children</p> <p><b>Activities</b></p> <ul style="list-style-type: none"> <li>• Provision of supplementary school feeding for rural schools meeting criteria</li> </ul>	<ul style="list-style-type: none"> <li>• Increased enrolment in school</li> <li>• Increased enrolment of girls</li> <li>• Reduction in drop-out rates</li> </ul>	<ul style="list-style-type: none"> <li>• School records and spot surveys</li> </ul>	<ul style="list-style-type: none"> <li>• No natural disasters</li> <li>• No political disturbances</li> </ul>
<p><b>Output 3:</b> Improved MCH measures: reduction in morbidity among women of reproductive age, unborn babies and children under five</p> <p><b>Activities</b></p>			

## LOGICAL FRAMEWORK FOR WFP OPERATIONS IN NEPAL

Objectives	Objectively verifiable indicators	Means of verification	Assumptions and risks
<p>1. Support training of community female and child health volunteers (FCHVs) and government-level (mother and child health workers (MCHWs)/village health workers (VHWs) workers</p> <p>2. Review, determine and support traditional health services (e.g., trained birth attendants TBAs, etc.)</p> <p>3. Support capacity-building in mothers' groups and clubs</p>	<p>1. N°. of staff/workers; quality of information/services provided by trained staff/workers</p> <p>2. Review report; Training provided to TBAs, Dharmi etc. Quality of services.</p> <p>3. N°. of mothers clubs/groups supported; n° of groups active in managing reproductive health services</p>	<p>1. Training reports; observation reports; semi-structured interviews with clients</p> <p>2. Review reports; training reports; focus groups/semi-structured interviews with service providers and recipients</p> <p>3. Project reports; focus groups</p>	<p>Assumption:</p> <ul style="list-style-type: none"> <li>• Government continues support to MCH programmes</li> <li>• UNICEF/UNFPA/WHO continue their support</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Deterioration in services/logistics</li> </ul>
<p><b>Output 4:</b> Improve economic status among refugee population</p> <p><b>Activities</b></p> <p>1. Training of refugees in income-earning opportunities</p> <p>2. Identification, assessment and promotion of improved and new income-generating activities (IGA)</p> <p>3. Promotion of marketing prospects outside refugee area</p>	<p>1. N° of people trained - percentage of people trained in new skills</p> <p>2. Increase in households involved in IGAs - perceived value/contribution</p> <p>3. N° of network groups active</p>	<p>1. Project records; observation reviews of group records</p> <p>2. Semi-structured interviews; focus group discussions</p> <p>3. Project records; focus group discussions</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Government eases rules and regulations with respect to refugees undertaking economic activities</li> <li>• Effective collaboration with UNHCR</li> </ul> <p>Risks:</p> <ul style="list-style-type: none"> <li>• Partial or inadequate easing of restrictions</li> <li>• Reduction of support from UNHCR</li> </ul>
<p><b>Output 5:</b> Improved ability to respond to natural disasters</p> <p><b>Activities</b></p> <p>1. Support WFP operational capacity to respond to emergencies</p> <p>2. Provide reserve supplies for immediate response without compromising planned activities in other fields</p>	<p>1. Strengthened WFP logistical abilities</p> <p>2. Availability of reserve supplies</p>	<p>1. Records of WFP logistics and supplies</p> <p>2. WFP records</p>	<p>Assumptions:</p> <ul style="list-style-type: none"> <li>• Ability to respond in cooperation with Nepal Red Cross Society</li> </ul>