



End Review of Support to the Country Programme of World Food Programme (WFP), in Nepal and Supplementary Activities



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End Review of Support to the Country Programme of World Food Programme (WFP), in Nepal & Supplementary Activities



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The report is the result of input from all participating consultants, but the final writing and editing is the responsibility of the team leader.

Oslo/Kathmandu 10th August 2007

Abbreviations

AGO	Auditor General's Office (GoN)
AIDS	Acquired Immune Deficiency Syndrome
ANM	Auxiliary Nurse Midwife
CAS	Control Self Assessment
CBO	Community Based Organisation
CDO/r	Chief District Office/Officer (<i>District Administrative Officer of each district</i>)
CO/DO/FO	Central Office / District Office/ Field Office (GoN)
CP / CO	Country Programme / Country Office (WFP)
CPN (Maoist)	Communist Party of Nepal – Maoist
CSA	Control Self Assessment
CSPM	Conflict Sensitive Programme Management
DACAW	Decentralised Action for Children and Women (UNICEF)
DCC	District Coordination Committee
DDC	District Development Committee
DEO/r	District Education Office/Officer
DEPROSC	Development Project Service Centre (NGO)
DFID	Department for International Development (UK)
DHO/r	District Health Office/Officer
DLGSP	Decentralised Local Governance Support Programme
DoLIDAR	Department of Local Infrastructure Development & Agricultural Roads
DPSC	District Project Steering Committee
DPSU	District Programme Support Unit
DRSP	District Roads Support Programme (SDC)
EDP	Extended Delivery Point (<i>district warehouse</i>)
EfA	Education for All
EMOP	Emergency Operation
ENMs	Expectant and Nursing Mothers
FAO	Food and Agriculture Organisation
FCHV	Female Community Health Volunteer
FDP	Final Distribution Point (<i>schools, MCHC ORC, or any other distribution points</i>)
FfE/C	Food for Education/ Committee
FfT	Food for Training
FfW	Food for Work
FMC	Food Management Committee
FUG	Forest Users Group
FY	Fiscal/Financial Year (<i>For Nepal the FY is from Mid-July to Mid-July</i>)
GFEI	Global Food for Education Initiative
GIP	Girls Incentive Programme
GoN	Government of Nepal (<i>the post-April 2006 term for Nepal's Government</i>)
GTZ	German Development Co-operation
HIV	Human Immunodeficiency Virus
HMG/N	His Majesty's Government of Nepal (<i>the pre-April 2006 term for Nepal's Government</i>)
HP	Health Post
ICS	Improved Cook Stove
IDP	Internally Displaced People

IG	Income Generation
IICS	Institutional Improved Cooked Stoves
INGO	International Non-Governmental Organisation
ITSH	Internal transport, storage and handling
Kg/s	Kilogram/s
Km	Kilometre
LDO/r	Local Development Office/Officer
M&E	Monitoring and Evaluation
MC	Maintenance Committee
MCHCC	Mother and Child Health Care Committee
MCHW	Mother and Child Health Worker
MDG	Millennium Development Goals
MDI	Manahari Development Institute (NGO)
MFA	Ministry of Foreign Affairs
MLD	Ministry of Local Development (GoN)
MoES	Ministry of Education and Sports (GoN)
MoHP	Ministry of Health and Population (GoN)
MoU	Memorandum of Understanding
MP	Micro Project
N/DSC	National / District Steering Committee
NGO	Non-Governmental Organisation
NOK	Norwegian Kroner
NPC/S	National Planning Commission / Secretariat (GoN)
NRs.	Nepalese Rupees (<i>denoting Nepalese currency</i>)
NSMP	Nutrition and Safe Motherhood Programme (GoN)
ORC	Outreach Clinic (<i>a community level health clinic</i>)
PARD	People's Awareness for Rural Development (NGO)
PASS	People's Participation for Sustainable Development (NGO)
PCC	Programme Coordination Committee
PLA	Participatory Learning and Action
PLIC	Protecting Livelihoods in Crisis
PRRO	Protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper (<i>Nepal's 10th five year plan, 2002 - 2007</i>)
PSU	Project Support Unit
QIP	Quick Impact Programme
RCIW	Rural Construction and Infrastructure Works
RMC	Road Management Committee
RNE	Royal Norwegian Embassy
RPN	Rural Programme Nepal (GTZ)
RUC	Road Users Committee
RUG	Road Users Group
S/C	Saving and Credit
SAPPROS	Support Activities for Poor Producers of Nepal (NGO)
SDC/N	Swiss Development Cooperation in Nepal
S/HP	Sub Health Post
SM	Social Mobilisation
SMC	School Management Committee
SNV/N	Netherlands Development Organisation in Nepal
SPR	Standard Project Report (WFP)
TA	Technical Assistance

TBA	Traditional Birth Attendant
ToR	Terms of Reference
UC	User Committee/Unit Chief
UG	User Group
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
US/\$	United States / Dollar
VAM	Vulnerability Analysis and Mapping (<i>Vulnerability Assessment Map</i>)
VDC	Village Development Committee
VHW	Village Health Worker
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
WSB	Wheat Soya Blend (<i>a mid-day hot snack /haluwa</i>)

Executive Summary

WFP CP in Nepal could in the midst of the armed conflict present remarkable results related to the number of beneficiaries in the most remote areas of the country, the increased attendance to primary education, in particular of girls, the decrease in anaemia and other nutritional related deficiencies among newborn children and their mothers.

The programme is complex, with several major components covering Food for Work (FfW), Food for Education (FfE) and Mother and Child Health Care (MCHC). A number of partners have been involved, both from the UN-family, the government and the national and international civil society. The overall objective has been to strengthen food security. The targeting aim at reaching the most marginalised and excluded within the population, with a particular focus on women. There is a general understanding that WFP has been able to implement the programme without severe interruptions related to the conflict in Nepal, a remarkable achievement knowing that the areas for programme implementation were the main areas controlled by the Maoists, heading 10 years of armed insurgency against the government in Kathmandu.

Given the particular conflict context the implementation has been done within since the initiation of phase 1 in 1997, it is though conspicuous that a comprehensive conflict analysis has not been developed. The approach has been to work **around**¹ conflict, to minimize any possible negative effects of the conflict on the programme. Through deployment of 30 Field Monitors throughout 38 districts during the last 4 years of the conflict, the impact of the conflict on the CP and how the beneficiaries were impacted by the conflict were analysed and monitored. Limited, if any assessment has been done to develop an understanding how the programme could have a negative or a positive impact on the conflict dynamics. Today, when a peace agreement has been signed and the Maoists have joined the interim government and agreed to cease their armed struggle, a discussion on how the programme could support the movements towards a lasting peace and what possible consequences could be experienced if the programme is terminated in certain areas, could not be noticed. Rather the impression is that new 'peace-relevant' interventions are launched in the aftermath of the new momentum for peace.

The programme is supposed to target the most marginalised and excluded in the Nepalese society: ethnic groups, religious minorities, *Madhesis*, low cast groups as the *Dalits* and women. The mechanisms developed in the different components of the CP seem to be too incidental in their implementation to reach the objective. Stronger participatory processes, involving the local communities, are proposed to focus the targeting, and as a consequence reduce the number of beneficiaries, making the output for each participating household more in accordance with the baseline established for food supply. This will also strengthen the possibilities for households to set aside assets to invest in more long term food security.

¹ According to Paffenholz (2006:9) working around conflict implies that "conflict is seen as a negative risk factor that should be avoided", working in conflict that "actors are aware that development can influence conflict and they try to avoid negatively affecting the conflict situation (Do No Harm)", and working on conflict that "actors are also aware that all cooperation work can contribute to peacebuilding".



Rather than a developmental programme, it could seem as if the WFP CP mainly should be categorised as an emergency intervention with limited more long term intentions, contrary to the stated objectives. Photo: Petter Bauck, Norad

The overall objective is to support sustainable food security for the most disadvantaged through Food for Work, the establishment of economic activities through micro projects (MPs), strengthened access to markets, increased enrolment in schools and a better nutritional status for mothers and newborn children. For several components, the government's ability to carry on the responsibilities for supplementary food, strengthened health services and school feeding will be decisive for sustainability till the local communities and the households have developed an economic platform making external support unnecessary. WFP is well aware of the limitations at the present stage for the government to take over all the responsibilities, even if the readiness is there to some extent. Rather than a developmental programme, it could seem as if the WFP CP mainly should be categorised as an emergency intervention with limited more long term intentions, contrary to the stated objectives.

Social mobilisation in the local communities, both to strengthen local capacity and support for the activities, but also to develop the understanding among the most marginalised of the importance of education, nutrition and health for the wellbeing of all members of the household, has proven important for sustainability. The experience is that the quality of social mobilisation in the programme is varied and could be strengthened.



The programme is most relevant in view of several of the goals included in the national PRSP and the MDGs. Due to the weaknesses in relation to the sustainability of the different components, the impact of the CP should be termed “limited”. Photo: Petter Bauck, Norad

The system for transparency and accountability in the programme shows several weaknesses. Public audit is launched as a participatory model without any consistent concept as a base, resulting in rather varied understanding and performance. The value of the tool might be questioned. Due to the complex organisational structure in the programme, the responsibility seems fragmented and several loopholes have been detected. Due to UN rules and regulations WFP doesn't appear as a transparent actor. Regularity of various kinds of audits like statutory audits and internal audits don't seem satisfactory given the size and complexity of the CP.

Several risk factors are identified where no or limited corrections have been initiated:

- The long term consequences of continuing to introduce rice as the staple food also in areas where potato or millet have been used, in addition to the un-sustainability in subsidising transport of rice to remote areas, is raised by the National Planning Commission as well as the Maoists, but these have so far not been sufficiently contemplated in the programme.
- The security of road workers has been raised several times without any major observable changes in the field.
- Weaknesses in the logistics with serious repercussions for the beneficiaries and undermining the targeting were identified.
- Lack of maintenance of roads constructed threatens the sustainability, both due to

limited bio-engineering and late establishment of Maintenance Committees (MC).

- With the introduction of daily food preparation in the schools, the necessary precautions to ensure hygienic conditions and proper storage seem not always to be seriously taken.

The programme is most relevant in view of several of the goals included in the national PRSP and the MDGs. Remarkable results have been achieved in number of beneficiaries, increased attendance to primary education and decrease in anaemia and other nutritional related deficiencies among newborn children and their mothers. Still due to the weaknesses in relation to the sustainability of the different components observed, the team would term the impact of the CP as “*limited*”. This easily becomes the result if the support for the different activities is discontinued; eventually the reach of the programme is delimited and no alternative channels for support is identified, including the inability of the GoN to take over the responsibilities within a short time. The possible growing frustration among the marginalised and excluded, if support aiming at a change in their situation is terminated, should be part of a conflict assessment.



The possible growing frustration among the marginalised and excluded if support aiming at a change in their situation is terminated should be part of a conflict assessment. Photo: Petter Bauck, Norad.

Outline of Report



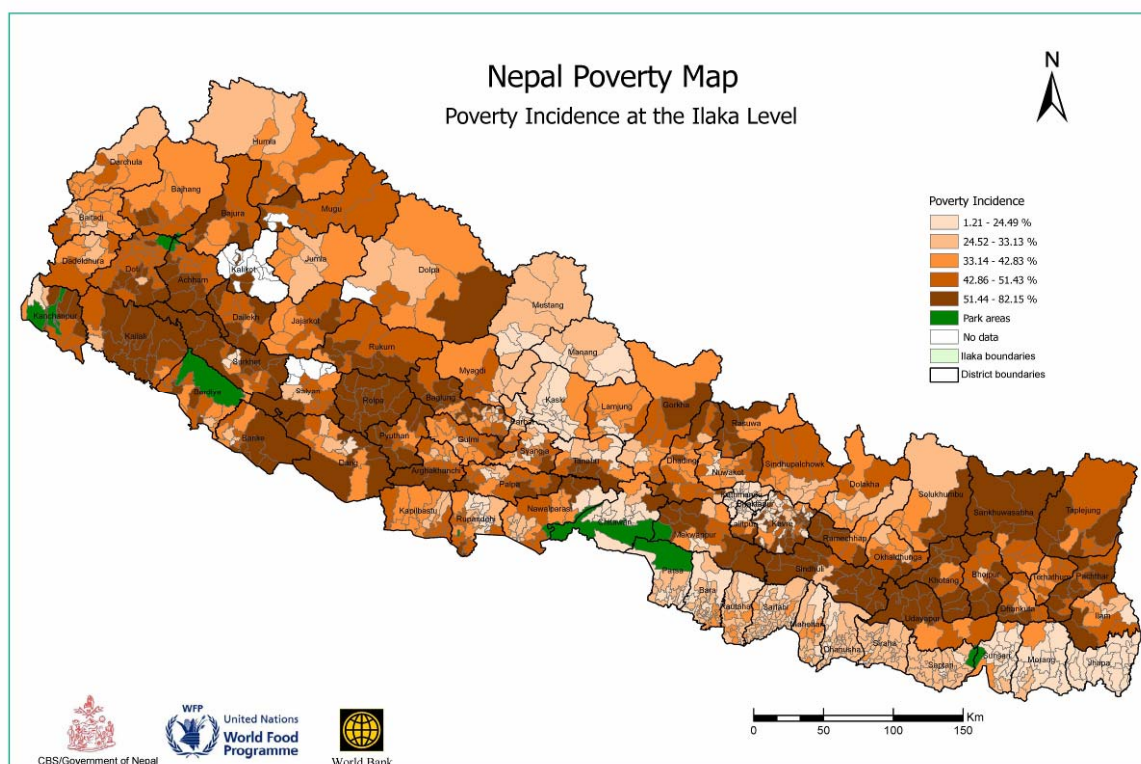
The approach has been to work around conflict, to minimize any possible negative effects of the conflict on the programme. Photo: Petter Bauck, Norad

The report gives an introduction to the actual situation in Nepal, the WFP country programme and the Norwegian rationale for supporting this programme during its phase 1 and 2. Based on the focus chosen by the team for the End Review, five main issues are discussed;

- sustainability,
- targeting,
- social mobilisation,
- accountability and transparency and
- conflict sensitivity.

With the extensive Terms of Reference (ToR) given, the report in addition discuss the findings in view of the Programme Concept, the Design, the Implementation modality, the Efficiency, the Effectiveness, the Impact, the Relevance and Management. Under each heading relevant findings, discussion and conclusions/recommendations are included. Finally the main conclusions and recommendations are gathered in the final chapter.

Apart from the ToR, the Bibliography and an overview of meetings conducted, an attachment is included with a more extensive presentation of the outcomes of the WFP CP.



Situation in Nepal

Nepal, situated in the Himalaya mountain range between India and China, is a country rich in natural resources and development potentials. Of a population of about 27 million, 31 % live below the national poverty line.² The country is number 138 on the Human Development Index.³

A declining aggregate food availability is compounded by insufficient access to food, essentially owing to poverty. (WFP 2001)

It is an extremely segmented society, due to ethnic divisions, religious discrimination, strict cast systems and gender based exclusion; certain groups have been marginalised. The extremely difficult and weak infrastructure has left huge areas of the country out of reach for economic development. The life expectancy is 63 years for women and 62 years for men and the adult literacy rate 49%.⁴ 39.5% of the population is according to UNDP (2006) below 15 years. 23% of the population aged between 15 and 24 years is neither enrolled in school or in the labour force.

Nepal has been the only Hindu kingdom in the World. Hinduism is the main religion. The Hindu cast system is key to understand part of the segmentation of the society leaving important groups as the low cast excluded.

Nepal has been through several political upheavals. The introduction of the multiparty democracy in 1990 was an important development, but still the most marginalised and excluded were without any clear voice and representation.

In 1996 the Communist Party of Nepal (Maoists) mobilised for an armed struggle or “The People’s War”, against the Government in Kathmandu. They demanded a radical transformation of the power structure including abolition of the monarchy and development of an economic policy favouring the marginalised and the excluded: “They have been able to provide important symbolic recognition to disaffected women, *Dalits* and *Janajaties* and to bring their demands into public debate”.⁵ In 10 years the insurgency spread to most parts of the country encircling the power strongholds of the government.

Parliament was dissolved in 2002. The King in 2005 reintroduced autocratic rule, sidelining the political parties. This gave rise to a popular movement demanding the reintroduction of multiparty democracy and end to the power of the King. In this process an increasing understanding developed for a dialogue between the political parties in the parliament (the 7 party alliances) and the Maoists. The strength of the insurgency and the growing understanding of the importance of uniting to be able to establish a new power structure in the country were key in moving the dialogue forward.

² According to World Development Report 2007, in 1995-96 41.8 percent of the population was below the national poverty line (Rural 43.3 %, Urban 21.6 %). In 2003-04 the national average is 30.9 % (Rural 34.6 %, Urban 9.6 %). If the international poverty line is used, in 2003-04 24.1 % of the population lived on below \$ 1 a day while 68.5% lived on below \$ 2 a day.

³ UNDP 2006

⁴ According to World Development Report 2007. In Human Development Report 2006 (UNDP 2006) the total population in 2004 is estimated to 26.6 mill. with the life expectancy at birth at 62.1 years (2004)

⁵ DFID & World Bank 2007, p. 4

No doubt Nepal is facing a dramatic transformation where the overall goal is to include the excluded and change the focus towards the most marginalised. As a consequence the focus in economic development for the future should address the need of the most impoverished. The ongoing power struggle between the Maoists and the 7 parties is very much about how drastic and fast the transformation should be and what guarantees should be in place to avoid changes being reversed. The present Prime Minister Girija Prasad Koirala stated recently his understanding of the Maoists keeping some of their weapons. When he was part of the armed opposition to the King's rule in 1950-51, his organisation, the Nepali Congress, also kept some of their arms while negotiations went on.⁶

While writing the report an understanding has been reached between the 7 parties and the Maoists, establishing a joint interim government to foresee the implementation of the election of the constitutional assembly scheduled for 20th June 2007⁷.

⁶ Nepal News, *Elections will be held after situation normalises, says PM*, Kathmandu: Nepal News 14. March 2007, <http://www.nepalnews.com/archive/2007/mar/mar14/news09.php>

⁷ According to the *Comprehensive Peace Agreement 2006*: "By putting democracy, peace, prosperity, progressive social and economic transformation, independence, integrity, sovereignty and prestige of the state in the centre-stage, implement the commitments made by both the sides to hold the election to constituent assembly by mid June 2007 in a free and fair manner." This is also stated in the Interim constitution (2006), part 4, point 33, Duties of the State. The national Election Commission has since stated that elections as early as 20. June 2007 will be impossible to conduct. It is indicated that October or November 2007 is more feasible.

WFP Country Programme (CP) Nepal⁸



The overall objective is to support sustainable food security for the most disadvantaged through Food for Work, the establishment of economic activities through micro projects (MPs), strengthened access to markets, increased enrolment in schools and a better nutritional status for mothers and newborn children. Photo: Petter Bauck, Norad

The CP for Nepal is based on the “Country Strategy Outline” approved by the Board of WFP in May 2000. The overall objective of the CP is *“to bring about sustainable improvements in food security for the most disadvantaged, particularly women and children, in highly food insecure areas, mainly the far mid-western hill and mountain regions of the country”*.

The CP is in line with the new policies adopted by WFP during the 1990’s, due to the globalisation of the food market, the increased focus on emergencies, the role of WFP in feeding refugees and Internally Displaced Peoples (IDPs), new development initiatives, the attempts to streamline the UN-system, the tripartite evaluation of WFP by Canada, the Netherlands and Norway and internal WFP evaluations. The new mandate of WFP emphasises saving lives in refugee and other emergency situations, improving nutritional status and quality of life of the most vulnerable and helping to build assets and promoting self-reliance of poor people and communities. This should be done through broad-based participation, focusing on the continuum from relief to development, recognizing the role of

⁸ Based on WFP (2001), and Crawshaw (1998), WFP in a Changing World.

women, underline the importance of collaboration with other agencies and adopting a country programme approach.

At the World Food summit in 1996 WFP in addition focused on:

- food security is about people and their access to sufficient food,
- peace is a prerequisite for food security.

The CP has 3 main activities:

“Rural Community Infrastructure Works (RCIW) will enhance the self-help capacity of targeted poor communities by improving physical access in remote rural areas and developing productive assets and associated agricultural production. Support activities will enhance skills and capacities and provide income-generation opportunities, especially for women. Although not explicitly stated as an objective, an impact associated with RCIW will be improved disaster mitigation and natural resource management. This activity addresses the Enabling Development policy's priority 3: Make it possible for poor families to gain and preserve assets.”

“Food for Education (FfE) will provide fortified midday meals to pre-primary, primary and lower-secondary schoolchildren and a take-home ration (vegetable oil) for the mothers of girls with regular (80 %) school attendance. It will also include a de-worming component. This activity addresses the Enabling Development policy's priority 2: Enable poor households to invest in human capital through education and training.”

“Assistance to Mother and Child Health Care (MCHC) will provide an essential nutritional supplement to infants and mothers before and after delivery. It is also to serve as a tool for nutritional education and to promote the use of local health services. This activity addresses the Enabling Development policy's priority 1: Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related needs.”

“Moreover, the WFP country office will also take a pro-active advocacy role in key areas such as national food security policy, women’s empowerment and social marketing of fortified blended food.”

“The CP places great emphasis on partnerships with other United Nations agencies, bilateral donors, government departments, and national and international NGOs. Community participation and increased involvement of local government structures, NGOs and civil society will be the cornerstone of programme implementation. Vulnerability analysis and mapping (VAM) will constitute a critical input into programme targeting and internal evaluation and for food security.”

Supplementary activities are to be identified and agreed upon during the implementation:

“The supplementary activities are extraordinary efforts targeted towards vulnerable groups in the most conflict-affected areas. These activities will represent a rapid response and adjustment, and therefore a flexible mechanism of WFP, in order to address the volatile and difficult situation. These activities are developed in order to meet particular needs under the implementation period of the Country Programme, and are therefore not defined in the Country Programme. Such activities can be, but are not limited to, different types of infrastructure projects and work-for-food activities, as well as general distribution of food.

The Supplementary Activities will be implemented either as parts of the existing components of the Country Programme, or as an independent component within the Country Programme.”

Regarding Targeting; “Based on a comprehensive analysis supported through strengthened vulnerability analysis and mapping, the CP has adopted a refined targeting strategy. Geographic targeting responds to the existing patterns of vulnerability and food insecurity. A composite vulnerability map for the country indicates that the populations in the far and mid western mountain and hill regions are most lacking in basic capabilities to cope with natural, social and economic threats to their livelihoods, and least able to secure adequate food and other resources.”

“Geographic targeting at the sub-district level will be done using a participatory method, developed by VAM in 2000, for identifying the most food insecure communities within each district. At the same time, cohort targeting will be used for MCHC and FfE. The focus will be on people, particularly women, in food-insecure households; children in pre-primary, primary and lower-secondary schools; and nutritionally vulnerable young children and expectant and nursing mothers.”

Regarding Programme Synergies and Convergence of Activities, “the positive implication of geographical targeting is the ability to generate programme synergies by clustering activities in the same areas.

First, there will be significant advantages in being able to utilize community groups formed under one of the activities for the benefit of the whole programme, thereby maximizing community motivation efforts.

Second, there will be the potential for more cost-effective food storage, management and logistics.⁹

Third, all three dimensions of food insecurity will be addressed simultaneously.

Fourth, geographic clustering will allow for more streamlined and cost-effective programme monitoring and performance evaluation. RCIW is to become the “pull factor”, indeed prerequisite for the other two activities that will be implemented in the same districts. During the CP period, it is proposed that WFP integrate all three programme activities in at least nine districts.”

“Community participation is essential for ensuring ownership of the proposed programmes. Communities, including the local government structures such as District Development Committees (DDCs) and Village Development Committees (VDCs), are to be explicitly involved at the design, implementation and monitoring stages. DDCs and VDCs will receive training and technical assistance to strengthen their programme management capacity and to orient them towards the CP principles of sustainability, participation and women’s empowerment.”

Regarding Disaster Responsiveness the CP “will also contribute to mitigate the effects of disasters on the target populations and protecting the natural resource base on which those

⁹ According to WFP Nepal this issue is frequently discussed with the Nepali authorities. Lack of proper storage facilities in the areas of operation has made it difficult to find suitable stores. WFP is at present considering the construction of three Rub halls in the Far West region for storage.

populations' livelihoods depend. First, specific disaster-prevention activities, such as the construction of river embankments, are carried out within the framework of RCIW. Second, in districts already targeted under RCIW, additional food assistance will be provided in case of a localized natural disaster for recovery and rehabilitation. Third, in the event of a major disaster or emergency situation in any part of the country and affecting large numbers of people, additional resources will be sought and provided through an emergency operation (EMOP) and/or a protracted relief and recovery operation (PRRO)."

"The organizational set-up of this activity will build on existing implementation structures. User groups (UGs), consisting of workers, and their chosen representatives in user committees (UCs) will be responsible for all project management activities, including project identification, food distribution, resource management and record-keeping. The VDCs and DDCs will be responsible for project implementation through District Project Management Committees and District Project Support Units, while overall national-level implementation responsibility rests with the Ministry of Local Development (MLD)."

"Considerable emphasis is placed on **strengthening the self-help capacity** of rural communities, especially of women. Specific guidelines require that 50 percent of UC members be female, and that at least one of the two key UC positions (Chairperson and Treasurer) per project be held by a woman. Moreover, 30 percent of all micro-projects (two per district) will be managed by women only. Female participation in RCIW is expected to increase from the 33 percent it is today to over 40 percent. This target will be handled flexibly, however, considering the other work obligations of women and the fact that the construction sites are often far from the women's homes."

"The possibility of **major natural disasters and internal security problems** resulting from the current political insurgency represents two additional external factors that could have a bearing on the overall programme."

Rationale for Norwegian support to WFP CP

The Norwegian Government decided in 1996 to make Nepal one of its 7 Main Partner countries; both because of a positive potential for poverty alleviation and development in the country and the established multiparty democracy indicating a positive development in the field of governance. Through a Memorandum of Understanding (MoU) with the Government of Nepal (GoN) it was agreed to cooperate in the fields of education, energy and governance.

Norwegian development cooperation has increasingly focused on enhancing the situation for vulnerable and marginalised groups and to support development in rural areas. Since poverty has been one of the reasons for the ongoing conflict, and the WFP CP targets the most conflict ridden areas of the country to support poverty alleviation, continued support was recommended. That implementation of the CP continued in spite of the violent conflict and created results was said to be because of mobilisation of local communities, they were locally rooted and WFP was viewed as a neutral partner by the conflicting parties. The CP was prioritised by GoN and UN was a preferred partner in the conflict situation. It was argued that "continued support will enhance long term development, support continued service delivery and reduce the negative consequences of the conflict".¹⁰

¹⁰ Based on Royal Norwegian Embassy, Appropriation Document WFP 2004-2006 (translation from Norwegian)

Norway had supported the RCIW and FfE activities during the first phase of the CP, with NOK 10 mill. for RCIW in 2001/2002 and NOK 30 mill. for both activities in 2002/2003.¹¹

At the same time Norway decided to allocate funds for programmes through UNICEF, through UNDP on decentralisation and the Integrated Pest Management Program through Ministry of Agriculture in cooperation with FAO.

In view of the changing situation in Nepal in recent months Norway from 2007 onwards expects to channel more of the bilateral development funds through GoN¹². At the same time the Norwegian Government, through its allocation letter for 2007 to WFP, signed by the Minister of International Development says that “WFP should concentrate primarily on emergency assistance and relief and recovery operations”, indicating that Norway gradually will phase out its support for WFP’s development activities.¹³

Scope of End Review¹⁴

The overall purpose is to examine the concept, design, implementation modality, impact and sustainability of the WFP CP, to assess the extent to which the programme has achieved its objectives given the conflict and the security situation and to assess to what extent it has been relevant in contributing to reaching the goals of Poverty Reduction Strategy Paper (PRSP)/10th and Millennium Development Goals (MDG).

The review shall result in guidance for the funding partners as well as for the implementing partners for the remaining of the CP period and for possible new periods. The Royal Norwegian Embassy (RNE) will use the review as an appraisal for possible support to new phases of the CP.

The team should address conflict-related issues to assess the effects of the conflict and the security situation on the CP, and vice versa and if possible assess plans and readiness of the CP to assist in reintegration and rehabilitation of the Maoists. It should address social mobilisation with focus on targeting mechanism, effectiveness and efficiency in managing technical assistance (including social mobilisation) for its activities, assess the ability to reach out to the most marginalised including women, *Dalits*, *Janajaties* and *Madhesis* while offering work and learning opportunities as well as providing beneficial infrastructure.

It should assess the quality and user friendliness of the CP’s monitoring and evaluation activities, including auditing and anti corruption measures, assess the synchronising of the CP with the GoN on central and local level regarding planning cycles and harmonisation with national strategies and system, assess the involvement of key stakeholders and local ownership of CP, assess WFPs’ contribution to capacity building of local institutions, assess the capacity of cooperation partners, and WFPs contribution in strengthening their capacity, assess the interaction with other relevant projects and institutions, as well as the framework

¹¹ Ibid.

¹² Expressed by RNE in dialogue with the team in Kathmandu.

¹³ Ministry of Foreign Affairs (MFA) 2007

¹⁴ See Attachment no. 1 – Terms of Reference for the End Review of WFP CP

for cooperation and donor-coordination, examine if relevant risk factors are identified and analysed and if mitigation actions are integrated in the CP design, assess the sustainability of the CP, including maintenance of roads, income generation effect of improved infrastructure and possible negative effects on food production and food markets and assess if the CP creates dependency of food delivery and undermines traditional coping mechanisms.

In addition, the purpose should be to assess the financial management of the CP: to assess output in relation to use of resources, procurement of food and non food items as well as services as evidenced by documents, food transportation, storage and distribution through review of document and by field observation, the sustainability of the CP with emphasis on financial aspect, reviews and WFP's follow up, cost estimation in according to actual cost for road construction and for other project when relevant and review financial management system of the CP and those of implementing partners with respect to accounting and auditing.¹⁵

Through the TOR the team was assigned to make an assessment far more comprehensive than what an End Review would normally cover. This was partly due to the need for the Embassy to get a report that could also cover an appraisal function in relation to possible future support to the CP. In the TOR neither the nutritional aspects of the CP nor HIV/AIDS related issues were focused. With a team composed with no particular health and nutritional specialist included, to the extent possible these issues were covered through referring to already available reports.

Methodology

The team has reviewed relevant background documents including various evaluation and review reports of the programme. Through briefings from WFP, Ministry of Local Development (MLD), Ministry of Education and Sport (MoES) and the RNE the objectives and scope of the review have been clarified. All the components of the programme have been visited in 2 selected districts.

Various development partners, GoN officials, Non Governmental Organisations (NGOs), Community Based Organisations (CBOs), other UN agencies and donors have been interviewed. Participatory stakeholder workshops and focus group discussions have been organised.

The CP is very complex and has been implemented in a number of districts in Nepal. Due to time constraints only two easily accessible districts were visited, a serious weakness in the assessment. Likewise the number of documents relevant for the team has been huge. Lack of a comprehensive overview ahead of starting the review has hampered the progress. The very tense situation in Nepal as the team conducted the field visits and interviews in Kathmandu resulted in some important meetings being cancelled.

The two field visits were organised by WFP in coordination with their partner organisations.

¹⁵ RNE, *Contract between The Royal Norwegian Embassy and J.B.Rajbhandary & DiBins concerning participation in Review of World Food programs' Country Programme in Nepal*, Kathmandu: RNE 2007

The team had mixed experiences with the organisers; sometimes they assumed the observer's position, sometimes a more participatory role, as promoter or defender more than as facilitator.

The scope of the review is broad. With the time-limit, the limited number of field visits resulting in visiting only one or two examples of each CP component, there are limitations in how far the team can draw conclusions and present recommendations. The team has related to findings and recommendations presented by several previous evaluations and reviews. Where our findings concurred with already documented findings, we are able to more firmly substantiate conclusions and recommendations.

To manage the wide scope presented in the ToR, the team decided to focus in particular on:

- Long term sustainability,
- Targeting, with a particular focus on women and social inclusion,
- Social mobilisation, with a particular focus on women and social inclusion,
- Accountability and transparency
- Conflict sensitivity

The review does not in particular focus on the nutritional aspects of Nepal, but base itself on the existing statistic data on prevalence and changes, referred in several reports¹⁶. Instead the review attempts to assess the CP, its overall objective and outcomes in view of the five areas focused. A particular focus has been on the sustainability of food security established through the CP and how the CP has adapted to the conflict situation prevailing in Nepal throughout phase 1 and 2. The composition of the team didn't allow for a particular focus on nutritional aspects.

Main findings – overarching issues

The WFP evaluation mission conducted in 2006 acknowledged considerable progress in addressing the food security of the most disadvantaged people in the targeted districts through CP activities, despite the conflict situation. However, the mission recommended increasing the internal coherence of the overall development approach of the CP by targeting the same operational areas and adopting an integrated programming approach in order to maximize the access to health and education and to improve the livelihoods of food insecure communities. (WFP 2007 i)

As already stated this end review will not use time and space to deal with the results documented through several reports regarding nutritional status of Expectant and Nursing Mothers (ENMs), the drop out ratio among school children and in particular girls, the availability and price of food and the number of micro projects (MPs) established. According to Standard Project Report 2006 (WFP 2007 i) 73.364 beneficiary households generated additional food from the assets created under RCIW to cover the 2.75 month food gap. The percentage of anaemia among 6-36 months old children and anaemia among pregnant and lactating women has been substantially reduced. Attendance to school by both sexes is between 80 and 90 %. Stunting (low height-for-age), the most telling indicator of chronic malnutrition – has decreased from 51% in 2001 to 43% in 2006.¹⁷

¹⁶ For further information, see UNDP (2006), World Bank (2006) and WFP (2001)

¹⁷ For further information see Attachment 2.

Long term sustainability

The overall objective of WFP CP in Nepal has been “*to bring about sustainable improvements in food security for the most disadvantaged*”.¹⁸ This should first and foremost be approached through assessing the sustainability of the organisational aspects, the capacity building, the technical improvements and the economical achievements in addition to the assessment of the nutritional indicators as highlighted in the programme document and the available reporting and evaluations. In line with WFP’s “*pro-active advocacy role in key areas such as national food security policy*”¹⁹, the approach to the national policies on macro-level should also be addressed.

Sustainability should be addressed both on a macro and a micro level. On the macro level the team has focused on the political and economic developments in Nepal. Without doubt the successful completion of the ongoing structural change of the country and the ability of the new authorities to establish a prosperous economy with quite a different system of distribution of resources, will be decisive for achieving sustainability on the macro level. With several pitfalls ahead a firm and long term support from the international community will be needed. The short term allocation of funds from WFP and from different donors through WFP threatens the sustainability; the achievements can easily be reversed if targeted interventions are terminated or hostilities on a large scale erupt.

Long term food security

Related to the overall objective of sustainable improvements in food security, the team on several occasions made inquiries into the key role of rice in the ongoing programme. Even if rice is grown in the lowlands and in certain areas elsewhere in Nepal, a huge quantity of rice is transported either by road and trails or by air to the remote parts of the country.²⁰ The introduction of rice as the main staple food in the country to our understanding has a history since decades through Government programmes. Today rice by many is valued as the staple food they prefer, even if potatoes or millet is grown locally and have previously been staple food of the region. It has come that far as one informant told us: “We eat outside when we have rice, for others to see us. We eat inside if we don’t have rice”. To strengthen food security the CP has added to the development of a rice dependency and a change in food habits.

Several stakeholders voiced the concern that traditional staple food such as millet had been used for making liquor when it replaced by rice. The team also learnt that there have been a few reported incidences of sale of rice in the market by beneficiaries for other commodities.

In discussions with the National Planning Commission Secretariat the team was informed that GoN was preparing a “Food Security Plan of Action” where a long term thinking, to rely on local production and the need for changing the food habits to reduce the extensive transportation of rice would be key concerns. Such views were also supported by major stakeholders in the ongoing political transformation. The increased use of traditional staple

¹⁸ From WFP (2001)– See also Chapter on WFP CP in Nepal

¹⁹ From WFP (2001) – See also Chapter on WFP CP in Nepal

²⁰ The team learned that with a price of rice at NRs 40 a kilo, the cost of transportation for the same kilo was NRs 60, subsidised by GoN. In Market Watch No. 2/2007 (WFP 2007 I) it is informed that the price of rice in Jumla has gone from NRs 60 to NRs 40 per kg after the road was opened. The price for air-lift of rice is said to be NRs 38 per kg. It is expected that the average price of rice will increase in the near future due to shortage of rice in India.

food for making alcohol was also a concern voiced by several. From WFP the rice seems still to be preferred both because “people want rice” and because “it is easier to transport”. ***For the team it seems to be about time for WFP as a key player on food issues to enter into the dialogue with the Nepali stakeholders to develop a national food security policy aiming at long-term sustainable food security for all.***²¹

Local ownership

To strengthen local ownership the team has the impression the Local Self-Government Act (LSGA) of 1999 is followed. However WFP should strengthen this aspect of the programme. As an example GoN-partners should be encouraged to identify districts and samples for monitoring and evaluation visits, to prepare and provide regular reports in their own formats using the Nepali language and not have to conform to UN or donor formats and language. Furthermore, the role of WFP in the region and field needs to be clarified, as the team could observe that WFP and GTZ staff members could get too involved in the actual implementation and loose sight of their role i.e. promoting policies, strategies and advice benefiting the overall objective.

The programme has developed detailed activity guidelines for implementation: for MCHC, PLIC, FfE and Maintenance of Rural Roads, all with standards, guidelines and recommended procedures for use on the national as well as the grass root level. All have been translated into English and Nepali. The team experienced that several of these exist only at the ministerial level. They are not known at the district level and not implemented. It was clearly indicated a lack of participation from the local level i.e. the district line agencies, VDC and communities, when guidelines were developed.

The establishment of User Committees could be viewed as a way of strengthening local ownership. The observation was though that the training and follow up of the committees by the Technical Advisor (TA) and NGO-partners and the established guidelines did not favour the development of active, creative and sustainable committees. The management structure with a complex interplay between line ministries, authorities on district and local level, WFP, TA and NGO-partners, does not make the running and the development of the committees easier.

Organisational interplay

The strategy of participation focuses to ensure that the stakeholders are involved at all levels of project management. Mobilising the communities to work with the government structures has proved to be an effective method in improving the poverty indicators in Nepal.

From an organisational point of view the team experienced a variety of national, district and community level committees initiated through the CP: i.e. Steering Committees, National Food for Education Committee, Project Coordinating Committees (PCC), MCHC District Coordination Committees (DCC), MCHC Committees, Road Users Committees (RUCs), Road Users Groups (RUGs) and school based Food Management Committees (FMC). The impression was that these were functioning on their different levels; national, district, village and community, facilitating the programme implementation through the mobilisation of

²¹ FAO (2006) elaborates on several of these questions related to food aid and food security. The complexity addressed in the report seems very much in line with the questions raised by the review team in relation to WFP CP in Nepal and could serve as a useful input into the discussion with national authorities on a future national food security policy aiming at long term sustainability.

existing governmental structures and ensuring community mobilisation. However many of these committees and groups have been formed for the implementations of the WFP CP only. Their role in and linkages to the governmental system in the future has not been clarified.

The District Development Committee (DDC) has an active participation in the project planning, monitoring and supervision. The last five years due to the conflict situation no bottom-up planning has been applied, but as the situation is slowly moving back to normal this year, the bottom-up approach has been applied in a few districts with an active Local Development Officer (LDO).²²

Capacity building

Capacity building has been organised for the members of the committees and groups. However, the impression of the team is that training has been more like orientation and experience sharing sessions rather than capacity building to make them able to function properly. Their members express lack of adequate managerial skills and knowledge to fulfil their tasks effectively and efficiently. In their view, knowledge related to planning, organising, human resource development, supervision and monitoring (both programme and financial) would add value to the programme and its sustainability.

Sustainable economic development

As part of the CP and in particular in relation to RCIW, establishment of MPs is supported to enhance a sustainable economic foundation for target groups through involvement in long-term economic activities, and savings and credit schemes. The information the team got was though that a limited number of the targeted households are involved in MPs and the benefits for those active were still limited. As workers at the Marke-Rampur road estimated, half of them had achieved benefits through MPs equivalent to 3 months of work in India. Instead of migrating $\frac{3}{4}$ of the year, they would now have to migrate $\frac{1}{2}$ the year.

The team learned from the beneficiaries that road access makes food available locally for those able to buy and then not having to spend time and effort to porter food from the former road head. The price of commodities in local shops gets cheaper once a road becomes pliable and vehicles move. Those who have surplus to sell can bring this to markets at a lower transport cost. Finally people who earn enough cash will be able to invest part of it in productive assets.

Sustainable road construction

The long-term objective of RCIW is to create a productive infrastructure through the self-help approach in order to improve food security in poor rural households. This should be done through the institutional framework of local agencies and remain within the policy provisions related to poverty alleviation of GoN. The short-term objectives are to provide assistance in the creation of productive infrastructures providing for long-term food security; enhance the self-reliance capacity in the rural communities, in particular among women and the deprived, also in order to improve the immediate food supply. One should assist to minimize damage from natural calamities in vulnerable regions. Core Projects, like rural roads linking the districts to the national highways, are initiated aimed at supporting long term development of the selected districts through the participation of food insecure inhabitants and households.

²² This is due to the fact that in most districts hit by the conflict, the local administration on district and village level has been prevented from or didn't dare to work except in the district capital.

In addition those involved can get support to develop an income generating business. RCIW, should spend up to 30 per cent of the resources²³ (cereal and materials) earmarked for the fiscal year in the districts concerned in such MPs. When selecting MPs priority should be given to projects that encourage income generation of the groups and enhance awareness and skills.²⁴

The long-term sustainability of many of the roads built is still in doubt although serious attention recently has been given to this aspect by RCIW. GoN through MLD has established a Department of Local Infrastructure Development and Agriculture Roads (DoLIDAR). A policy directive for the maintenance of rural roads has been developed. But funds are insufficient to maintain all Food for Work (FfW) rural roads properly, an issue that has been raised by review missions all through the project. It still needs to be seriously addressed to ensure necessary human and financial capacity.²⁵



The long-term sustainability of many of the roads built is still in doubt although serious attention recently has been given to this aspect by RCIW. Photo: Petter Bauck, Norad

The major advantage of the project concept is that it provides income opportunities over 4 or more years to the target group in addition to skill development and saving and credit activities. The latter have been initiated with the assumption that in the long run it can provide the basis for sustained income generation and food security.

²³ According to MLD this has recently been revised from 20 to 30%.

²⁴ For further elaboration, see RCIW Implementation Guidelines (2002)

²⁵ Dietz (2006 a). WFP NP informs that the MLD plays an important role in developing sustainability of infrastructure and the Ministry is providing resources to districts for this specific purpose.

RCIW guidelines suggest that a maintenance committee (MC) should be established to assure maintenance of the roads. However the TA partners have not been able to facilitate this.²⁶ As a consequence the roads constructed are continuously degrading, due to indefensible use (size and type of vehicles and weight of cargo transported) and erosion due to weather conditions.

RCIW is to a great extent based on use of local labour, local materials and local technology. But the use of gabions and the question of erosion control measures including bio-engineering are technical subjects not easily transferable to the community and not properly focused on in the training. The delays in formation of Road Management Committees (RMCs) adds to the possible negative impact of these factors. The long-term sustainability of the RCIW roads could due to this be in doubt.²⁷ The sustainability of the road constructions on the other side could be supported through their links to market centres and active trading, given a system of road toll is successfully introduced. However, this cannot be realized on roads where the third phase of construction (widening to be pliable) is not completed. As of today, only 49% of the roads constructed appear to meet the minimum technical standards. Only four roads have been completed and are considered to be vehicle pliable.²⁸

Sustainable improvements of nutritional status and health

MCHC activity guidelines state the long-term objective of the project is to improve the overall health and nutritional status of children and Expectant and Nursing Mothers (ENMs). This is in line with the goals set by GoN's 10th plan for the Nutrition and Safe Motherhood Programmes (NSMP) under the Ministry of Health and Population (MoHP). The Immediate objectives are prevention or reduction of the prevalence of underweight among young children of 6 – 36 months; reduction in iron-deficiency anaemia among ENMs and young children 6 – 36 months; raised awareness and knowledge of ENMs on health and nutrition including for their children; and increased and more regular utilisation of community-based maternal and child health out-reach services.²⁹

As the project is implemented in the most food insecure districts of the country in order to meet the special nutritional needs of the most vulnerable ENMs and children, the sustainability is closely linked to attaining a behavioural change among the beneficiaries increasing their awareness on health and nutrition issues and ultimately increasing the utilisation of the community based outreach clinics (ORCs). The strong emphasis on community participation and local ownership, combined with the partnership with other UN agencies, bilateral technical agencies and NGOs, undoubtedly becomes an asset for the sustainability of the improvements reached through the project.

²⁶ Dietz (2006 a), Section 26.

²⁷ Dietz (2006 a), point 22. WFP NP informs that out of 25 districts, 15 districts have already (2007) registered Road Maintenance Committees.

²⁸ Girerd-Barclay and others (2006), point 97. According to annual reports of RCIW cumulative achievement of road construction as of July 2006 was 826 km. 563 km had been upgraded to maximum width and were vehicle plyable while 263 km still had to be connected to the national road network. Original plan for RCIW was to build 1131 km of roads. The latest revised plan is to build 845 km. The total achievement in terms of vehicle pliable roads is 49.78% of original plans and 67% of revised plan. (GTZ 2006, 2007)

²⁹ According to the World Bank: *Repositioning Nutrition as Central to Development*; "The window of opportunity for improving nutrition is small – from before pregnancy through the first two years of life".

In relation to MCHC, the achievements reached through more healthy mothers should be obvious, both in relation to the children, the mothers themselves and their families. Their ability to participate in income generating activities is enhanced. When children due to a better health status get less sick, money is saved through less spending on medicines or traditional ways of healing. In FfE well-fed children are more interested to stay at school throughout the day and learn. Better education in turn increase their opportunities for better paid jobs in the future and might motivate them to actively participate in movements to change the society that at present give them few possibilities.

The awareness among community members and pregnant women has significantly improved. The scale of nutrition related problems among ENMs and children have decreased in the districts where the project has been implemented.³⁰ Pregnant women have been motivated to join the ORCs for antenatal and postnatal care and complete checkups.

Several of the interventions, related to food distribution in schools and health clinics will depend upon external funding until a long-term sustainable food security is in place. Without foreign or governmental funding the achievements might be reversed, in particular if hostilities erupt again.

Protecting Livelihood in Crisis (PLIC)

PLIC activities were initiated with the long-term objective to protect livelihoods of food insecure communities in crisis situations and enhance their resilience to shocks. The immediate objectives were to improve short-term food security of target beneficiaries; and to mitigate vulnerability through creation/rehabilitation of basic community assets and skill training.

Food assistance under PLIC was used as a tool for promotion of development efforts. In order to avoid any dependency, the distribution was limited to meet immediate needs of food-insecure households for one to three months. This was combined with creation of and rehabilitation of community assets and with training activities. Collaboration with other UN and development agencies, such as UNICEF and Food and Agriculture Organisation (FAO) was encouraged to strengthen the efforts towards promotion of longer-term development.

Communities have identified and started working on projects related to infrastructure development, such as improvement of existing trails, rehabilitation of schools and health centres, wooden bridges and irrigation schemes. Only in a few cases they have initiated activities to increase food production.

Sustainability of the PLIC activities has been considered to be inbuilt into the micro-projects which are identified, prioritised and implemented by the communities themselves. The process also allows for local ownership and management of the projects. Such locally identified, selected, designed, owned and managed projects, if accomplished through equal participation in decision making and benefit sharing, are assumed to have a good opportunity achieving sustainability.³¹

³⁰ Girerd-Barclay and others (2006)

³¹ Executive Summary of PLIC Review Workshop, September 2006 by HURDEC (Local Ownership and sustainability of accomplished projects)

Exit strategy

An exit strategy for the CP has not been established. Rather the level of activity is decided on an annual basis based on the resources available for WFP in Nepal through core grants (in cash or kind) through WFP Head Quarter in Rome or through allocations from bilateral donors and GoN locally. With the established long term objective of the CP, and the obviously long time needed to establish sustainability in relation to food security in general and in the Nepali context in particular, the funding mechanisms are not supportive to the overall objective.

In relation to this the team question how the activities of the local NGOs/CBOs should be carried out, if deemed necessary, after termination of external funding. To reach the Cp objective the need for continued TA in the local communities will remain for the foreseeable future.

It is indicated that the goal is the RCIW roads should finance themselves with a limited support from local authorities. Obviously the maintenance of several of the roads will remain a challenge, given the rough terrain the roads run through, the severe weather conditions with heavy downfalls and possibly heavy vehicles. As argued by several reports the lack of bio-engineering along the roads and the weak maintenance observed by the team add up to a rapidly deteriorating situation. The funds earmarked for maintenance from the authorities and possible road toll will probably not cover what is needed to keep up the standard. Several institutions and organisations have been involved in writing up directives and guidelines for maintenance.³² Experiences have been drawn from previous road constructions regarding needs of manpower for maintenance. The team remain with the impression that the funds set aside (NRs 6,000/km) and the resources needed do not match.³³ What funds will be possible to rise through road toll is questionable and should at least be scrutinised.

The exit strategy from MCHC should be based on increased knowledge base in the community resulting in an improved health/nutritional status and the readiness of GoN to replace the international support to secure food of high nutritional value till local production or a sound economic base for the most vulnerable has been established to purchase the needed food.³⁴

FfE long-term objective has been to improve the access to basic education of children in food insecure areas and thereby contribute to the Education for All (EfA) goals. This is supposed to be reached through the immediate objectives to increase enrolment and attendance of children and in particular girls and disadvantaged groups, reduced retention and successful completion of basic education. Activities included are a supplementary nutrition-rich food intake during the day at the schools; the support school health programmes in FfE areas; and an increased community participation in food management. An aim is also to facilitate handover of successful parts of the project to the government (partnership).

While designing the current programme the anticipation was that an exit strategy would be developed in 2007. This should include capacity building at the community level and a gradual handover of the FfE activity to the government.

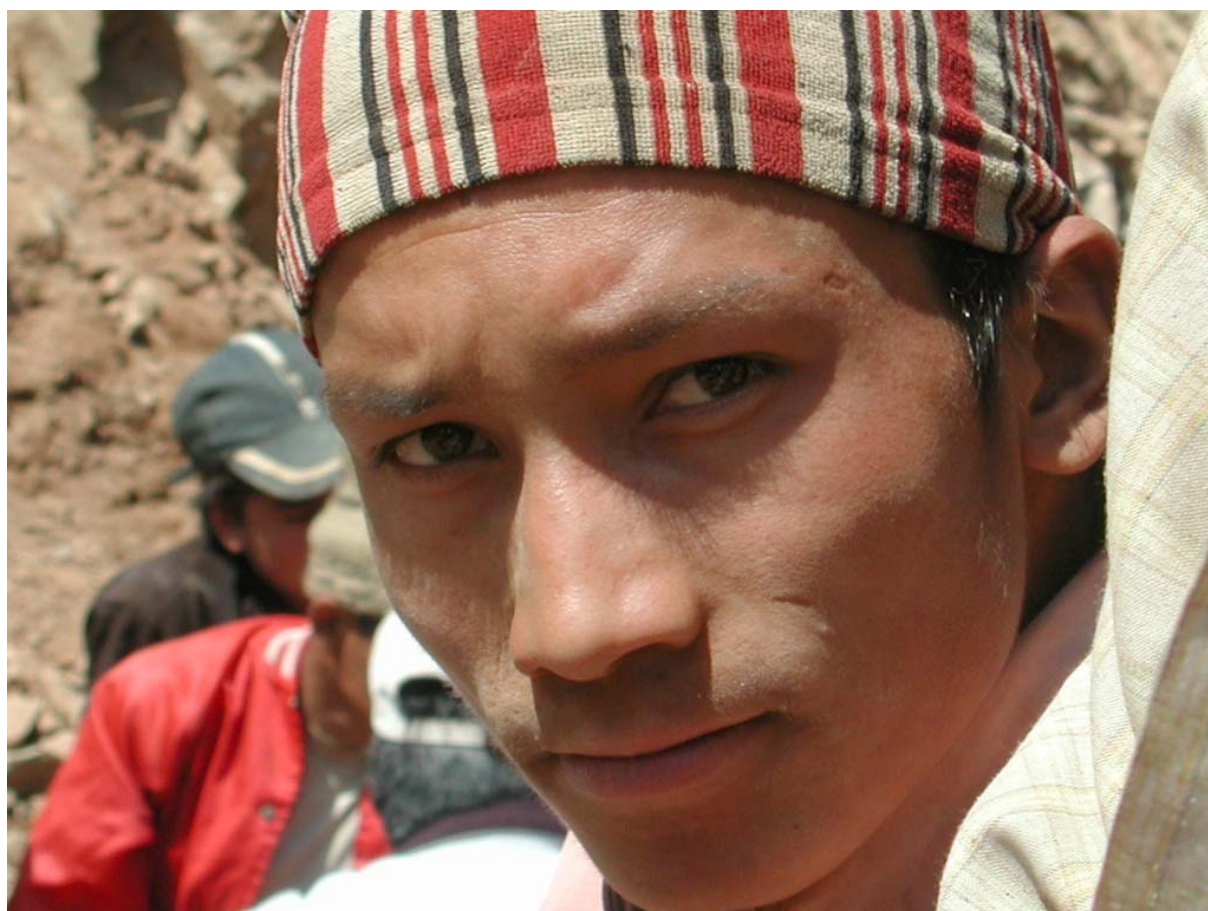
³² MLD (2005), *A Presentation of Brief Summary in English of Rural Road Maintenance Directives of Nepal, Prologue and Rural Road Maintenance Directives*

³³ MLD (2005), Chapter 3, Resource Mobilisation

³⁴ Based on RNE & WFP (2006)

A pilot area is to be selected and a handover plan formulated and agreed upon by the stakeholders and implemented during phase 3 of CP.³⁵

WFP and national level stakeholders agree that ultimately FfE has to be taken over by the government, but it is acknowledged this is not realistic in the near future. On one hand GoN's recent implementation of the FfE model in Karnali district on its own initiative indicates its appreciation of the WFP led activity. On the other hand MoES decided to discontinue the programme in three districts from mid April 2007 (Dhanusha, Parsa and Rupandehi) and further 5 districts from mid July of 2007 (Nuwakot, Rasuwa, Makwanpur, Ramechhap and Udaypur) due to fund shortage in WFP. As a result it is questioned how GoN will continue the programme in the future.³⁶



Due to the remoteness of the project districts with limited employment opportunities, the wages offered had been attractive to most. The payment in rice, unavailable in many of the districts, had added to the attraction. Photo: Petter Bauck, Norad

³⁵ Executive Summary – FfE workshop October 18 & 19, 2006

³⁶ Information provided by MoES internal source. According to MoES WFP Nepal has in writing informed the Ministry that due to shortfall of resources the support for FfE and GIP will be phased out in 8 programme districts by June/July 2007.

Targeting

WFP in its programme document (WFP 2001) outlines a complex targeting strategy, based on geographic parameters, vulnerability mapping, use of participatory methods and cohort targeting. A certain degree of specificity has been developed in the targeting within the different CP components.

RCIW

In RCIW, rural road construction sites are identified based on district transport master plans (where available) and by the DDC with local consultation. The team found that roads are planned where there are available natural resources and high potential for road-based transportation to support cost effectiveness. These criteria might be counterproductive when aiming at benefiting the poorest of the poor, as they tend to live in remote areas with fewer natural resources and less potential for road-transportation.

Local political considerations are also influencing, as in cases where roads are built without considering the feasibility. In Makwanpur district, sections of the Manahari road has been constructed in a site that is prone to land slides, but has been receiving support for reconstruction every year as the section has been washed away every monsoon.

In RCIW, as pointed at by Dietz (2006 a), the specific targeting has been based on:

- how far from the road corridor workers live (approx. 2 hrs) and
- those willing to accept wages offered well below GoN's existing wage rates.

The team observed that as a consequence poor households that fulfilled the general criteria had been excluded to the benefit of more well off families living closer³⁷. Due to the remoteness of the project districts with limited employment opportunities, the wages offered had been attractive to most. The payment in rice, unavailable in many of the districts, had added to the attraction.

Similar observations were done in relation to MPs supported along the road corridors. During the visit to Makwanpur district, some of the women met living along the road corridor seemed to be better off as they owned sizeable land where they had planted over 500 bananas. The productivity of the land used for MPs by those with little or no land holdings was questionable. Some of these had planted only few saplings of banana. According to 2005/06 RCIW annual report (GTZ 2007) 15,500 households had benefited from MPs micro project.

³⁷ According to Girerd-Barclay and others (2006) “The need for physical labour for road building activity limits the participation of those food insecure households who are physically unable to participate due to lack of labour power and /or disability. RCIW focuses on payment for work performed and eliminates any other payment options for activities that are of supporting nature-for example, child care provision or bringing drinking water for workers on site.”



The programme is supposed to target the most marginalised and excluded in the Nepalese society: ethnic groups, religious minorities, Madhesis, low cast groups as the Dalits and women. Photo: Petter Bauck, Norad

Food for Education (FfE)/Global Fund for Education Initiative (GFEI):

WFP education support programme FfE and GFEI has been implemented in 21 districts, of which 5 districts are supported through GFEI and 11 districts through Girl's Incentive Programme (GIP) (See table below). WFP has since 1972 supported education programmes in Nepal, from 1996 also through FfE.

The main focus of FfE has been to provide mid-day meal to the students in primary level with an objective to increase access to basic primary education with focus on girls and to improve the health and nutritional status of children. GFEI too had a similar focus improving children's access to education by improving attendance rate of children, reducing afternoon absenteeism, increasing girl's enrolment and retention, improving learning capacity of children and improving children's health through de-worming. GIP provided monthly 2 litres of vegetable oil per girl attending school for up to two girl-children to take home, as an incentive to mothers to send girls to school. A total of 450,000 children from primary and lower secondary school have been targeted by the education programme and received mid-day snack, popularly known as *Halwa* (hard porridge). A total of 85 grams (463 kcal) of Wheat Soya Blend food (WSB), consisting of 15 g each sugar and fat, 17 g protein, 10 g vegetable ghee with micronutrients have been provided during the school day. The number of students having received support by the programme and number of districts covered are listed in the table below:

Programme	Target groups	# Districts		# Students		
		FFE	GIP	Total	Girls	GIP
FFE	Primary/ Girls 2-5 grades (GIP)	16	06	250,000	97,700	42,000
GFEI	Primary & Lower Secondary/ 2-8 grades (GIP)	05	05	200,000	71,200	57,000
Total		21	11	450,000	168,900	99,000

Source: Food for Education, Technical Report (2006)

According to FfE Implementation Guideline (2004) the districts have been selected based on several criteria: (i) food deficit, (ii) low net enrolment ratios in primary and lower secondary schools, (iii) low percentage of girl's enrolment and (iv) high dropout rates. It has been recognized that the fixed criteria did not assure the inclusion of the neediest in term of food security and access to education. The introduction of VAM to strengthen future targeting resulted in removing 5 districts added in 2002 through GEFI funding from those listed as highly vulnerable. (WFP Nepal 2006 d)

Women and local mobilization

The CP has had a particular focus on women as a deprived group and target group in all the programme components. Their health and nutritional status as mothers (ENMs), their attendance as female students in primary education as well as their role in securing income for the family, also the female headed households, have been included. Women empowerment and equal wages with men has been promoted. The target has been 50% membership in all committees formed with at least 2 positions held by women at decision making level. Through Participatory Learning and Action (PLA) classes women in addition have learned to read and write. According to previous assessments 31% of women have gained employment through the programme³⁸.

In general the team had the impression that the targeting of women in the different components of CP worked according to the stated goals. However, certain aspects of the project organisation and implementation seem to have a direct negative impact on women and their participation:

- Severe delays in payment through distribution of rice for work on the roads increased women's dependency on local money lenders and several were compelled to migrate for work elsewhere. At the Marke-Rampor road the team observed that workers had waited since January 2007 (till time of field visit in end March), when the work started; without any rice being distributed. All are equally hit, but the team learned that in particular the most poor among them were the female headed households and they were the most vulnerable when such delays occurred. The problem has also been reported in WFP Rural Community Infrastructure Works (RCIW) Nepal, Review Mission Report Issues and Recommendations by Shiva K Sharma and Krishna Aryal, but the team don't have any base for estimating how common this is.
- Targeting and involving women in various development activities must also consider the impact of such intervention in women' daily work load and repercussion on their health.
- The increasing number of female headed households, also due to extensive work

³⁸ Dietz 2006 (a)

migration among men, underlines the importance of focusing on their dual roles looking after the household needs and fulfilling social obligations. Their workload have increased through involvement in MPs and labour intensive road constructions³⁹, at the same time as the situation has forced them to engage in activities beyond their physical capacity with severe impact on their health (genital prolapse).

- Women are represented in UGs and committees. The team observed though that women still seldom get in leadership positions. Often they are vocal putting forward their ideas and view in such meetings. The reason stated by other male members is that women had less time and were not interested.⁴⁰

Excluded groups

Apart from targeting women, other excluded groups as *Dalit, Janajati, Madhesi and Muslims* are focused. Due to the fact these groups often live in more inaccessible areas, make them more easily excluded. In RCIW database (2005) covering *Dalit* and *Janajati* in particular, an indication of their participation has been documented:

Ethnicity	Food for Work	Micro Project	Self Help Group	Participatory Learning & Action
Dalit	21%	17%	17%	31%
Janajati*	16%	-	32%	20%

Source: Rural Community Infrastructure Works Programme (RCIW) 2006-2007, Strategy to Address Social Exclusion. Note*: based on 13 district data

In Makwanpur and Salyan the team experienced participation of excluded groups in all project activities.

The team remained with the impression that there is no discussion on how to deal with the fact that within these groups of excluded, an internal ranking exists. The difficult question not approached has been who among these should be the actual beneficiaries or how to approach the different segments of the group?

Social mobilization (SM)

The success of a project often depends on the process of SM, both for creating a feasible environment for implementation and assuring the local ownership through planning and implementation.

In RCIW, Food for Work (FfW) and PLIC the SM is undertaken by the NGO partners. In FfW community members are mobilised into UGs as base for their involvement in road construction. At each project an average of 2000-3000 community members are mobilized into UGs. Self help groups (SHGs) are formed among those literate while the illiterate members are mobilized to join PLA classes where functional literacy as well as life skills is taught. After graduation they join existing SHGs or form new ones. Through these SHG they are mobilized to implement MPs. Experienced SHGs will later be united into cooperatives.

³⁹ According to HMG/N & MLD (2006), *Strategy to Address Social Exclusion*, 31% of the women in the project areas are involved in rural road constructions and 31% are involved with micro projects.

⁴⁰ According to WFP 2007 (i), the portion of women in leadership positions in FMCs varied from 32% (RCIW) to 53% (MCHC), while the target set varied from 50% (RCIW and FfE) to 53% (MCHC). The team learned that most women held the position of vice-chair or treasurer.

In RCIW the team experienced well defined SM processes empowering the rural population to identify their problems and act upon them. Training or facilitation to enhance group capacity is done by the NGOs hired for the purpose. The success of these processes depends very much on the experience and ability of the NGO and additional training should be provided.

SM is a continuous process. It is essential to set a time limit after which the group should stand on its own feet, not becoming dependent on the NGO. To facilitate this process, criteria on group maturity should be developed. The team in Makwanpur experienced one partner NGO which was guiding the groups instead of training and facilitating them. The roles and responsibilities of the NGO partners and the groups should be spelled out.



The experience is that the quality of social mobilisation in the programme is varied and could be strengthened. Women in Makwanpur in dialog with the assessment team. Photo: Petter Bauck, Norad

In FfE and MCHC social mobilisation is not as focused. The team experienced in both districts that due to less emphasis on SM, the established FMCs were not able to fulfil their duties, not the least due to lack of awareness of their responsibilities and the importance of their active participation for achieving the given results. In one school visited, we noted that the principal had been made responsible for transportation of food from FDP to the school, a task that should have been done by the FMC.

The same could be said in relation to families not sending their children to school due to lack of awareness. In Salyan the team met 2 *Dalit* households who didn't send their eldest children to school, arguing that they had to look after their younger siblings. Due to lack of awareness

the parents didn't support their children in continuing at school. This exemplifies how the excluded groups often are not able to gain from the various development interventions focused at them. The surrounding community had limited understanding of the importance to work on mobilisation and be supportive. Poor and socially excluded groups had not fully understood the importance of education and sent the children only to receive benefits; they came to school only to eat mid-day snack and get their oil ration. One teacher reported that some parents threatened if they were not provided with oil due to lower attendances than required.

A stronger SM component in MCHC would probably enhance the positive results in relation to nutritional aspects and attendance to health facilities. Most women still prefer to deliver at home with the assistance of traditional birth attendants than in available health facilities.

Managing of technical assistance

WFP works through various partners such as GoN, German Technical cooperation (GTZ) and the British Department for International Development (DFID). The CP is implemented through various ministries: Ministry of Local Development (MLD), Ministry of Education, Sports and Culture (MoES) and district agencies, District Development Committees (DDCs) and District Programme Support Units (DPSUs).

GTZ is the main technical assistance (TA) provider in RCIW, working with number of international and national actors providing technical services⁴¹. In FfE, TA is limited to an ad hoc support except in storekeeper training. WFP works with partner agencies such as Rural Energy Development Programme (REDP) and Energy Sector Assistance Programme (ESAP) for technical services for promotion of Institutional Improved Cooked Stoves (IICS) GTZ being a lead TA provider is expected to provide services to other TA partners. In RCIW, activities range from road construction to social mobilization, management of natural resources, income generation, small enterprise, saving and credit schemes etc. It is difficult for the TA partners to cater for all these expertise.

In addition the various TA providers may overburden the project with their own priorities and thereby complicate programme implementation. In Makwanpur district, the team observed that the TA provider Manahari Development Institute (MDI), being a national NGO, had its own priorities and interests. In Salyan the team observed that local NGOs as well as GTZ provided technical assistance causing an overlapping of roles between the TA partners and GTZ as lead. The team also got the clear impression that GTZ's services to the NGOs were considered inadequate by the NGOs, who were with high expectations. It is essential to clearly state what support can be expected from GTZ.

In MCHC the TA is supposed to be given by an overburdened nutrition unit in MoHP and a few technical NGOs at the central level. The quality of services provided in Primary Health Care Outreach Clinics has often been low as MCHC staff has had inadequate skills and there has too often been no government health staff involvement or support.

Technical interventions in the CP have been minor, limited to simple tools for road

⁴¹ Among those involved are Netherlands Development Organizations (SNV), Swiss Development Cooperation (SDC) District Road Support Programme (DRSP), Danish International Development Assistance (DANIDA), Support Activities for Poor Producers of Nepal and Manahari Development Institution (SAPPROS & MDI), Department for International Development (DFID) and Rural Access Programme (RAP)

construction and facilities for Improved Cooking Technology (ICT) that has been installed as a pilot in certain places. The team witnessed the use of both traditional cooking and improved cooking and no doubt the latter should be preferred. Of the tools introduced in relation to road construction, a proper investigation had not always been done ahead of selection, as the team witnessed a store in Salyan with axes and hoes found unsuitable by the workers and stored for several years.

The team on the basis of its observations is of the opinion that in WFP CP the TA is weak and not properly organised. The CP would gain from a strengthened TA.

Accountability and transparency

Obligations and responsibilities in the CP have been divided. WFP has been responsible for the supply of food aid, the provision of internal transport, storage and handling subsidy, supply of non-food resources, supervisory and advisory services and evaluation of the activity. The responsibility for the implementation of the CP has been entrusted to GoN, including the setting up of Project Support Units (PSU), DPSU, adequate staffing, ensuring cash wages for skilled labour, handling of and securing appropriate transport of commodities and non food items, utilizing commodities and generated funds, arranging activity monitoring and evaluation, reporting on activities and the provision of audited statements etc.⁴²

Except for RCIW and PLIC, partner NGOs have not been involved in implementation of activities. GoN has been fully accountable for the effectiveness and management of activities through VDCs and user committees (UCs). Due to the involvement of large number of partners in RCIW; Technical Assistance (GTZ), local NGOs and several GoN agencies including MLD, Steering Committee, Programme Management Team, DPSU, DDC, VDC, Users Groups and Users Committees, all with different roles and responsibilities, the accountability of the different units involved has not been clearly spelled out and properly established in relevant guidelines.⁴³

In other activities, the presence of various government units have also complicated the accountability aspect since most of the responsibilities entrusted have been overlapping. For instance, the logistics of commodities related to MCHC have been handled by the local FfE unit while FfE and MCHC have been implemented by two separate departments under MoES and MoHP respectively.

The transparency in the selection process of local NGO-partners could not be reviewed due to limited access to WFP documents regarding selection procedures adopted.

⁴² Operational contract agreed upon between GoN and WFP (2002-2006), summarized

⁴³ There are separate guidelines for each activity such as RCIW Programme Implementation Guideline 2061 (2003/2004) in Nepali, PLIC Programme Implementation Guideline, FfE Implementation Directive/Guideline 2061 (2003/2004) in Nepali, and MCHC Activity Guidelines. Roles and responsibilities of the units involved have been stated but how will they be made accountable is not specifically stated.



The system for transparency and accountability in the programme shows several weaknesses. Photo: Petter Bauck, Norad

Accountability and transparency at Governmental level has been ensured through regular audits by Auditor General's Office (AGO). The team was not able to review whether procedures adopted by WFP has been transparent in financial management due to absence of Internal Audit and Performance Audit conducted. Furthermore WFP CP has not been listed by External Auditor as *visited countries for audit* for last several years (since 1997 as explained to the team). The team also noted that previous reviews have been limited in financial information, except what has been available in the annual Standard Project Reports (SPR), which included financial information on a consolidated basis. Quantitative outputs of separate activities have been presented in these reports.

The team has had limited access to verification and review of documents/accounts in WFP⁴⁴, though some sample documentations were provided for the procurement process and the Internal transport, storage and handling (ITSH) reimbursement.

There has not been any Control Self Assessment (CSA) conducted in WFP Nepal to scrutinize whether various formal prescribed procedures have been in place and properly used, if any anomalies have been noticed and if compliance plans for improvements have been formulated or not.

Since 2005, public audits at the community level have been the foremost activity ensuring transparency and accountability regarding the progress of project, utilization of funds,

⁴⁴ As per "Third Party Verification Visits and Information Requests" in WFP Policy.

distribution of commodities and any issue affecting the project. Public audits made RCIW user committees (UCs) accountable for the works undertaken specially for RCIW and PLIC activities. Some public audits have been conducted, but during discussions the team got the impression that the members were not aware of the objective of such audit though they expressed satisfaction that all transactions and matters has at least been presented to them before making further decisions.

At the Food Management Committee (FMC) level the team noted that instead of FMC preparing the minutes, partner-NGOs and school teachers were involved in minuting, recording and report preparation. This contributed towards transparency and accountability of activities and fund management. The FMC members may though not know what has been reported and minuted as most of the members are not fully literate.

The team observed that most RCIW workers were unaware of their entitlement of rice for the work implemented during the previous weeks, as this would be known only after the measurements were done by technicians. In some User Committees, funds recovered from the sale of empty rice-sacks had been expensed for project activities without bringing such transactions into the books. In one case one kg of rice had been deducted from each bag of rice for distribution amongst UC members as an incentive. In one school visited, a monthly fee of NRs.15 had been recovered from the students to cover transportation and the cook's salary. The team was also informed by one of the RCIW UCs in Salyan that any excess fund remaining from the prescribed rate from DPSU for transportation of rice had been equally distributed among workers without accounting for it as an income of the committee. Such incidents affect the accountability and transparency at the committee level.

Conflict sensitivity

As the project document for phase 2 of WFP CP in Nepal was prepared, the armed conflict in the country had lasted for more than 5 years. The strongholds of the Maoists and their guerrilla were the most remote areas of the country inhabited by among others the most marginalised and excluded groups. As stated in "Unequal Citizens" (2007), "they have been able to provide important symbolic recognition to disaffected women, *Dalits* and *Janajatis* and to bring their demands into public debate".⁴⁵ With this situation in mind it is worth noting that WFP in their programme document for phase 2 in 2001 writes that "*The possibility of major natural disasters and internal security problems resulting from the current political insurgency represents two additional external factors that could have a bearing on the overall programme*". (WFP 2001) More concern has been voiced for natural disasters than for the ongoing armed conflict. Given the fact that the CP has been supposed to target the most vulnerable and excluded in the most marginalised areas, those being the most food-insecure, the team anticipate that WFP at that time had sufficient knowledge of the close relationship between the strongholds of the Maoists and the targeted areas of their CP. We would assume that their cooperation with the GoN at that time could be challenged if they elaborated too much on the possible effects of the programme on some of the root causes of the conflict. But the lack of development in the expressed understanding in WFP⁴⁶ of the conflict dynamics

⁴⁵ DFID & World Bank 2007, p. 4

⁴⁶ Through reports in the years till date the main focus has been on the importance of reducing the negative impact of the conflict on the programme and the ability of WFP and its partners to continue working on implementing the programme all through the conflict period.

and its relation to the CP in the years since, have told us that at the outset of the CP no comprehensive conflict understanding and conflict sensitive approach has been developed. This corresponds very well with the observation that “In the early years of the armed conflict until 2001, national and international actors in Kathmandu mostly ignored the armed conflict in the rural areas of Western Nepal”. (Paffenholtz 2006:16)

As a major bilateral donor to the CP Norway in 2001 argued that “Since poverty is one of the reasons for the ongoing conflict, and the programmes focus on the most conflict ridden areas of the country to support poverty alleviation, continued support is recommended. That the programmes have continued in spite of the violent conflict and created results is said to be because the programmes mobilise the local communities, they are locally rooted and WFP is viewed as a neutral partner by the parties. The programmes are of high priority by Nepalese authorities and UN is a preferred partner in the conflict situation. It is argued that continued support will enhance long term development, support continued service delivery and reduce the negative consequences of the conflict. (RNE 2004 a) A more open approach to the ongoing conflict is expressed, but still the main focus is on “*reduce the negative consequences of the conflict*”.⁴⁷

In reporting on RCIW it has been clearly stated that “Addressing the current conflict is beyond RCIW’s objective, but our activities help address some of its long term root causes related to poverty, isolation, marginalisation, and social disparity and discrimination.” The focus has been on RCIW being one of the few development programmes operating countrywide under the very difficult security conditions. Reports tell of local administrations not functioning and social mobilisation activities delayed or disrupted because of the conflict. (HMG/N MLD, WFP, DFID and GTZ, 2004: 0, 9)

Reporting on RCIW 3 years later has confirmed much the same. The main focus has been on the operating environment being very influenced by the conflict, and it has been said that “RCIW adjusted its programme to continue operating in the conflict situation by developing the capacity of its staff to work in a conflict situation and by finding alternative ways of providing services that the government system could not deliver to communities.” Introduction of the “Do No Harm” concept and training the staff in conflict transformation became part of this reorientation. (HMG/N MLD, WFP, DFID and GTZ, 2007: 6)

An assessment done of the approach of the Swiss Agency for Development Cooperation (SDC) in their work in Nepal in these years indicated that most of the bilateral donors “saw the solution of the political conflict as a precondition for sustainable development” and “tried to come up with a common understanding about responses to the conflict”. This as contrary to the International Financial Institutions focusing on macro-economic growth through traditional governmental institutions as the main recipe to overcome poverty and conflict. (Paffenholtz 2006:17)

The team is of the opinion that throughout phase 2 of WFP CP the development of a more systematic understanding of the conflict in Nepal, with its root causes and actors and its different dynamics has been lacking. Rather than *working in the conflict*, where awareness that development can influence conflict and actively aiming at avoiding negatively affecting the conflict situation, or *on the conflict* where additional awareness is being developed that

⁴⁷ See also memo from meeting at the Embassy involving the MFA and Norad in Oslo in June 2004 where a better description of possible risks due the conflict situation represent for the implementation of the programme. (RNE 2004 c)

cooperation can contribute to peace building, the WFP CP seems to have aimed at mainly ***working around conflict***. The negative risk factors of the conflict have been a major concern. Limited analysis indicating what lessons need to be learnt from “Do No Harm” in the Nepali conflict context seems to have been developed. An equally relevant argument presented by DFID and SDC was the importance of assigning your most experienced people in the field in conflict situations. Their impression was that WFP did exactly the opposite. The team in addition experienced that the number of staff in the field to follow up such a complex programme in a very complex context was far from sufficient.

As a consequence of this limited approach, the interdependency between the overall objective of WFP CP “*to bring about sustainable improvements in food security for the most disadvantaged*” (WFP 2001) and the root causes of the conflict has not been up for broad discussion, at least not made visible in the documentation produced during the years. The most alarming consequence of this experienced by the team was the rumours following us during the field visits indicating that funding for the CP would be decreased or terminated with consequences for several of the activities or locations where the CP was implemented. At no point the possible consequence that such a development could instigate renewed and increased frustration among the most marginalised was raised. The peace relevance of the programme had till date not been actively contemplated. As a result ***the team got the impression that there was neither an active promotion of the programme as relevant in the changing conflict situation in Nepal nor an innovative discussion adjusting the programme to strengthen the peace relevance within a new context.***

New initiatives in the aftermath of the breakthrough in the peace process and the establishment of the interim government 1st April 2007, indicated that WFP would “seek to highlight both the country’s new democratic reality while also addressing the underlying causes that lead to the conflict” through new short term initiatives. They saw themselves as “faced with a unique opportunity to contribute to the transition, and peace process”. (WFP 2007 e) They also stated that food insecurity was “an aggravating factor of instability”. (WFP 2007 f), something that should result in a stronger focus on key elements in the ongoing CP. They indicated readiness to “work with institutions such as the National Democratic Institute and Asia Foundation who will design and implement the training module on democracy and good governance.” (WFP 2007 f) ***The team question if such new initiatives will have the same relevance as an adjustment of the existing CP to the new realities could have.***



Poor and socially excluded groups had not fully understood the importance of education and sent the children only to receive benefits; they came to school only to eat mid-day snack and get their oil ration. Photo: Petter Bauck, Norad

The team didn't in particular focus on the challenges of IDPs and returning former Maoist soldiers, but learned that WFP through its "Food for Reintegration and Recovery" initiative intended to support the safe return and reintegration of vulnerable IDPs and former combatants, including minors through addressing the immediate food requirements and by providing Food-For-Work opportunities to receiving communities in food insecure areas. (WFP 2007 h)

Conflict and the future

WFP in its programme document has focused on grievances and exclusion as the main reasons for the conflict. Through interventions targeted towards the most disadvantaged to establish sustainable food security and to support inclusion of the excluded regarding decision making, and accessibility to education, health and the greater society (read: Nepal), the organisation has aimed at contributing to more development and less conflict.

Nepal, with its extreme segmentation and exclusion of huge groups of people due to ethnic, religious or cast belonging, has been prone with social conflict for decades. Increasing poverty and malnutrition, a continued high illiteracy and inequitable access to the benefits of development have not in itself been a reason for conflict, but with an organised force aiming at changing this situation drastically, these marginalised groups have become an important base for recruitment to the national struggle for change. In this situation the Maoists have managed to develop a nationwide insurgency which in 10 years has managed to threaten the existing power structure both in the countryside and in the capital.

Cramer (2006) in his book “Civil War is not a Stupid Thing” argues that any violent conflict has a reason, grievance and/or greed, and that many conflicts in developing countries can result in changes necessary for a long term sustainable development. Cramer’s argument used on the Nepali context clearly shows that reasons for the conflict turning violent in the last 10 years can be found in the segmented society and the marginalisation of several groups on ethnic, religious or gender basis. The support for the Maoist opposition has been strong in particular among these groups. The demand for change in power structures and abolition of the Hindu kingdom demonstrates the profound changes needed to proceed towards eradicating the reasons for the conflict. There has been a growing understanding that the armed struggle has put the future power structure and the process to include the previously marginalised on the agenda. The Comprehensive Peace Agreement signed 21st November 2006 envisaged an inclusive democratic system addressing the persistent problem of social exclusion and has been committed to end all form of feudalism and to prepare for socio-economic transformation of Nepal.

Johan Galtung compared the situation in Nepal today with the French Revolution in 1789.⁴⁸ The opposition demanding a change in power relations symbolised through abolition of the monarchy, a new constitution and a radical land reform. The feudal structures dominating the country for decades should be crushed. The conflict “can even set in motion change and the construction of the new” (Cramer 2006: 279). Contrary to the common views shared by the donor community and the previous Nepali governments till recent years, a closer analysis would indicate that the insurgency has been decisive in forcing through the change in Nepal leading towards a modern, inclusive and democratic society.

Developing a proper conflict analysis in Nepal today would inform us on a lot of what has already been said above. The team experienced that the targeting conducted in the programme far from fulfilled the stated goals of reaching the most poor, socially excluded and marginalised. The main reasons were limited analytical work and weak participatory processes within the local communities to reach an understanding who should be the main beneficiaries. An exemplification we were informed about during the field visits was that among Dalits, the low cast among the Hindus, internal hierarchies have developed resulting in a diversification with substantial differences regarding available resources.

An additional challenge not touched upon neither in the programme document nor in the actual implementation is the role played by the growing number of unemployed youth within the targeted groups in the country. In 2005 39 % of the population was below 14 years. A substantial part of the youth between 15 and 24 is neither part of the labour force nor in school. As experienced in other countries this age group often plays an important role as a breeding ground for active political movements.

A conflict analysis would not the least need to deal with the present power structures in Nepal and their vested interests related to economic and political influence and benefits. We have to question to what extent the “state has the independence and wit to intervene effectively in the

⁴⁸ Keynote by Johan Galtung, DFID Conference: Conflict Situations in South Asia: Afghanistan, Nepal, Sri Lanka, London 5-6 March 2007: “a key aspect of Nepal about transition from feudalism, like France in 1789, to what?” and “Basically the people of Nepal are in the throws of a structural violence so massive that French feudalism prior to 1789 comes to mind, like in France leading to major direct violence, like in France with major impact when calling on the place where the upper side of the above fault-lines reside, Kathmandu; unlike France with 19 days non-violence 6-24 April 2006 in the streets rather than the Bastille violence in the streets of Paris”.

interests of structural change”, something that would be “crucial both to development and to more peaceable development”. (Cramer 2006: 289) How should our support to Nepal be organised and channelled to strengthen the state structures in their responsibility to facilitate the changes in power structures that are needed to avoid a return to violent conflict?

Likewise the supporters of the Maoists don’t necessarily support the overall political visions of the party. A better understanding of the reasoning behind their support would enable us as donors to target and organise our support in a way consolidating the local communities in the most disadvantaged areas of the country.



Today, when a peace agreement has been signed and the Maoists have joined the interim government and agreed to cease their armed struggle, a discussion on how the programme could support the movements towards a lasting peace and what possible consequences could be experienced if the programme is terminated in certain areas could not be noticed. Photo: Petter Bauck, Norad

In WFP programme documents, reports, assessments and evaluations the main concern related to the conflict voiced seems to be to avoid any negative impact of the conflict on the project

components. It is often made a point of the WFP CP being the only programme proven to be able to work throughout the conflict period in some of the most conflict prone districts. The team question if such an approach has been sufficient when facing a deep rooted conflict as in Nepal. We would argue that a more sophisticated approach would open up new possible outcomes of the programme and reduce possible negative impacts.

“And where conflict has become violent the challenge is not just to minimise its damage but to maximise any potential for positive change that might arise in the course of that conflict.” (Cramer 2006: 288)

Additional finding

Concept

WFP CP has been presented as a long term development programme with the overall objective of establishing food security for the most vulnerable and excluded in the most disadvantaged regions of Nepal. In discussions with WFP officials, we were informed that only short term and immediate objectives have been the priority of the CP. In their view the programme should be considered an emergency operation in the continuing conflict. These statements correspond very well with the observations of the team.

The CP has been in line with the overall policies formulated for WFP in the end of the 90's focusing on the dual focus on development as well as emergency (Crawshaw 1998).

The team questions if the actual programme being implemented in phase 2 (2002-2007) should be considered an appropriate response to the overall objective outlined in the programme document (WFP 2001). The team has the opinion that the programme rather should have been termed an emergency intervention to secure food for the beneficiaries for the duration of the programme. Why this very critical attitude?

The reasons are several:

- The programme in its dealing with the ongoing conflict has been limiting itself to work around the conflict, focusing on limiting the negative impact of the conflict on the CP. Possible negative impacts of the CP on the conflict dynamics have not been dealt with, nor have questions related to how the programme could have a more positive impact on the conflict dynamics been focused.
- The sustainability of the interventions has only to a limited extent been focused. The roads constructed are often poorly maintained, if at all. This combined with limited focus on bio-engineering to counter erosion, limited if any regulation on the use of the roads (weight of load, size of vehicle) and the very late formation of Road Management Committees, have not facilitated long term sustainability.⁴⁹ In MCHC and FfE the sustainability would have to be linked up to the coordination and mobilisation of the GoN ministries and their local representatives and a proper social

⁴⁹ Girerd-Barclay and others (2006) observed that “Road building without logical start and end points have emerged which defeats the objective of linking the user community with improved access to diversified livelihood opportunities. Bioengineering works alongside the road have also been given low priority.”

mobilisation among the beneficiaries. None of these challenges have been properly dealt with, partly due to the conflict situation and the inability of the GoN to operate in the targeted areas, but also due to lack of proper staffing on the side of GoN and mobilisation of this staff in relation to the projects. Furthermore, as indicated earlier, the social mobilisation among the beneficiaries could have been better.

- Linked to the sustainability has also been the balance between resources used for road construction and those used for MPs. The former establish an infrastructure that would facilitate economic activity and exchange between these remote areas and trading centres. The latter would be important in assisting the targeted population to develop a long term economic activity, either as direct support to their food basket or indirectly through producing a surplus they could sell in the market. It has been said that up to 30% of the allocated resources should be used for MPs⁵⁰. The team got several indications, both from beneficiaries and NGOs involved that important irrigation projects could not be supported due to resource constraints. Statements from workers at the Marke-Rampur road that only half of the households had managed to establish MPs that extended their food security with an additional 3 months, reducing the work migration from 9 to 6 months a year, gave an indication of the importance of focusing more on small scale long term MPs for the targeted households.

Design

In examining if relevant risk factors have been identified and analysed and if mitigation actions have been integrated in the programme design, the team in particular have focused on the following:

As already discussed above, the CP has been based on a very limited approach to the conflict situation in Nepal. As a consequence there is today a very limited focus on the ‘peace relevance’ of the programme and possible negative outcomes of a serious downsizing of the CP components, as was clearly said by WFP could be the reality sooner than later. The resource limitations facing the programme were translated into serious rumours the team experienced all through its work, from beneficiaries, GoN representatives and representatives of partner NGOs.

The team could during its limited field visits experience serious frustrations among beneficiaries related to the limitations in the availability of work, due to the absorption of far more workers in road constructions than planned, the delays experienced in distribution of the rice earned on the work and the limitation in MPs. The possible consequences of a sudden reduction in the coverage of the CP before a more sustainable economic platform for the targeted population had been secured seemed not to be dealt with.

The operational contract for RCIW between GoN and WFP provided for an average of 70 days of employment per season per worker so that an average of 280 Kg of rice per year was provided to cover cereal requirements of an average family for three to four months⁵¹. The rate prescribed was 4 kg of rice per day plus NRs. 4 per day for unskilled workers.

⁵⁰ According to the MLD this has recently been revised from 20 to 30%.

⁵¹ Operational Contract dated 1 Nov.2002

To measure the actual work performed certain norms had been developed - DoLIDAR Norms⁵². Based on these norms and due to the very varied terrain the roads pass through, the quantity of rice per worker per day varied from 1 to 10 kg. The minimum standard of 4 kg per work day had according to the information gathered by the team not been followed. The provision of NRs. 4 per day by the VDC could not be confirmed during the field visits.

Severe delays in the delivery of rice for payment of the workers added to the frustration. During visit at the Marke-Rampur road in Salyan the team spoke to several workers who had travelled 16-17 hours to work and had set up their temporary accommodation. They had at the time of the team's visit experienced 2 months of work without any distribution of rice. They told they were surviving on money borrowed at high interest rates to be repaid when the rice was distributed. A vicious cycle of borrowing and repaying forced these workers to go to India for work. The team got the clear impression that among the workers an attitude saying no further work without timely payment in rice was developing

In previous reviews and evaluations the safety of the workers participating in the road constructions has been focused with the clear recommendation that safety equipment should be made available and used. In addition proper insurance should be established for workers seriously injured or killed during work. The team in Salyan experienced that the amount of safety equipment available to the workers was far from enough to cover those exposed for danger. A medical kit consisting of general medicine was provided but seemed not sufficient for treatment of major cuts or wounds. We saw several examples of work with heavy stones without use of proper boots, gloves or head protection. We heard of examples of workers that recently had been killed without any formal compensation to the family, since no insurance was in place.⁵³



The security of road workers has been raised several times without any major observable changes in the field. Photo: Petter Bauck, Norad.

⁵² DoLIDAR is acronym for Department of Local Infrastructure Development and Agricultural Roads under Minister for Local Development which sets standard for measurement for the purpose of wage rates based on terrain of green roads.

⁵³ WFP Nepal informs that in some districts self insurance schemes are operational.

Introducing mid-day snack in the schools introduced aspects of hygiene not previously encountered for; both in relation to the storage of food and in relation to the cooking. The team observed during field trip to Makwanpur storage in the school office easy accessible to rats. In schools with facilities cooking was done in a separate kitchen with Institutional Improved Cook Stove (IICS) installed. In schools without facilities cooking was done out in the open with make shift stoves made out of three stones. During the rainy season the food was then prepared inside the classroom. The school caretaker often responsible for the cooking had not been provided with training in hygiene. Haluwa is provided in a piece of paper or in the hands of the students where plates are nor sufficient. There was no system for checking if hands had been washed properly before eating.



WFP CP in Nepal could in the midst of the armed conflict present remarkable results. Man cooking mid day snack for schoolchildren on an improved Cook Stove in Salyan. Photo: Petter Bauck, Norad

For targeting the CP used VAM information and the active participation of the involved TA and NGO partners. The team received indications from donors and partners that there have been several different mappings being done related to food insecurity, poverty and marginalisation. Without having the possibility to verify these indications, the team remains with the impression that in moving from the technical mapping to the actual selection on the ground, the CP should focus more on active participation of the local community in defining the targeted households⁵⁴. As discussed earlier, the less sophisticated and participatory process of targeting used in the different CP components, has sometimes resulted in too many

⁵⁴ See also Girerd-Barclay and others (2006)

beneficiaries, reducing the outcome of the individual household to below what has been anticipated to be needed, and often excluding a number of households that would be within the targeted population.

When addressing the quality and user friendliness of monitoring and evaluation activities, the team has in particular focused on the use of public audit as a tool in local transparency and accountability. In reporting it has been stated that a certain number of public audits have been performed. Mixed information has been received by the team during field visits on how these audits have been organised and their actual output.

The impression has been that the concept has been widely disseminated in the programme as well as in Nepal and internationally as a positive asset, but limited if any work has been done to systematise the concept into a practical tool clearly outlined and organised in a way that secured the necessary participation, information and reporting to make the concept reliable.⁵⁵

Implementation modality

The synchronising of the programme with Nepali government on central and local level had obviously been difficult due to the conflict situation. The remote areas had only to a limited extent been within reach for governmental officials. The positive attitude to the WFP CP had been closely linked to the ability of the organisation (and UN in general) to work in the conflict zones and in the regions controlled by the Maoists, as they were seen as neutral.

What the team could observe apart from the lack of governmental officials, and where synchronisation would be of utmost importance for the successful development of a CP component, was within MCHC, where the active participation of responsible health workers in the ORCs would be needed to secure a proper medical follow up of the beneficiaries.

The team would also, related to an observation done in previous assessments of RCIW; that proper planning of the road in its full length had often not been undertaken. A closer cooperation with the relevant authorities would undoubtedly strengthen this aspect of future road constructions, which has been recommended both in relation to the feasibility of the road and its sustainability. Knowing that local initiatives for road construction also have been taken by the authorities established by the Maoists, the need for stronger coordination of all such initiatives for the future should be evident.

WFP's contribution to capacity building of local institutions has due to the situation described above been limited, since several of the institutions in question only to a limited extent have been functioning. Furthermore the main interaction with institutions and beneficiaries on the local level has been the responsibility of the TA-partners and the partner NGOs. Capacity building as experienced by the team in the different CP components varied a great deal.⁵⁶ As already discussed earlier the capacity building in the different committees and user groups

⁵⁵ The Public Audit Manual 2063 (2006) has been recently published and will probably fill the gap observed. The team got information that in other UN implemented programmes dissemination of information through FM radio was used as the base for conducting Public Audit. No information was available as to how the programme secured a proper listening to the information and then an organised discussion and reporting.

⁵⁶ According to Girerd-Barclay and others (2006), p. 5, "Most TA partners have not advised the groups on where and how to market their produce from the micro projects. Knowledge and expertise on issues related to market access and marketing among TA partners appears very limiting."

established in the programme seemed to be limited, leaving much of the initiative with the TA or NGO partner. The same could be said regarding the team's impression of the public audits established as a key concept for accountability and transparency.

To the team the capacity of cooperation partners appeared to be very mixed. The complexity of the CP and the challenges emerging from the difficult environment of conflict put a heavy burden on the partners, be it those involved with TA and those engaged in social mobilisation. As 'outsiders' to the local context there is always a danger that partner organisations not fully grasp the complex dynamics. Combined with a very limited approach in the programme to the conflict sensitivity, this might have hampered the ability of these partners to perform properly. Lack of local roots for most of the organisations involved, having their base in the bigger cities has been an additional weakness. Key stakeholders were very concerned that a more critical view should be adapted when choosing cooperation partners.⁵⁷

What the team observed regarding interaction with other relevant projects and institutions was limited. It would be worth noting that even within the CP, the interaction between the different components seemed not always to be well organised. The team observed in one school in Salyan that several other NGOs were involved in addition to FfE without any proper coordination of the activities for mutual benefits. In its project document WFP focus a lot on the cooperation with the other relevant UN organisations, as UNICEF, WHO and FAO. The team got the impression that this coordination in practical terms has been very limited. The lack of managing to engage properly in the development as well as sustainability aspects of the programme could possibly have been different with a comprehensive cooperation with the more developmental UN bodies.

Efficiency

According to WFP reporting for 2006, in relation to Beneficiaries, Targeting and Food Distribution, it has been said that "a lack of resources in 2006 resulted negatively on distribution levels and previously planned activity expansions. A combination of factors such as limited field access due to political/security and geographical/access reasons, plus the fluctuating implementing capacity of counterparts and an overall high level of needs rendered the targeting of beneficiaries challenging". (WFP 2007 i)

Under RCIW and PLIC, "the increase in beneficiary figures compared to the previous year is due to successful implementation of the new PLIC component, addressing the emerging needs of conflict-affected populations". Under FfE and GFEI, the number of beneficiaries increased in accordance with the annual allocation plan. Repeated school closures in conflict areas along with recurring transportation strikes in the country disrupted the regularity of food and resulted in lower distribution than planned. The modest achievements gained under MCHC were a result of the limited implementation capacity of the Ministry of Health, but more significantly from the lack of access due to conflict in some intervention areas". (WFP 2007 i)

The team noticed that the different components of the CP to a great extent have been implemented separate from each other, even where they have been implemented in the same districts. This has been partly due to the fact that they have been run through different line

⁵⁷ This was emphasised by Mr. Krishna Bahadur Mahara from CPN (Maoists), then spokesperson for the party in the Parliament, now one of the five ministers representing CPN (Maoists) in the eight party interim government.

ministries and with different TA-partners and NGOs involved. There has been an agreement on division of roles and responsibilities in the CP and detailed guidelines for implementation have been formulated for each component. The possible benefits from closer interaction between the different components have neither had any effect on the selection of districts where the different components are implemented, nor on the implementation guidelines. The CP should avoid establishing parallel structures not distinctively linked to the official bodies on different levels.

Previous assessments and evaluations have pointed at the lack of synergy effects between the different components and recommended that the different interventions should be implemented in parallel to strengthen the efficiency and the sustainability in the targeted communities.⁵⁸ The team shares this view and the recommendation. The intentions outlined in the project document of close cooperation with other UN organisations seem to be a field for improvement still.

Likewise the limited coordination between the different governmental agencies involved and their limited abilities to support the projects with agreed staff and competence have severely limited the efficiency. Efforts to better utilise the services of local health service providers, i.e. Female Community Health Volunteers (FCHVs) and Traditional Birth Attendant (TBA) should be strengthened.

Weak targeting of beneficiaries has also been commented upon in several previous reports. The team shares these views. In RCIW the number of beneficiaries often greatly outnumbered the targets set and as a consequence the amount of rice distributed for each household was lower than expected. As a consequence the ability of these households to establish a sustainable food security has probably been reduced. The team has been informed that if the CP was terminated, each household would have to revert to migration habits for work elsewhere as before the initiation of the programme. A similar experience could be observed in FfE and GFEI where the allocated food items for cooking a midday snack were not adjusted according to the increased number of children attending school⁵⁹, often as a result of the benefits of the programme. Instead the portions distributed to each student were reduced; according to some sources below what should be acceptable.⁶⁰

The amount of funds made available for MPs in relation to RCIW, aimed at supporting the development of a permanent income and/or food production, has been limited to 20 % of the total funds⁶¹. The team experienced that 50 % of the workers had managed to establish a better economic foundation for their lives through MPs.⁶² They could somehow limit their migration to Terai or India for work also if the FfW through RCIW was terminated. Obviously the sustainability in relation to food security has primarily been linked to the establishment of alternative economic incomes. The limitation in available work due to the inclusion of far more workers than planned and as a consequence the limitations in the rice

⁵⁸ Dietz (2006 a)

⁵⁹ Girerd-Barclay and others, 2006, point 29

⁶⁰ According to Food for Education Implementation guidelines (4.1.1 Identification and Selection of Schools, point d, bullet point 1), when applying for support schools need to provide information on the enrolment according to class level and gender, status of facilities for food management and feeding and performance of students, which implies no focus on the possible increase in enrolment due to the intervention.

⁶¹ According to MLD this is recently revised from 20 to 30% of total fund available.

⁶² Dietz (2006 b), p. 27 explicitly states that only 45% of households working on road construction projects are involved in micro project. Only 6,000 households have managed to generate a yearly income of NRs 2000. Lack of access to land is often a limiting factor for the poor.

and cash distributed, has left little for investment in alternative income. The team would recommend an increased focus on MPs to establish a permanent income and through that a sustainable food security.

Through road construction the local population has been supposed to achieve both access to markets, with the possibility of marketing their own products and reduced prices on vital commodities, and get work to reduce their migration to other areas or India. The access has been dependent upon the road being linked to the national highway network and being pliable. Over time access would also depend upon continuous maintenance being organised. The planning and the limited progress in implementation had resulted in still too much of the road network not being pliable, too long time used for construction of each road and very limited maintenance organised. Partly this has been due to the lack of resources in WFP and delays in transfers from different donors.

Social mobilisation has been said to be an important part of the CP, both to secure involvement, local ownership and sustainability. Local and national NGOs together with several TA partners have been contracted to promote this. The team during the field visits established a very mixed picture regarding the quality and the extent of the social mobilisation. Too often the knowledge of the roles and responsibilities of the different Committees established (User, Management, Maintenance) had not been disseminated properly and the follow up of the member seemed to be both accidental and without a strong educational element. In the selection process of the NGOs to part take in the implementation a stronger focus should be made on their abilities to deliver on social mobilisation. If more locally based NGOs could be an alternative should be explored. The formal participation of women in different committees, also in leadership positions, has been documented. The team though got the impression that still a lot needs to be done to develop an understanding among the beneficiaries in large of the importance of women participation.

The team learned that both in FfE and MCHC the knowledge of how to strengthen the nutritional value of the food had increased. Several informants said bluntly that if the programme terminated, they would themselves continue to make this food from local ingredients. It was also said that the introduction of Nutrimix had discouraged the local communities from using the local infant food *lito*, a mix of different food grains. With Nutrimix a more sweet food entered the food basket, excluding the local less sweet *lito*. Established local production of nutritious food for infants had also been stopped due to the availability of Nutrimix.

In the management of the CP, and with a particular focus on the logistics established, important weaknesses in relation to the efficiency have been observed:

- Dietz (Dietz 2006 b) recommended an increased focus on cash payment for work, rather than distribution of rice. The team had the same experience during field visits and in discussions with beneficiaries. The need for purchasing other commodities than rice, the difficulties having to transport rice from the place of rice distribution to the village, and the severe delays experienced by the workers in the distribution of rice for a certain amount of work, resulted in poor people selling away a lot of the rice to prices below market rates. In addition delays in distribution for some resulted in the need to borrow money from moneylenders at high interest rates, to be paid back when rice was distributed. A vicious circle of debt was created.
- Also related to the overall objective of the CP, which will be discussed elsewhere, the focus on rice as the staple food to be used as payment has had consequences for the

food habits in the country. Distribution of rice has been part of a programme with a long history in Nepal, also through the government. The results as could be observed have been that rice have become the preferred staple food. Anything else was without prestige. The team has been informed that in several of the locations where rice now had become the preferred staple food, locally grown potatoes or millet had previously dominated. Including the cost of transportation to the different locations, and with the limited areas where rice would be available in surplus, it should be assessed if a more efficient and at the same time sustainable policy for food security could be developed. This would be in line with the work of The National Planning Commission and clearly stated as a preferred policy by the Maoists.

- The distribution of rice has partly been under the responsibility of WFP (to the EDPs), partly the responsibility of local authorities and projects. The efficiency should be questioned mainly due to the vulnerability reported related to the conflict situation and the experiences by the workers receiving rice several months after the work has been done. With the establishment of buffer storages for food in the districts in question, to be able to cope with periods of strikes and blockades (bandas), some of the difficulties observed could be overcome.
- Related to the division of responsibilities for the transportation of food, the team observed that the quality control of the food items does not cover the complete chain of transportation to the end user.⁶³ The numbers of complaints have been limited, but still a stronger focus on quality checks would be recommended.

Effectiveness

According to WFP reporting for 2006 the Operational Objectives of the CP has been “to increase the food security situation in the country's most food-insecure areas, mainly in the western hill and mountain regions, with particular focus on the most vulnerable and disadvantaged”.

Through RCIW, “food rations are provided to communities that participate in food for training and food for work (FFT and FFW) programmes to build infrastructure that will improve their access to markets and basic resources. RCIW relates directly to WFP Strategic Objective 2 (protect livelihoods in crisis situations and enhance resilience to shocks)”. Under FfE and GFEI, “WFP provides meals and take-home rations to school children as an incentive for parents to send their children, especially girls, to school”. FfE and GFEI cover Strategic Objective 4 (support access to education and reduce gender disparity in access to education and skills training). MCHC “aims at enabling pregnant women and lactating mothers and young children to meet their nutritional and health needs. MCHC contributes to Strategic Objective 3 (support the improved nutrition and health status of children, mothers and other vulnerable people)”. (WFP 2007 i)

The overall objective of the CP has been *to bring about sustainable improvements in food security for the most disadvantaged, particularly women and children, in highly food insecure areas, mainly the far mid-western hill and mountain regions of the country.* (WFP 2001)

⁶³ According to WFP Nepal this is according to WFP Standard Procedure for Quality Control (Q&Q). Quality control at the EDPs is done when complaints are received. The storekeepers have been trained to visually inspect the cargo upon arrival and during storage, and report any irregularities.

Statements given to the team indicated that WFP at present looked upon the CP as more of an emergency than a development programme. The question of sustainability had obviously been made less prominent in the reporting than in the programming.

Sustainability when it comes to food security in parts of Nepal obviously has been a challenge of magnitude, and of tremendous importance. Without a long term intervention by the authorities based on a substantial change in the power relations in the country, including the excluded, and redistribute within the country favouring the marginalised, a sustainable food security would probably not be reached. Apart from the national political issues, the question of strengthening subsistence farming through support to irrigation schemes and developing food habits based on locally produced staple food where available should be important. Due to the dependency on annual allocations from a lot of different donors, now at the present stage focusing more on what is termed “peace relevant”, less on long term sustainability, the WFP CP might face a serious decrease in funding resulting in termination of interventions in several districts. A development of the targeting system would make up for some if this decrease, but probably households within the target range of the CP would be excluded. This would add to the un-sustainability of the programme, since the government seemed not in place to take over the expenses over night and a huge number of families have not been able to establish their own income generating activity.

Apart from the limitations in governmental resources to take over running of the activities, lack of social mobilisation and education of the beneficiaries reduced the long term effects of the interventions. The attendance at the schools for many still seemed tied to the mid-day snack. The team observed a number of children only attending school when the meal was prepared, not from the start of the day. Likewise the attendance of women to the MCHC clinics still seemed to be based on a limited understanding of why use of the health facilities was important except for the distribution of food. An example was that still most deliveries occurred at home unattended by trained health workers. But the women said they had learned how to compose nutritious food and experienced the improvements in the health of the children.

Even more important as a base for long term effects of the interventions was the forum established for women in the villages in relation to the clinics. They indicated to the team that these forums had become a venue for discussing a lot of issues of common interest and forum for mutual support.

RCIW has been a programme requiring a broad range of expertise to implement it effectively: planning, road design and construction; community mobilisation, natural resource management, income generation, small enterprise development and fund mobilisation. Observation in the field showed it was difficult to address all these issues in a satisfactory way with the required competence through just one implementing TA partner.⁶⁴

An additional challenge in relation to RCIW road construction threatening the long term effects of the road was the lack of bio-engineering to stabilise the roads in a difficult terrain, the lack of immediate maintenance leaving the roads with a lot of damage from rain and ravines and the weak base for income generating to finance maintenance. The ability of the local administrative structures to take over responsibility for overseeing the maintenance and the running of the roads should be addressed.

⁶⁴ Dietz, 2006 a, point 58



Lack of maintenance of roads constructed threatens the sustainability, both due to limited bio-engineering. Photo: Petter Bauck, Norad

Impact

With reference to the overall objective of the WFP CP, the major impacts have been infrastructure development and asset creation (roads, irrigation system), stable income generation (MPs as orchards, agro-forestry, plantation and nurseries), social capital formation and human resource development, better education for the poor and excluded, with particular focus on girls (increased enrolment, decreased drop out, enhanced nutritional status), and improved mother and child health.

Food security and food habits

As have already been discussed, the CP based itself on rice as the preferred staple food, and the easiest food for transportation. GoN has for decades transported rice to remote areas in need of food supplies. It could be observed that rice was viewed as the prestigious food compared to previous staple food in certain areas; potato or millet. The changes in food habits have taken place over time, but the WFP CP has been continuing to support this. The team had reasons to believe that this food strategy for parts of Nepal would not be sustainable. As indicated by several a stronger focus on local production and a change in the food basket to rely more on local products would be needed.

Infrastructure development and asset creation

Through RCIW an extensive network of rural roads have been built. The long term effect of these roads to a great extent rely on their relevance, assessing the choice of the routing of the road, and their sustainability, knowing that maintenance till now has been poorly organised, that it due to the terrain and weather conditions would be challenging and that there was reasons to question how maintenance should be financed. Without a stronger focus on the planning and the maintenance, the team is of the opinion that the long term effects of the infrastructure might be weakened.

Income generation

The major outcome of the programme, and in particular RCIW, has been short term income generation. As already discussed due to the increased number of beneficiaries with as a consequence reduced amount of work and payment for each household, the ability to save money for investments in long term income generating seemed limited. Through MPs less than half the targeted households had managed to establish an independent income, with a certain reduction in work migration each year. Limited focus had till now been on the possibilities of marketing any surplus produced. For women MPs often in low-productive land demanded an additional workload that in the long run might have negative impact on their health.

Social capital formation and human resource development

WFP CP has mobilized a large number of community members in formal and informal groups active in the implementation of the activities. This has created social capital and organizations of women and poor to support and take action collectively for their own benefit. Self help groups and saving and credit groups have developed saving habits among the disadvantaged households to be used during the time of crises decreasing their dependency on local money lenders. The establishment of female networks related to the MCHC might well have had an importance far beyond the health and nutrition issues, as this had been experienced by several to create a forum for exchange of experiences and to get advice and support. Implementation of PLA classes have provided not only how to read and write, but have addressed the strategic interests of women empowering them to identify problems and take collective actions benefiting them. This has increased women access to resources and decision making position at household level as well as in the community level.

Better education

Provision of mid-day meals to primary level students and oil incentive programs to girls have not only increased enrolment and reduced retention in schools, but have helped in improving the mental and physical status and socialization of children to become strong, healthy and better citizens. This intervention has to some extent long term impact through increasing the understanding among children and parents on the importance of education.

Better health for mothers and children

Provision of food through MCHC has improved the health status of mothers and children in rural areas and thereby decreased the mother and child mortality rate. In addition the positive impact of the food provision has motivated the mothers to focus more on nutrition both when pregnant and for their newborn children. Most importantly awareness on mother's and child health has been created.

Relevance

The objective of the WFP CP “*to bring about sustainable improvements in food security for the most disadvantaged, particularly women and children, in highly food insecure areas*” would be in accordance with requirements of the beneficiaries, identified priorities of GoN through the PRSP and the priorities of the Maoists⁶⁵.

What has been voiced as a concern by donors as well as Planning Commission and the Maoists has been the weakness in targeting within the programme. As a proper participatory process should be established in relation to targeting, it should also be strengthened when decisions are to be taken on the route of the road corridors and the type of MPs. The most disadvantaged and excluded now often live too far away from the planned road. They are often without land and would benefit from other types of MPs than those with some assets.

WFP CP has obviously addressed a number of the objectives defined in the PRSP, as poverty reduction, gender and social inclusion, promotion of agricultural and rural roads, promotion of social mobilization and access to credit facilities for the poor and disadvantaged communities, access to primary education and access to health.

The PRSP emphasises on social exclusion as a structural problem. WFP CP target poor and disadvantaged groups such as women, *Dalit*, *Janajati* and *Madhesi* in all major interventions. The team remain with the concern if and how a short term intervention, as the WFP CP must be categorised, will have a lasting effect on such a crucial issue. Observations made by the team, and covered elsewhere in the report, as the late payment for work on the road and the lack of suitable guidelines for including the women in FfW projects due to the payment system making physical ability an important asset when the level of wage is to be decided, indicates de-motivating factors for the most disadvantaged to be mobilised.

Sustainable food security in Nepal should come as a result of a long term intervention, based on fundamental changes in the power relations and the inclusion of the excluded, a fundamental change in the distribution of assets in the country and a well functioning administration catering for the needs of the whole population. With such a perspective the WFP CP could seem like a drop in the ocean. The achievements documented (see annex 2) have indicated the possibilities of making a change even with a limited programme. The team will recommend that the issue of sustainability in relation to food security is properly addressed as a base for better focusing targeting and the organisation of the intervention in the future.

The global priorities are best expressed through the MDGs. According to WFP (WFP 2007 i) the intervention in Nepal has been contributing to the following Millennium Development Goals: MDG1 (eradicating extreme poverty and hunger), MDG2 (achieving universal primary education), MDG3 (promoting gender equality and women empowerment), MGD4 (reducing child mortality) and MDG5 (improving maternal health). The team will also add MDG 7 on environmental sustainability with particular focus on the road constructions.

⁶⁵ Stated by Mr. Mahara and Mr. Devkota of CPN (Maoist) in discussions with the team in Kathmandu.

According to Nepal Millennium Development goals, Progress Report 2005 (HMG Nepal and UN 2005:7):

- On extreme poverty (MDG 1) Nepal is likely to halve the proportion of the population living below the national poverty line by 2015,
- On hunger (MDG 1) Nepal will potentially halve the proportion of people who suffer from hunger between 1990 and 2015,
- On universal primary education (MDG 2) it is unlikely that Nepal by 2015 children, boys and girls alike, will be able to complete a full course of primary education,
- On gender and equality (MDG 3) Nepal will potentially achieve equal access for boys and girls to primary and secondary education by 2005 and to all levels of education no later than 2015,
- On child mortality (MDG 4) likely reduce under-five mortality by two-thirds by 2015,
- On maternal health (MDG 5) potentially reduce maternal mortality ratio by three-quarters by 2015,
- On environmental sustainability (MDG 7) potentially reverse loss of environmental resources.

The achievement referred elsewhere indicates that important steps have been taken towards reaching the MDGs. The team would recommend that the prospects outlined should be assessed in view of the discussion on sustainability of the CP interventions, indicating that the particular challenges facing Nepal at this stage in history might have severe impact on the abilities to follow up on the positive trends.

Financial Management

The team has had limited access to information on WFP's financial management system, in particular related to budgeting, fund and cash flow management, cost analysis, procurement management and inventory.

It was explained that a well established procurement system was in place with proven tracking inventory software. Information regarding fund and cash flow management, cost analysis specially relating to effectiveness and economy, investment of fund if any etc. have not been available in various reports⁶⁶.

The legitimacy of programme expenditures (whether these have been supported by sound supporting evidences and whether these have been within approved budget and solely related to the programme) had not been subject to reviews carried out earlier. Review of financial management of WFP CP along with accuracy of reporting has not been subject to either external or internal reviews; as no internal audit report, no performance audit nor any control self assessment has been available. Annual RCIW reports didn't provide analysis of overall cost of programme activities. Annual reports on FfE and MCHC have not been available for review.

⁶⁶ SPRs, Review Reports

Statutory Audit

WFP Financial Regulation Chapter 14 provides for external audit. The Board shall appoint an External Auditor, the Auditor-General of a State Member of the United Nations or FAO, to perform the audit of accounts.⁶⁷

Audited biennial accounts (2004-2005) with the opinion of the External Auditors and the Management Letter have been available (carried out by Comptroller and Auditor General, United Kingdom). The report had no comments on WFP CP in Nepal and the management letter raised different issues, but was not country specific. The list of WFP bureaus and country offices visited by the External Auditor in 2004-2005 did not include Nepal. The team was informed that Nepal had not been on the list of countries visited by the External Auditor for several years. We were explained last time had been in 1997.

Financial audits of implementing partners (concerned GoN ministries) have been conducted regularly by Auditor General's Office of Nepal. The report provided observations and findings on different programmes mainly related to commodities received, its value, transportation cost incurred and reimbursed etc. without overall financial statement and financial data related to activity. No comments related to WFP CP could be observed.⁶⁸ This could be because the scope of such audits did not cover activities related to programmes.

Most of the UCs was unaware of any financial audit to be conducted. Books of accounts were not available for our observation. Though some of the UCs informed us about auditors appointed by DDC and of financial audits conducted, no audit report/s was made available to the team.

Internal Audit and Performance Audit

WFP financial regulations⁶⁹ provides for internal control including internal audits and investigations. WFP CP has not been subject to internal audit since 1997, as the team has verbally been informed during discussions. No performance audit, to ensure that activities have been efficient, economical and effective, had been initiated. Control Self Assessment (CSA), considered an effective tool for self-assessing the effectiveness of control procedures and judge performance of compliance to regulations and manuals of the organization, had not been conducted.

We were not provided with any reports or documents indicating that internal audits of various departments and support offices of GoN had been conducted. The team is also unaware of any independent performance audits carried out on Programme activities other than by the Auditor General of Nepal as Part 2 in the financial audit reports.

⁶⁷ The External Auditor will be appointed for a four year period covering two financial periods and can be reappointed for only one further four-year term. The audit shall be conducted in accordance with common auditing standards of the Panel of External Auditors of the United Nations, the specialized agencies and International Atomic Energy agency and in accordance with the additional detailed terms of reference set out and annexed in WFP Financial Regulations, which is basically the financial audit with responsibility of the auditor to express an opinion on the financial statement about its truth and fairness. The external auditor may make observations with respect to the efficiency of the financial procedures and accounting systems and internal financial controls and in general administration and management of WFP.

⁶⁸ Article V, section 4 of Co-sharing agreement between WFP and Norwegian Minister of Foreign Affairs requires submission of AGO reports on programme along with WFP comment if any.

⁶⁹ WFP Financial Regulation No. 12

Public Audit

The Operating Guidelines of RCIW recommend public audits to be conducted at least three times a year; each time receiving an instalment and upon the completion of projects. At least 50 % of the households related to the UG, representatives of the VDC, RCIW and TA should be present.

The concept of public audit is new. The guidelines don't specify the objective of the audit, how it should be conducted, how financial and other data should be presented and what should be discussed and minuted. The modality of the public audit has been lacking.

However, we noted that Public Audit Manual 2063 (2006) have recently been published, and is subject to ratification from Local Bodies Council before implementation. The manual has defined "public audit as an evaluation by stakeholders of investment concerning development works undertaken at local level; how these were conducted or completed? Who have invested and how much? Where was it expensed? How is the quality of work? Whether expenditure procedures and statements presented are true and fair? Whether the work has been transparent? And the consumers and stakeholders have the right to make suggestions."⁷⁰ The manual suggest public audits where investments are more than 0,5 Million NRs and community audit where investment is below. Procedures for conducting such audits with reporting formats have been prescribed.⁷¹

During the field visit in Makwanpur, the team saw no minutes from public audits in the planning book. However, minutes on loose sheets were presented as related to public audits, but these could not be identified as belonging to RCIW MPs since similar projects were also being conducted in the same place.

For MCHC and FfE, members of committees in a few instances were confused whether public audits had actually been conducted or not. In PLIC MPs public audits were said to have been conducted in 125 out of 479 schemes.

Anti-Corruption Measures

Procurement has been the sole responsibility of WFP CP without any inputs or involvement from implementing partners. WFP CP has well defined procurement procedures in place for procuring food, non-food items and services. However independent assessments of the effectiveness of these procurement processes have not been conducted.

At the implementation level, under the responsibility of different partners, there were a few reported cases of mismanagement of commodities in connection with distribution and handling. Through review of documents regarding actions taken in such cases, we noted that some cases have been referred to CDO and GTZ. In other cases, decisions have been made to transfer storekeepers, but if this had been carried out could not be confirmed. Verbally we were informed that "*around 2 cases*" were under investigation by the Commission for Investigation of Abuse of Authority (CIAA). The present status of these cases was not known.

⁷⁰ Public Audit Manual 2063 (2006:4), English Translation. On p. 2 it is stated that "The objective of public audit has been stated as; a) to ensure a system whereby the stakeholders/beneficiaries are able to evaluate the maximum benefits from developments works undertaken by Public bodies, b) to guide public bodies to implement public audits, c) To make the public audit procedures more transparent, clear and managed, d) to ensure harmonization of public audits undertaken by local bodies".

⁷¹ Public Audit Manual 2063 (2006):4, English Translation

There was no established framework for reporting and monitoring mismanagement and corruption issues. Investigations were carried out only when suspicious incidents were reported by third parties. There were no specific precautionary measures and procedures adopted to ensure that such cases of mismanagement were not repeated in future. An action plan was said to have been devised by WFP, MLD and GTZ recently.

Public audits have been considered one of the most effective tools in reporting and ending corruption. During our visits, we noted that very few public audits had been conducted and there had not been any reported incidence of corruption. According to MLD, one technician from GTZ had been directed to be present in a public audit in response to a reported mismanagement of measurements of roads.

Accountability and Transparency

Adequacy and effectiveness of financial management would depend upon good governance, transparency and accountability of the activities. These could best be judged through established internal control mechanisms, effective implementation of various prescribed procedures, reliability of accounting and reporting and clear and adequate disclosure of financial information. As explained above the accountability of the programme has not been clearly established and has been further complicated by the presence of various partners and agencies and committees. Regarding transparency, though distribution of commodities and their movements have been more transparent, related financial matters have not been adequately disclosed in the reports of 2072. Due to limited access, transparency of WFP CP could not be reviewed. No financial review of WFP CP as a whole and for separate programmes has been available in order to assess effectiveness, efficiency and economy of implementation and value for money.

It is worth noting that programme guidelines for RCIW provided for compulsory public audit at micro level (micro projects included) with the aim to be transparent and accountable for financial management and disclosure of activities. Contrary to this disclosure of financial information at WFP CP level has been very limited and full access has only been for the External Auditor of WFP.

Programme Management

Planning

According to previous reports “Advance planning of roads and engineering detailed survey and designing of green roads have been rather limited. This tended to lead to improper or inadequate construction practices making the roads more expensive in the long run. Normally survey and design has been done phase-wise on annual basis depending upon the yearly available resources instead of doing survey and design at the beginning for all the phases of the construction. This caused difficulty in forecasting total resources required to complete the roads. In some districts phase wise construction was not exactly followed and mid widening phase was omitted.”⁷³ And hence “key management tools have been missing in RCIW. Till now there has been no commonly accepted and communicated log frame, identifying objectives and expected outputs and outcomes. There have been no annual operational plans at district level.”⁷⁴ The team made the same observations.

⁷² WFP SPR 2002, 2003, 2004, 2005 and 2006

⁷³ GEOCE (2006), p. 13

⁷⁴ Dietz (2006 a), para 67, p. 12

Transportation of rice to the beneficiaries has been a most challenging part of the programme. What the team observed indicated that it seemed not to be properly planned. According to WFP the transportation is extremely well planned and cost effective. The cost of transportation of rice from FDP to distribution centres has been reimbursed in RCIW and MCHC, but no such provision was seen in FfE, where school children have been used as porters or a monthly amount has been recovered from the students along with the fees to cover the cost.⁷⁵

Three components have their own different implementation mechanisms and at the community user level, there has been lack of connectedness between these components and the same users have not been benefiting from the package as a whole⁷⁶. There has been a very low coherence and coordination between various components of the CP where the local communities could have been efficiently mobilized for all the activities. As an example RCIW user committees should have been mobilized and trained for MCHC and FfE programmes where all the three activities exist.

In case of FfE, the food has been allocated on the basis of a predetermined quota system which has not been adjusted according to an increased enrolment over the years. This has been observed by the team in a school in Salyan where a quota of 80 students had been continued where as the overall attendance had been around 113. A major weakness in the planning of the FfE component had been not taking into account increased enrolment to be expected over the course of the next five years.

The GIP and GFEI Programme targeted different beneficiary groups covering primary and primary plus lower secondary respectively. There has been no clear programme rationale for such differing approaches.⁷⁷

As the country was in the process moving from open conflict towards a political peace process and stability, it was obvious that the internally displaced people (IDPs) would return to their homes. Given that most IDPs are from areas where WFP CP has been implemented, this may further aggravate food insecurity due to the increased number of people. More children are to be enrolled and more nursing mothers to be supported. The team didn't come across any plans formulated to address these issues through WFP CP.

Reporting

WFP has developed various reporting formats for all programme activities. These reporting formats and forms have been prescribed in the operational contract between GoN and WFP. The reporting has been done by the Project Offices based on information and reports received from the user committees of RCIW and MCHC, and the FMC. In RCIW, the planning book has been kept and maintained by the implementing NGOs which imply that adequate training in record keeping and reporting has been lacking at the committee level. During our field visits, we have noted that reporting has been done by all related parties in prescribed formats, though instances of delays have been observed.

Reporting by activity area has been based on the Nepali Calendar while WFP has adopted the English Calendar, due to which proper reconciliation of commodities have not taken place.

⁷⁵ According to MoES the Ministry together with FfE has prepared guidelines for stakeholders at all levels. The FMC is supposed to be responsible for transportation of food from FDP to the schools.

⁷⁶ Girerd-Barclay (2006)

⁷⁷ Girerd-Barclay (2006), Para 31, p. 6

This would need to be streamlined.

Regarding reporting of various activities under the country programme, separate reports of RCIW on yearly basis as per Nepali fiscal year has been published. We were provided “Annual Report of Protecting Livelihoods in Crisis (PLIC)” prepared by SAPPROS Nepal. No separate reports have been prepared for MCHC, FfE, GFEI and GIP.

WFP has prepared yearly Standard Project Report incorporating all the activities. These Standard Project Reports have been limited only to quantitative progress of activities without separate activity related financial data.

Though a significant volume of data has been prepared and compiled, and reports have been forwarded, analysis of such data to retrieve meaningful information for deciding interventions required and modification in the implementation of the Programme has not been done.

Monitoring

All programme activities have developed working aids i.e. standard formats for monitoring and reporting at different levels, which have been mentioned and given in the implementation guidelines. Regular monitoring, evaluation and supervision has been the integral part of the project activities to ensure that the food and non-food commodities get to the people they are meant for, thereby helping to achieve programme objectives. The monitoring system has also envisaged to assist resolve various implementation problems faced by the implementing partners, communities and beneficiaries.

Each of the programme activity operational guidelines has clearly defined the partners who should be involved in regularly conducting the monitoring, evaluation and supervision under the heading “Monitoring and Evaluation or Monitoring Evaluation and Reporting”. In the guideline different stakeholders roles and responsibilities have been specified, where possible.

For instance the FfE implementation guideline *4.3 Monitoring, Evaluation and Reporting section* clearly mentioned who should do the monitoring, how this should be carried out and what should be particularly focused. Standard forms and reporting structures have also been developed and provided as working aids.

In the case of PLIC the UCs, with assistance of the NGO partners have been given the prime responsibility for monitoring the implementation of the PLIC project by the UG. The DPSC has been overseeing the progresses of the PLIC activity at the district level in close collaboration with the NGO partner responsible for ensuring effective monitoring carried out by UCs. At the central level, the PSC has reviewed and assessed the overall progress. WFP conducted monitoring of implementation and performance of the NGO partner through field visits and analysis of progress reports submitted by the partner NGOs. Joint monitoring visits with key partners have been conducted when appropriate. The document also provided reporting formats and specification required.

PLIC also solicited public audit where the UCs were given the responsibility for conducting the public audit for each completed PLIC project in the presence of more than 50% of the UG members. The NGO partner was to facilitate the process. Key stakeholders including WFP were to be invited and to be informed of the public audit schedule by the relevant NGO partner at least two weeks in advance. In the session the UC treasurer was to report income and expenditure and loss and damage incurred on the project resources. The UC was supposed to submit the minutes to the DPSC within 2 weeks after the date of the public

audits. The team during the interaction has been informed that the public audits have been taking place but no documentation has been available with the NGO partners.

Annually a review workshop for each activity has been conducted at the regional and central level to discuss achievements, problems encountered and possible solutions for the coming year. This process of assessment has been termed as Internal Evaluation.

A provision for an assessment of financial activities: monitoring with a monthly, quarterly and annual basis, audit, were in place to monitor the financial activities.

Technical monitoring and guidance have been seen in RCIW, though less in FfE and MCHC. We could not observe the presence of financial monitoring in any of the activities. Monitoring has only been limited to whether all the reports and data have been compiled and forwarded.

Though physical verification of stocks was said to have been conducted, documentation of such verification has not been maintained. Surprise verification was said never to have been conducted. Project activities have been trusted to implementing agencies with very limited monitoring and intervention by WFP. There was no practice of independent monitoring by various donors of WFP or by WFP only. Few monitoring visits have been conducted by WFP along with implementing partners on reported cases of mismanagement of commodities. No specific reports have been prepared after such visits, but decisions on follow-up were taken.

The effectiveness of various Steering Committees and Programme Management Committees still has to be scrutinized. Only 2 meetings of the Steering Committee for RCIW have been conducted i.e. once a year, which should be considered not adequate for policy review (1st meeting on 12 December 2005 and 2nd meeting on 11 December 2006).

Transportation from EDP to FDP has been managed through local transporters. There has been no monitoring mechanism to ensure that quantity and quality delivered to the FDPs equals what had been shipped from the EDPs. Monitoring of transportation of commodities from EDPs to FDPs should to be strengthened including verification of actual delivered quantity and quantity.

WFP has assigned various field monitors to constantly monitor and supervise activities at the district level in activity areas. Monitoring of RCIW activities has almost only been dependent upon the technicians of GTZ. Monitoring of FfE and MCHC has been very limited except for regular reporting by the committees.

In case of MCHC, we noted that technical supervision has been mostly non-existent as Auxiliary Nurse Midwives (ANMs) and committee members have been involved in weighing and distribution of Nutrimix. We did not come across any counselling, nutrition education or primary health services in ORC in Makwanpur.

Monitoring of MCHC has been insufficient, relying mainly on reports rather than actual participation of a number of WFP staff and district-level partners in MCHC activities. Technical supervision has largely been absent.⁷⁸

⁷⁸ Girerd-Barclay (2006), Para 52, p. 10

Due to the conflict most of the government mechanisms were defunct and therefore very little monitoring and supervision was made through the government line agencies including the DDC and VDC. All the monitoring and supervision function was based on the WFP, GTZ and the NGO partners' reports.

Evaluation

Provision for external evaluation has been proposed through baseline surveys, mid-term evaluation and End of Project (EoP) evaluation. Provisions for external evaluation with a team of independent consultant should be made for each activity at the completion. There was also provision for additional, mid-term joint evaluation to be conducted with participation of GoN counterparts, NGO partners, UN collaborating partner(s) and other concerned parties prior to the external evaluation.

Through its work the team has experienced that several assessments and evaluations have been conducted in relation to the CP or CP components. As should be obvious from this report, the team has experienced the lack of comprehensive assessments and evaluations addressing the overall objective of the programme within the particular Nepali context moving (hopefully) from open violent conflict to a substantial political and economic transformation. It could be tempting to focus only on the overall positive achievements documented through statistical reports, but without addressing the sustainability of these the value of the results should be questioned.

Conclusions and Recommendations

Overall

The team conclude that the overall objective of WFP CP in Nepal has been in accordance with the actual needs in the country and WFP has proved a courageous approach to a very demanding situation. The CP has been most relevant according to the needs of the beneficiaries, the priorities of the authorities and international goals. Also the main opposition till recently referred to the CP as of high priority.

With the limitations in field visits conducted by the team, the team still have reason to confirm several previous conclusions and recommendations made by assessment and evaluation teams.

As has been requested in the ToR the team has also assessed how the CP has been adapted to the conflict situation. In our opinion WFP in this CP has worked around conflict, aiming at minimising the negative consequences of the conflict. No extensive conflict assessment has been conducted and only a limited approach to conflict sensitivity adapted. The team recommends a more comprehensive approach to the conflict situation, its root causes, its different stakeholders and the complex conflict lines, which in our view would enable WFP to move from working around conflict to work in or on conflict.⁷⁹ Such an approach would enable WFP to clearly demonstrate to the donors the “peace relevance” of the CP and at the same time correct several of the weak points pointed at in this report, not the least in relation to targeting, sustainability and social mobilisation.

An appropriate exit strategy should be developed taking the conflict dynamics and future prospects into consideration.

As the world body entitled to work on strategic issues related to food security, WFP is recommended in a dialogue with GoN and relevant stakeholders to assess the sustainability of continued reliance on mainly rice as the main staple food, both in view of the sustainability and the cost incurred.

The team would reconfirm the recommendation made by the Evaluation cum Appraisal Mission of May – June 2006 to expand and intensify capacity-building effort at the central, district, VDC and community level, not only to support WFP-assisted operations, but also to set up food security coordination mechanisms and to review all food security related interventions. WFP should continue to work towards building the GoN capacity to undertake VAM activities.⁸⁰

The team recommends that the different components of the CP (RCIW, MCHC and FfE) for the future be looked upon as three interdependent interventions to enhance the food security in the local communities and among the targeted households. The aim should be to enhance the possible synergy effect of the components working together.

⁷⁹ According to Paffenholz (2006:9) working around conflict implies that “conflict is seen as a negative risk factor that should be avoided”, working in conflict that “actors are aware that development can influence conflict and they try to avoid negatively affecting the conflict situation (Do No Harm)”, and working on conflict that “actors are also aware that all cooperation work can contribute to peacebuilding”.

⁸⁰ Dietz (2006 a) Point 156

The WFP CP is an entry point to work with and support the most food insecure communities, making them aware of their opportunities. Social mobilisation should be further strengthened to assist the beneficiaries organising themselves, develop awareness of their rights, responsibilities and obligations as citizens; identify their own local resource and ways to mobilise them effectively; and develop skills to work interdependently within the groups. Finally they should be linked up with relevant support mechanisms as provided by the GoN, NGOs, INGOs and other development agencies. All these elements of social mobilisation will be crucial to support the sustainability in relation to the overall objective.

The involvement of the local level in project design, planning and preparation of operational guidelines should be strengthened. The objectives of the CP and outcomes expected need to be communicated prior to the initiation of the CP rather than giving information in phases or on demand only. This would make the process more participatory and strengthen the local ownership. The programme activities should be closely linked to locally identified needs, something that would also strengthen ownership during the programme phase, and not only at the completion stage.

No doubt, guidelines will be important for the implementation of the CP activities, but they cannot be the only tool in instructing partners how to implement. They have to be complemented by more frequent interactions with partners at the district and community level to develop the understanding of their constraints. Guidelines have to be disseminated without delay.⁸¹

Regarding Targeting

In general the targeting within the CP should be refined. The guidelines should be developed in close cooperation with relevant stakeholders. The implementation of the targeting processes should be assessed. The process should for the future be conducted in a more participatory way enhancing the understanding among the local population of the choices made concerning who to support.

Accommodating a lot more people to work on the different RCIW road constructions without additional food to distribute, has resulted in a decrease in what has been distributed to each household to a level probably below what they can benefit anything more than subsistence level, leaving nothing for future investments. Obviously using the walking distance from the planned road corridor as a measure for targeting has not been satisfactory.

The guidelines for selection of communities for the provision of the FfE should be focused on the community rather than the ongoing school activities.

When targeting women due consideration should be taken in relation to what kind of work they are offered. Involving them in activities that could have serious negative impact on their health should not be recommended. The involvement of women in decision making positions should be more actively promoted, not only to reach the set targets but not the least to develop an understanding in the population why the participation of women will be important.

⁸¹ Dietz (2006 a) Point 64, 2nd para.

Regarding Sustainability

Sustainability is of utmost importance and at the same time challenging given the Nepali context. The team conclude that sustainability should be addressed more systematically both on macro and micro level.

To achieve sustainability a long term perspective has to be adopted and the funding mechanisms for the CP should be scrutinized to make funding more predictable in the future.

Sustainability should also be addressed within the conflict context in the country, aiming at supporting developments that at the same could have a positive impact on the conflict dynamics.

Regarding Social Mobilisation

Social mobilization should be strengthened in general, and should in particular be developed within FfE and MCHC.

The team recommend a particular focus on the FMCs. They should be activated to properly support an effective implementation of the projects. The representation of women and disadvantaged in the FMCs has been more symbolic than real. For these representatives to fill a useful role proper education and follow up will be needed.

The lack of awareness among the poor families on the importance of education and why to send their children to school should underline the importance of strengthened social mobilisation. It is recommended that social mobilization to create awareness should be conducted with both FMCs, beneficiaries, stakeholders and community members where the programme is being launched.

It is recommended that the project should differentiate between technical assistance and social mobilization. Both have different roles and responsibilities. SM should be left to NGOs with technical backstopping by the TA partners. The NGOs selected for SM activities should be more thoroughly scrutinised on their experiences, abilities and networks relevant for the actual districts of activity.

Roles and responsibilities of NGOs and the project groups should be clearly distinguish to avoid group dependency on NGOs.

Regarding Accountability and Transparency

Various quantitative and financial reports based on Nepali Calendar by GoN agencies should be reconciled and streamlined with WFP reporting adopting the English Calendar.

Generation and compilation of reports as done today often does not give much meaningful information. Hence, such data should be analyzed and should be used as a tool for decision making.

Communities should be trained adequately for preparation of reports, which includes both activities and finances.

Detailed financial data and separate activity reports should be covered by the Standard Project Report.

Financial monitoring should be introduced along with technical monitoring and reviews.

Monitoring guidelines should be prepared and implemented.

Monitoring of transportation of commodities and stores should be strengthened.

Financial information of WFP CP should include separate financial data for each activity including individual programme budget comparison with actual cost and explanation for variation.

Internal audit and CSA should be carried out in WFP CP and should be made available on request to contributors (funding partners).

Communities should be trained in conducting public audits. Its modality should be developed and communicated and one should ensure that a manual is implemented and followed properly.

There should be developed an independent performance audit (value for money audit) for the overall programme to assess whether the programme has been able to mobilize its resources efficiently, economically and effectively in achieving the output. Financial review of cost effectiveness is also suggested.

A consolidated financial statement should be prepared incorporating all the costs incurred in the programme including the costs borne by GoN and agencies in implementation of the programme to understand the overall cost of all the activities. This will provide an adequate scope for analysis of cost.

There should be initiated a system for the transparent presentation of fund and cash flow management including investment of fund if any and related income.

WFP CP should explore the possibility to include members of implementing partners in the procurement committee to ensure transparency.

An effective mechanism should be in place to properly report and mitigate corruption issues and efficient implementation of recently developed action plan should be prioritized.

Regarding RCIW

The team confirms its support to previous recommendations regarding:

- A more comprehensive planning ahead of initiating a road construction,
- A stronger focus on bio-engineering in the initial phase of construction,
- A stronger focus on MPs to strengthen the long term economic effects of the interventions,
- A stronger focus on security for the workers through guidelines, available and sufficient safety equipment and insurance

Maintenance of the constructed roads seems to be a crucial issue for sustainability. The present rules seem to have prevented any maintenance committee to take over responsibility before the complete construction has been finished. A procedure should be developed to initiate the process of handover/takeover at the completion of each section of the road. The process should be able to help the project to focus on the new section of the road while the

community and the line agencies can focus on the gradual increasing maintenance part. This process would also allow the Maintenance Road Committee to manage smaller sections in the beginning to learn and grow institutionally to manage larger sections.

Financing of the maintenance should be explored. RCIW needs to explore the maintenance modality of the rural roads project initiated by World Bank (WB) and Asian Development Bank (ADB) with the partnership of DoLIDAR and use the services of these programmes. RCIW should also coordinate with DoLIDAR to adjust the current pre-conditions for allowing districts to access the Central Road Fund for the maintenance of RCIW roads.

Each road project needs to be included in a comprehensive road building programme allowing uncompleted sections to be completed to a technically satisfactory standard in a timely manner.

Regarding MCHC

There will be a need for strengthening the process of identification of those expecting mothers in the communities that are most needy.

It will be important to ensure that the beneficiaries get their full share i.e. a daily ration of 100 gram to a beneficiary child and 125 gram to ENMs.

It is recommended to include a more proactive mobilisation of FCHVs and TBAs, who should be considered the local community's health pillars in relation to children and mothers' health.

Till date the donors contribute 100 % on food commodities; 50 % on warehouse expenses; 40 % of staff salary; 50 % of DSA for field monitoring; and 50 % of transportation. To strengthen the sustainability at the local level a continuous capacity building of committee members is recommended, also since the members change from time to time. Even if a complete take over by the GoN could not be expected in the short term, important elements of the project could be extended through local initiatives.

A strengthened coordination with organisation at the national and local level involved in similar activities is recommended. The programme should also be integrated into the national level safe motherhood programme. The present MCHC Steering Committee at the National Level does not include the Director of Safe Motherhood as its member.⁸²

Regarding FfE

The team recommend that a precondition should be made during the agreement stage for the community to build a separate place for cooking the food. The cooking space will need to have sufficient space for cooking, storage of food items and firewood.

The awareness of hygiene in relation to cooking will be urgently needed. Training of those responsible for the cooking in hygiene is recommended.

⁸² Terms of Reference of MCHC Steering Committee (SC) Composition and working arrangements (point i & ii)

Regarding PLIC

The team recommends that PLIC activities should also be made available for stakeholders in MCHC and FfE. This will empower the communities to identify and plan measures for sustainable livelihood and taking full benefits from the program. This should also be seen in relation to the recommendation to run the different CP components in parallel in the targeted communities to increase the synergy effect.

Attachments

Attachment 1: Terms of Reference

Terms of Reference (ToR) for End Review of Support to the Country Programme of World Food Programme, WFP, in Nepal & Supplementary Activities

Background

1. Introduction

Nepal is one of the poorest countries in the world with a per capita income of US\$ 260. Poverty is widespread, complex and multi-dimensional. It is deeper, more intense and severe in rural areas, and more so in the hills and mountains of mid and far western regions. There are also clear gender and ethnic disparities. Nepal's Millennium Development Goals progress report (2005) estimates that the country is unlikely to reach the goals for universal primary education and for halting HIV/AIDS, might do so for reducing poverty, child mortality, tuberculosis and increasing access to safe drinking water. Reaching the goal for hunger, gender equality, and maternal health would require additional and substantial efforts.

The people's movement in April, and the November 21st Peace Agreement between the CPN-Maoist and the Seven Party Alliance (SPA) have raised hopes for a rebirth of democracy. However many issues need to be resolved before national and local elections can take place.

In August 2004 WFP and the Embassy agreed on support to the WFP country program in Nepal for the period 2004-2006. Towards the end of the 3-years program, the agreement was extended with a budget neutral one year period. The agreed amount 60 mill NOK implies that an end review is mandatory according to rules regulating Norwegian development co-operation.

WFPs' Nepal 2002-2006 Country Program (CP) is based on the Country Strategy Outline endorsed by the Executive Board of WFP in May 2000, based on the results of a comprehensive consultative process with beneficiaries, government representative, non governmental organizations (NGOs) and bilateral and multilateral aid agencies.

The program has these components:

Rural Community Infrastructure Works (RCIW)

Food for Education/ Global Food for Education Initiative (FFE/GFEI)

Mother and Child Health Care (MCHC)

Protecting Livelihoods in Crisis (PLIC)

The objectives of RCIW are to contribute to improve food security through the creation of community identified assets supported by social mobilisation process whereby individuals and communities more actively pursue their own social / economic development interests that also supports increasing access to food. Improved food security is seen as a broad concept that includes increased food production, better physical access to food, market increased and diversified income and employments opportunities, as well as better health and nutrition.

The objectives for FFE are to increase access to primary schools and improve class attendance

of school children and reduce afternoon absenteeism, increase girls enrolment and retention, enhance the attention span and learning capacity of students by relieving short-term hunger and reduce the intensity and prevalence of intestinal parasitic infection through de-worming.

The objectives for MCHC are to improve overall health and nutrition status of children and expectant and nursing mothers⁸³. Prevent or reduce prevalence of underweight in young children, reduce iron-deficiency, anaemia, among expectant and nursing mothers and young children, raise awareness and knowledge among expectant and nursing mothers on their health and nutrition and that of their children, increase regular utilization of community-based and MCHC outreach service.

PLIC is assistance to conflict affected and food insecure communities whose members otherwise would be forced to migrate.

Vulnerability Analysis and Mapping (VAM) constitutes a critical input into program targeting and internal evaluation and food security analysis and advocacy for the hungry poor.

In view of the above context, it was agreed between the WFP, the Norwegian Embassy and the Ministry of Local Development (MLD) to conduct an independent end review of the WFP country program. The review is planned for February 2007.

2. Purpose of the review

The overall purpose of the review is to examine the concept, design, implementation modality, impact and sustainability of the WFP country program. The review will assess the extent to which the project has achieved its objectives given the conflict and the security situation. The review should assess to what extent the project has been relevant in contributing to reaching the goals of PRSP/10th and Millennium Development Goals (MDG).

The review shall result in guidance for the funding partners as well as for the implementing partners regarding possible amendments or rectifications that may be needed in the project for the remaining of the program period and for possible new periods. The Norwegian Embassy will use the review as an appraisal for possible support to new phases of the program.

3. Scope of the Review

The team will specifically address the following issues, but will be mandated to review and comment on any other factors that affect the program implementation and that has relevance for the main purpose as stated above.

Conflict-related issues

- Assess the effects of the conflict and the security situation on the program, and vice versa.
- If possible assess plans and readiness of the program to assist in reintegration and rehabilitation of Maoist

Social Mobilisation

- Asses the targeting mechanism of the program.
- Examine the effectiveness and efficiency of WFP country program in managing

⁸³ Support the Nepali government to reach goals set under Nutrition and Safe Motherhood Programmes of the Ministry of Health

technical assistance (including social mobilisation) for its activities.

- Asses the programs' ability to reach out to the most marginalised including women, Dalits, Janjaties and Madhesis when offering work and learning opportunities as well as providing beneficial infrastructure.

Other Program related issues

- Assess the quality and user friendliness of the programs' monitoring and evaluation activities, including auditing and anti corruption measures.
- Asses the synchronising of the program with the Nepali government on central and local level regarding planning cycles and harmonisation with national strategies and system.
- Assess the involvement of key stakeholders and local ownership of the program
- Asses WFPs' contribution to capacity building of local institutions.
- Assess the capacity of cooperation partners, and WFPs contribution to strengthening of their capacity
- Assess the interaction with other relevant projects and institutions, as well as the framework for cooperation and donor-coordination.
- Examine if relevant risk factors are identified and analysed and if mitigation actions are integrated in the program design.
- Assess the sustainability of the program, including maintenance of roads, income generation effect of improved infrastructure and possible negative effects on food production and food markets.
- Assess if the program creates dependency of food delivery and undermines traditional coping mechanisms.

4. Review Criteria:

Key criteria for the evaluation should include:

- Efficiency: The amount of outputs created in relation to the resources invested.
- Effectiveness: The extent to which the planned outputs and outcomes are being achieved.
- Relevance: To what extent the program is addressing problems, regarded by the stakeholders, to be of high importance.
- Sustainability: National ownership and guidance by the Government
- Management arrangements: The extent to which management arrangements support the above

5. Methodology of the Review

- a) Review relevant background documents including various evaluation and review reports of the program.
- b) Obtain initial briefings from WFP, MLD, Ministry of Education and Sport and the Norwegian Embassy on the objectives and scope of the review and clarify any issues as required. Modify ToR based on mutual agreement if needed.
- c) Visit all the components of the program, RCIW, FFE/GFEI, MCHC and PLIC, in selected districts.
- d) Consult various development partners, Government of Nepal officials, Non Governmental Organisations, Community Based Organisations, other UN agencies and donors.
- e) Organise participatory stakeholder workshop and focus group discussion to examine the relevant issues.

- f) Draft the report and make a presentation of findings and recommendations.
- g) Finalise the report with comments and inputs from various stakeholders and development partners.

6. Composition and duration of the review team

The team will consist of the following professionals:

1. Team leader: Social Scientist with international experience in managing and leading evaluations and review of large scale community based development projects (International, Team Leader).
2. Expert on Gender Issues and Social Inclusion (National Consultant)
3. Auditor, (National Consultant)
4. Expert on Sustainability and Financial Aspects (National Consultant)

The team leader will be responsible for finalising the report addressing the key issues of the ToR. The other experts will provide their inputs, collection and analysis of relevant data, to the team leader. The team leader and the other experts will review the ToR and discuss their individual detailed areas of responsibilities.

The Consultants will be recruited for a period of 3 weeks. The national consultants will get in touch through email with the other consultants to better organise the preparations.

7. Timetable, Budget and Reporting

The review will take place from the last part of January to the beginning of February 2007. The Government of Norway will make available the services of consultants.

The team will present a preliminary summary of findings and recommendations to the WFP, the MLD and the Embassy at a debriefing meeting.

The report will be submitted in English. The copyrights of all documents prepared by the team stays with WFP and the Norwegian Embassy and may be freely used by the WFP and the Norwegian Embassy without payment of any form. However the team may use the document, as reference etc. in other work carried out by themselves.

Background Reading Documents (Required)

WFP documents, progress reports evaluation reports
 PRSP/10 the Plan
 MDG Progress Reports
 PRSP Progress Reports
 National Human Development Reports

Kathmandu November 24th 2006

Kikkan Haugen
 Chargé

d'Affaires

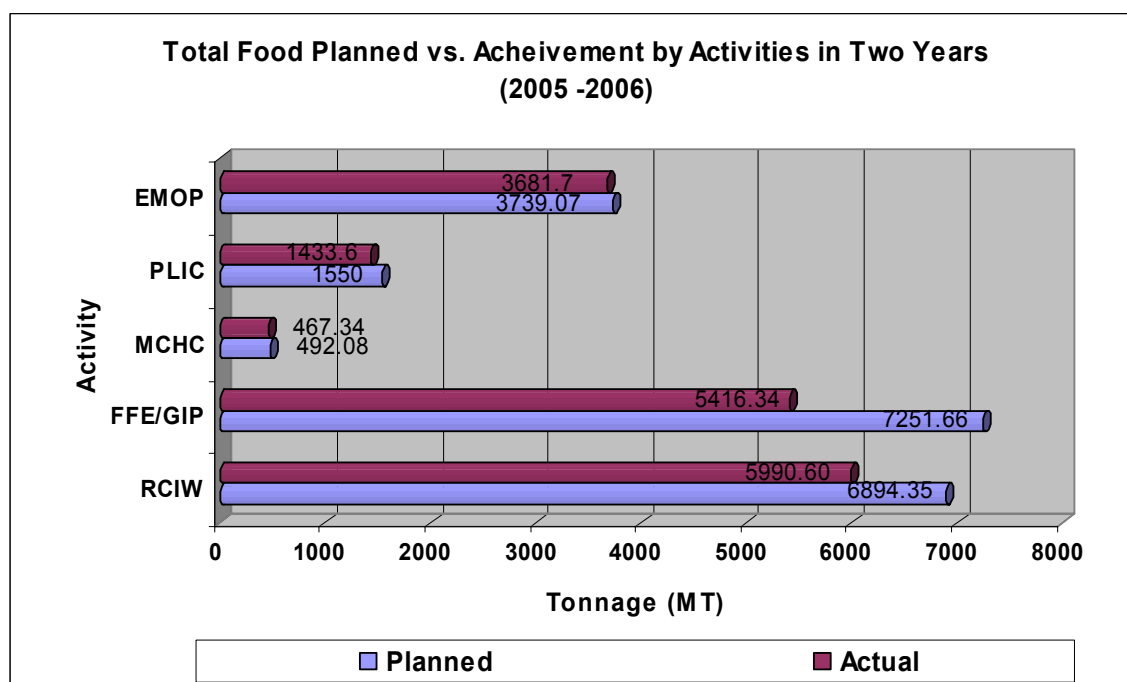
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Attachment 2: Achievements⁸⁴

The overall achievement of the programme were said to be:

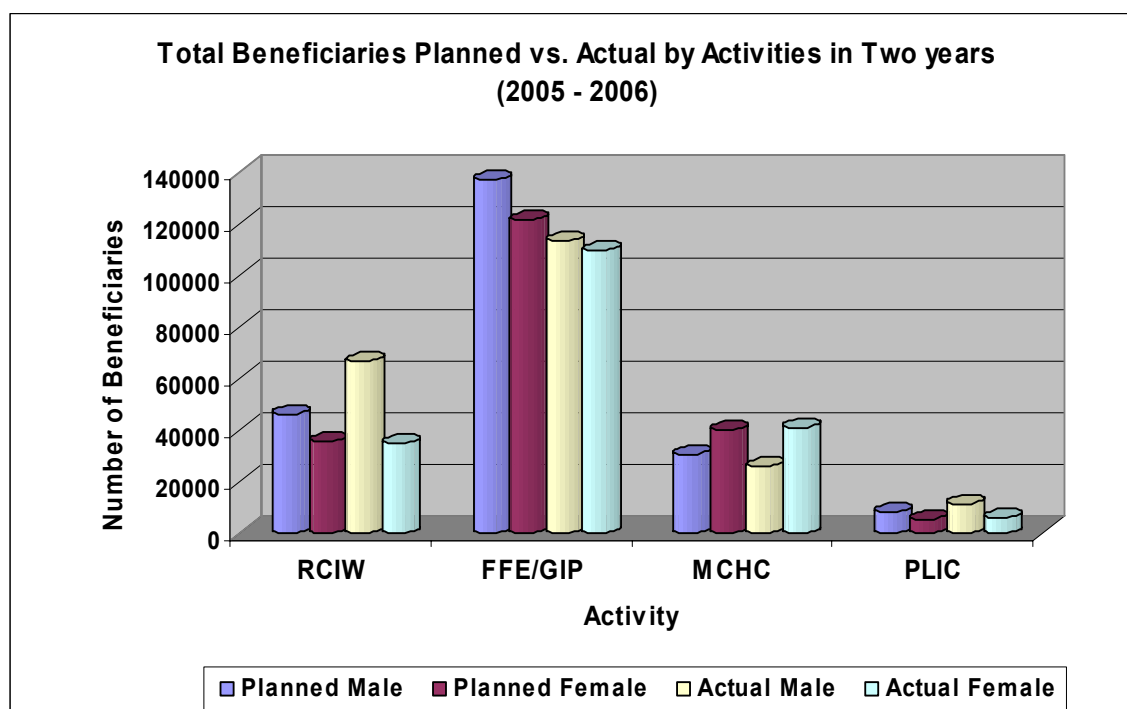
- generated seasonal employment at community level;
- decreased seasonal migration rate;
- improved self-help capacity of community members;
- linked rural areas to highway;
- helped to create productive/community assets;
- created studying environment in school;
- increased girls enrolment in the schools;
- strengthened the capacity of VDC level outreach clinics (ORCs)
- Women's empowerment through PLA classes and formation of group organizations

The two figures below shows the total food distribution planned and achieved and the total number of beneficiaries planned and achieved last two years i.e. 2005 and 2006:



Source: WFP presentation

⁸⁴ This overview of some major results of the programme is based on a presentation given to the team by WFP Nepal in Kathmandu in March 2007.



Source: WFP presentation

Going through the different programme components and their achievements, no doubt the programme has been significant:

MCHC - Of the planned 64,000 pregnant and lactating women and children (6 – 36 months) 40,595 (63%) received take home rations of Nutrimix. To get 40 female MCHC Committee members in leadership position was planned and by 2006 53 (133%) were in place. It was planned for 90 health staff to participate in training related to MCHC and nutrition. The result is that 98 (109%) has been trained. 97% of the targeted pregnant and lactating women developed the habit to visit the health facilities and to take de-worming tablets.

The project had substantial impact in the communities. Anaemia among 6 – 36 month old children was reduced from 66 to 48%, while anaemia among pregnant and lactating women was reduced from 51 to 31.6%. The children under 5 suffering from underweight were reduced from 51 to 36%.

In **FFE** the plan was to serve a midday hot meal for 450,000, while 466,398 (104%) received it. 468,000 school children were targeted to be provided with de-worming tablets and 519,120 (111%) received it. 144,300 girls were targeted to receive take-home rations and 133,674 (93%) received it.

Due to these activities the average number of girls enrolled per surveyed school increased by 53%, while the average boys' enrolment increased by 8%. The attendance rate for girls was increased by 27%.

RCIW - Many of the development projects in this part of the world view an expansion of the rural road network as a major precondition for development. The benefits gained out of the road by the community included lower import prices, improved market access, health centres and schools. After visiting the communities in the WFP vehicle and discussing with the road users it became apparent that communication is a huge challenge. Local roads constructed

using the "Green Road" approach do provide extra food (rice) 4 to 6 months per year for those working on the road. And there seems to be means of transportation available (especially tractor and small trucks) as soon as there is a pliable road. It appeared to the team that area closer to transport facilities was more prosperous than remoter areas which in turn showed the impact of improved access. This could be seen in the way people were using their lands (more vegetable production), the number of people taking up community leadership roles and/or establishing small shops or tea stalls.

Of the 440 kilometres planned rural road construction, 564 kilometres (128%) was achieved. 720 hectares of land planned for implementation of flood control measures and 346 hectares (48%) was achieved. 1,800 hectares of land was planned for developing irrigation schemes and 1,376 (76%) was achieved. 5 micro projects per district per year have been the plan and 20 (altogether in 20 districts 400) was achieved.

Through the efforts of the programme the transportation cost has been reduced by 30 to 80%. Along the pliable sections of the completed roads the price of commodities has been reduced by 30 to 80%.

Attachment 3: Bibliography

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Attachment 4: Interviews overview

Date	Organisation	Persons Met	Place of Interaction
March 9, 2007 & March 21, 2007	Royal Norwegian Embassy	Ms. Margaret Myklebust, Second Secretary Mr. Kikkan Haugen, Deputy Head of Mission (21.04.07) Mr. Einar Rystad, Advisor, MFA Oslo (21.04.07)	Embassy, Pulchowk
March 9, 2007	Ministry of Local Development (MLD)	Mr. Gangadhar Awasthi, Joint Secretary Mr. Mukuda Raj “Prakash” Ghimeri Programme Officer	Shri Bhawan, Pulchowk
March 9, 2007 and March 20, 2007	World Food Programme (WFP)	Mr. Richard F. Ragan, Country Representative Ms. Dominique Isabelle Hyde, Deputy Country Director Mr. Willem Thuring, Country Programme Manager Mr. Leela Raj Upadhyay, Country Programme Coordinator Mr. Bijaya B. Amatya, Head of Sub-Office Kathmandu Mr. Tony Randall, Logistics Officer	WFP Country Office, Chakkupath
March 11, 2007	Ministry of Education and Sports (MoES)	Mr. Laba Prasad Tripathi Joint Secretary/ Spokes Person for the Ministry	Kesar Mahal, Tridevi Margh
March 11, 2007	School Feeding Programme	Mr. Kedar Chandra Khanal, Programme Director MoES/FFE Project Mr. Rabi Upreti, Deputy Director, GFEI	Balmandhir, FFE Project, Naxal
	Ministry of Health and Populations (MoHP)	Cancelled	Singha Durbar
March 12, 2007	Chisapani MCHC ORC, Dadabas, Agra VDC	Mr. Deepak Shangtang, Storekeeper Mr. Pahalman Thing, Committee Member Ms. Suntali Maya Gurung, FCHV	Chisapani MCHC ORC, Makwanpur
March 12, 2007	Chisapani MCHC ORC, Dadabas, Agra VDC, Interaction with beneficiaries	Ms. Laxmi Tamang Ms. Kanchi Lama Ms. Nabina Gurung Ms. Janaki Gurung Ms. Kanchi Gurung Ms. Bimala Tamang Ms. Anupa Tamang Ms. Kanchi Tamang Ms. Bishnew Tamang Ms. Ram Kumari Tamang	Chisapani MCHC ORC, Makwanpur
March 13, 2007	Bal Kumari Primary School, Daman - 7	Mr. Indra Bahadur Bal, SMC Member Ms. Thuma Maya Bal, SMC Advisor Ms. Anju Dahal, Teacher	Bal Kumari Primary School, Makwanpur
March 13, 2007	FFE Unit Food Warehouse	Mr. Buddhi Pokhrel, Food Distributor Mr. Kapil Mani Paudel, Field Supervisor Mr. Baudh Nath Kaini, FFE Unit Chief	FFE EDP, Hetauda, Makwanpur
March 14, 2007	RCIW UC and Beneficiaries at Rupachuri,	Mr. Raj Kumar Muktan, CFUG Chairperson, Road UC Member Mr. Makar Lal Rumba, Chairperson Road	RCIW programme in Makwapur

	Manahari VDC	UC Mr. Krishna B. Rumba, Road UC V Chair Mr. Santa Lal Musali, Road UC Sectary	
March 14, 2007	RCIW Women Beneficiaries at Rupachuri, Manahari VDC	Ms. Kanchi Maya Tamang Ms. Thuli Maya Tamang Ms. Sancha Tamang Ms. Kanchi Maya Prajha Ms. Thuli Maya Timba Ms. Phul Maya Muktan Ms. Kanchi Maya Muktan Ms. Ban Maya Galani Ms. Sanu Maya Ramba, chair women group	RCIW programme in Makwapur
March 14, 2007	Manahari Development Institute (MDI)	Mr. Khop Narayan Shtestha, Chairperson and Coordinator of MDI Ms. Mena Shrestha, Agriculturist	Manahari, Makwanpur
March 14, 2007	DDC Makwanpur	Mr. Amal Kiran Dhakal, LDO Mr. Bodh Nath Kaini, FFE Unit Chief Mr. Mahendra Bahadur Magar, CCDN Director Mr. Birkha Khadka, CCDN Prog. Coordinator Mr. Sunil Shrivastav, DHO Nutritionist Mr. Raju Chhetri, WFP Field Monitor Mr. Bijay Kumar Pandey, RCIW Overseer Mr. Rameswor Pandey, RCIW Engineer Mr. hem Kumar Paudel, DEO Planning Officer Mr. Manoj Kumar Yadab, RCIW Overseer	DDC Makwanpur, Hetauda
March 16, 2007	WFP Sub-Office Nepalgunj	Mr. Moti Thapa, Head Of Sub-Office Nepalgunj Ms. Chiya K Bhandari, Senior Programme Assistant	WFP Sub-Office Nepalgunj
March 17, 2007	Marke-Rampur Rural Road	Mr. Note Bahadur Budhathoki, Chairperson RCIW Road (Rampur Section) Mr. Gynandra KC, secretary UC Ms. Nani Singh Thapa, Group Leader Mr. Bhudiman KC, Supevisor Mr. Kul Bh. Rayley, group leader Ms. Durga Nepali, UC Member Mr. Purna Bh. Satyal, group leader Mr. Bal Bh. Nepali, UC Member Mr. Dev Khatri, grop leader Mr. Lok Bh. Oli, group leader Mr. Deepak Panthi, GTZ DPO Mr. Ajay Kumar Shah, RCIW Overseer	Jugane, Salyan
March 17, 2007	Marke-Rampur Rural Road Interaction with Women workers	Ms. Durmati Nepali Ms. Raj Kumari Kaur Ms. Tegi Pun Ms. Musar Garti Ms. Sitali Garti Ms. Situ Kaur Ms. Rupa Bhanda Ms. Deukali Pun Ms. Durgi Dangi Ms. Sangita Kaur	Jugane, Salyan

March 17, 2007	Political parties and Maoist	Mr. Karna Bahadur Budathoki, CPN (Maoist) District In Charge Mr. Bhola KC, CPN (UML) District In charge Mr. Dev Bh. Rana, Teacher	Hotel Milan, Salyan Khalanga
March 17, 2007	RCIW Stakeholders of Salyan	Mr. Deepak Panthi, GTZ DPO Mr. Ajay Kumar Shah, RCIW Overseer Mr. Dron Shankar Khanal, DPSU Sub-Overseer Mr. Nirajan Gurnaita, DPSU Unit Chief Mr. Basudev Adhikari, DPSU Accountant Mr. Amrit B. Kumal, DPSU Assist Storekeeper Mr. Pradeep Devkota, DPSU Storekeeper	LDO, Salyan Khalanga
March 17, 2007	Social Mobilisation NGO	Mr. Durga Pun, Joint Programme Coordinator Mr. Oje Budathoki, Accountant Mr. Chandra Narayan Yadhav, TA Engineer Team (BDO)	PASS/PARD NGO office Salyan, Khalanga
March 18, 2007	Shree Shiva Primary School	Mr. Hari B. Shah, SMC Member Mr. Birbal Shah, SMC Chair, FMC Member Mr. Krishna B. Basnet, FMC Chair Mr. Sahadev Hamal, FMC Member Mr. Halal Battarai, SMC Member Mr. Mahavir Bhandari, SMC Member Mr. Nar Bh. Hamal, guardian Mr. Mohan Lal Bhandari, FUG, Chair Mr. Dil Bh. Oli, Guardian Mr. Pream Bh. Hamal, guardian Mr. Top Bh. Hamal, FMC Member Mr. Ambar BK, Guardian Mr. Labdu Krishna Bhatarai, Guardian	FFE School, Dadagau, Salyan
March 18, 2007	Students	Mr. Gopal Budathoki Mr. Tilak Bahadur Bhandari Mr. Upendra Budathoki Mr. Rajendra Budathoki Mr. Khadak Shah Ms. Kiran Nepali Ms. Chet Bh. Shah Ms. Bhuma Regmi Ms. Jamuna Sarki	Shree Shiva Primary School
March 18, 2007	Parents/guardians Interaction	Mr. Ram Chandra Regmi Mr. Man Bh. Sunar Mr. Yanjo Bhudathoki Mr. Devendra Hamal Mr. Krishna Bhatarai Mr. Top Bh. Hamal Mr. Bel Bh. Giri Mr. Gauri Lal Giri Mr. Dhi Bh. Oli Mr. Nara Bh. Hamal Ms. Rupa Nepali Ms. Shashekala Nepali Ms. Har Kala Nepali	Shree Shiva Primary School

		Ms. Budhi Nepali Ms. Mala Nepali	
March 18, 2007	MCHC ORC	Mr. Basanta Shrestha, DHO Staff Mr. Gorakh B. Thapa, SHP Incharge Ms. Shanta Thapa, MCHC Storekeeper Ms. Tara BK, MCHW Mr. Krishna K. Acharya, MCHC Com. Chair Mr. Babu Ram Rawat, Secretary Ms. Prem Kumari Bhandari, Member Ms. Sharmila Pun, Member Mr. Thagu Budhathoki, V Chair Mr. prakash Chandra Bhadel, VHW Mr. Amrit B. Giri, Peon Ms. Rara Sunar, Member Ms. Kiran Kumari Bhandari, MCHC member	Marke SHP, Salyan
March 18, 2007	FFE Unit	Mr. Gopal Pokhrel, Distributor Mr. Lila B. Shtestha, Storekeeper Ms. June Singh, Computer Operator Mr. Chitra B. Bhandari, Peon Mr. Man Bh Oli, Asst. Distributor Mr. Chetra Bhandari, Support Staff Mr. Basanta Shtestha, DHO MCHC Focal Person Mr. Khageswor Gadai, DHO Mr. Tara Pati Kharel, FFE Unit Chief	FFE Unit Office, Salyan Khalanga
March 18, 2007	MCHC ORC Beneficiaries	Ms. Bishnew Rao, FCHV Ms. Sita Dhakal, beneficiary Ms. Kamala KC, beneficiary Ms. Kiran Kumari, beneficiary Ms. Kamala BK, beneficiary Ms. Srijana Budhathoki, beneficiary Ms. Gaynu Tamrakar, FCHV Ms. Chabikala Bhandari, beneficiary Ms. Mithu Sunar, health worker Ms. Kamala Budhathoki, beneficiary Ms. Dilli Basnate, beneficiary Ms. Kabita BK, beneficiary Ms. Kesari Rana, beneficiary Ms. Rewanti Pun, beneficiary Ms. Amrita KC, Volunteer Ms. Krishna Budhathoki, beneficiary Ms. Shova Udas, beneficiary Ms. Tikayshori Magar, beneficiary Ms. Shanta Thapa, beneficiary Ms. Chandra KC, beneficiary Ms. Chitra BK, FCHV	Markey Sub-health Post, Salyan Khalanga
March 19, 2007	Social Mobilisation NGO Interaction at Nepalgunj	Mr. Krishna P. Neupani, Programme Focal Person (DEPROSC – Centre) Mr. Mohan Adhikari, Programme Manager (Regional Office) Mr. Ranjan Risal, Communication Officer (Regional Office) Mr. Kapil Joshi, SAPPROS Staff	PLIC Social Mobilisation NGO, Regional Office Nepalgunj

		Mr. Ratan Kumar Sharma, SAPPROS Programme Manager (Regional Office)	
March 20, 2007	German Development Co-operation (GTZ) RCIW Programme	Mr. Bidhan C. Rajbhandari, Chief Coordinator Mr. Ramesh Shrestha, Coordinator	Meeting at Embassy, Pulchowk
March 21, 2007	United Nations Children's Fund (UNICEF)	Mr. Rajendra Shakya, PO Emergency and Field Coordinator Mr. Amir Rajbhandari, APO RO Nepalgunj Ms. Anjali Pradhan, DACAW, Gender MR. Ashok Vidhya, Monitoring	Meeting at Embassy, Pulchowk
March 20, 2007	Development Project Service Centre (DEPROC)	Mr. Pitamber Pd. Acharya, Executive Director	Meeting at Embassy, Pulchowk
March 20, 2007	Support Activities for Poor Producers of Nepal (SAPPROS)	Mr. Narendra KC, Director	Meeting at Embassy, Pulchowk
March 20, 2007	Media (Nepali political direction and development)	Mr. Yubaraj Ghimire, Editor of Samaya and News Front	ODC building, Pulckhok
March 21, 2007	CPN (Maoist)	Mr. Krishna B. Mahara, Spokesperson & Leader of the Party in the Interim house Mr. Khem Lal Devkota, CPN Maoist Legislator in the interim house	Parliamentary Party Office, Singha Durbar
March 21, 2007	National Planning Commission Secretariat (NPCS)	Mr. Gyanendra Shrestha, Programme Director, Health and Social Sector	NPC building, Singha Durbar
March 22, 2007	Donor Community WFP Funding Partners	Dr. Chnadra Shrestha, Deputy Dr. Dr. Chandra Shrestha, Deputy Infrastructure Adviser of DFID Nepal Dr. Genevieve Federspiel, Deputy Country Director, First Secretary (Development)	SDC Country Office, Jawalakhel
March 22, 2007	Royal Norwegian Embassy World Food Programme (WFP) Debriefing from the Team	Mr. Kikkan Haugen, Deputy Head of Mission Ms. Margaret Myklebust, Second Secretary Mr. Einar Rystad, Advisor, MFA Oslo Mr. Richard F. Ragan, Country Representative Ms. Dominique Isabelle Hyde, Deputy Country Director Mr. Willem Thuring, Country Programme Manager Mr. Leela Raj Upadhyay, Country Programme Coordinator	Hotel Greenwich, Lalitpur

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