Country Specific Information: Nepal U.S. Agency for International Development Office of Food for Peace

Fiscal Year 2014: FFP Request for Applications (RFA) Development Food Assistance Activities

Summary

The U.S. Agency for International Development's Office of Food for Peace (FFP) anticipates that funds will be available for up to two development food assistance activities in Nepal in fiscal year (FY) 2014. Subject to funds availability, the total anticipated funding, which includes an estimated \$15 million in USAID/Nepal resources, is up to \$70 million over a five-year period, with \$14 million available in FY 2014. Applications may include variable annual funding levels over the life of activity, but the total amount awarded will not exceed \$70 million. Due the availability of cash resources, there will be no monetization of Title II commodities for this activity. In addition, applications which address the priorities described herein, but do not include the direct distribution of food commodities will be given full consideration. A joint effort on the part of the Office of Food for Peace, the Bureau for Food Security, and USAID/Nepal, this guidance supplements and supersedes FFP's FY 2014 Request for Applications (RFA). Please use this guidance, along with the information in the RFA and attachments, in developing an application for submission.

This Community Resilience Program (CRP), which is jointly funded by FFP and USAID/Nepal, will strengthen livelihoods, improve nutritional status and increase the capacity of vulnerable households to mitigate, adapt to and recover from shocks and stresses in communities with deep poverty and high rates of malnutrition within the Center and East Hills (6 districts), Mid- Far-West Hills (11 districts) and Far-West Mountains (3 districts). Up to two awards are envisaged; a mix of international and local organizations is encouraged, and consortium approaches will be accepted. Regardless of the architecture of organizational partnerships proposed, it is imperative that applicants demonstrate adequate experience and pre-eminent technical expertise in multiple relevant sectors — including alternative livelihoods; agriculture; nutrition; water, sanitation and hygiene (WASH); adaptation to climate change; and disaster risk reduction.

The CRP will expand USAID's Feed the Future (FTF) Initiative zone of influence eastward from the West, Mid-West and Far-West regions as envisaged in the FTF Multi-Year Strategy of May 2011 http://www.feedthefuture.gov/country/nepal, while deepening interventions within the current footprint and diversifying the scope of actions overall to include a more explicit focus on building resilience by diversifying economic opportunity for the very poor, and increasing community capacities in disaster risk reduction (DRR) and adaptation to climate change.

Applying lessons learned and best practice from previous USAID experience in Nepal, the CRP will sequence, layer and integrate with actions implemented through the FTF, Global Health (GH) and Global Climate Change (GCC) initiatives, as well as those managed by USAID/Nepal's Office of Disaster Risk Reduction. Integrated food and nutrition security programming is a priority for the Government of Nepal (GON), which has acknowledged the need for additional focus in these geographic areas due to the combination of chronic food insecurity, severe poverty, alarming levels of both chronic and acute undernutrition, and increasing vulnerability to climate-related shocks. In the Center and East Hills there are comparatively fewer government and/or donor-supported programming.

The CRP will target the 20 districts of Okhaldhunga, Khotang and Udayapur, East Hills Region; Makwanpur, Sindhuli and Ramechhap, Center Hills; Dailekh, Surkhet, Jajarot, Salyan, Rukum, Rolpha, Pyuthan, Mid-West Hills; Achcham, Baitadi, Dadeldura and Doti, Far-West Hills; and Bahjang, Bajura, and Dharjula, Far-West Mountains (total combined population 4.6 million, of whom 1.6 million — or 35 percent — are living below the GON's poverty line of 87 cents per day). Fourteen of the CRP target districts are among the World Food Program's top 20 in terms of humanitarian caseload in Nepal, measured in terms of beneficiaries as a percentage of total population, from 1996 to 2012.

Resilience in Nepal

Investments to reduce household, community, and national vulnerability to climate and seismic shocks and stresses in Nepal are necessary to achieve sustainable reductions in extreme poverty and vulnerability. Yet without strategies to address "resilience deficits" that are largely independent of these shocks and stresses – such as high levels of stunting and wasting, predictable food insecurity, severe access constraints, poor governance and faltering livelihood – USAID's vision of supporting the development of a stronger, more resilient Nepal will fall short. One of the root causes of these deficits and associated chronic poverty and vulnerability, and a contributing factor to a decade of conflict, is the history of social exclusion in Nepal and the GON's struggle to keep pace with increasing demands for public services from a broader spectrum of society. Accordingly, USAID's vision for resilience in Nepal is an integrated and inclusive approach to building household, community, and government capacities to manage a wide range of shocks and stresses in ways that protect and contribute to broad-based, sustainable growth.

Much of USAID's Disaster Risk Reduction (DRR) efforts in Nepal to date have focused on mitigating the impact of a large-scale, seismic event in the Kathmandu Valley. Conversely, the bulk of USAID's development activities — including its FTF flagship, the Knowledge-based

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¹ This contrasts with resilience efforts in the Horn of Africa and Sahel where recurrent shocks and stresses are the primary drivers of deepening chronic poverty, vulnerability and resilience deficits.

Integrated Sustainable Agriculture and Nutrition, or KISAN; most of its GH Initiative program, Suaahara; and an expanding DRR portfolio focused on flood-related risks — are in the rural Hills and Terai ecological zones. This USAID "footprint" presents significant opportunities for enhancing resilience in Nepal through programmatic and policy efforts to reduce and manage risks, build adaptive capacities, and facilitate inclusive growth. The Far-West Mountain region also presents a compelling resilience challenge in terms of exposure to shocks and stresses, chronic food insecurity and other resilience deficits resulting in the continued reliance of households and communities there on external assistance.

Shocks and stresses, such as drought, floods, erratic weather and rainfall and population pressure, undoubtedly exacerbate deep and widespread poverty in rural areas of the Hills and Terai where the bulk of USAID's development efforts are concentrated. They are not yet, however, the primary drivers of deep and widespread poverty — particularly when viewed in relation to overriding development constraints such as governance challenges, and lack of access to services and markets. The same is also true of adaptive strategies, such as migration, which are best understood as responses to these and other development constraints, rather than to recurrent shocks and stresses.

Nevertheless, the concept of resilience provides a critical means through which these exacerbating factors can be taken into account and mitigated through programmatic and policy efforts. Resilience also provides a lens for understanding the socio-economic and livelihood heterogeneity that exists within and between communities as a means of ensuring that poor and very poor households with the greatest "resilience deficits" are not inadvertently excluded from development and instead strategically assisted along a sustainable pathway out of poverty and vulnerability. In addition to silent stresses, such as chronic under-nutrition, the intensity of stresses such as population pressure and climate variability are also increasing and threaten to become drivers of chronic poverty in their own right. As such, the concept of resilience also provides a means through which USAID can begin to identify and proactively address these stresses and associated shocks and lessen their future impacts.

Efforts in this regard must be context specific and take advantage of the varying opportunities available. For example, households and communities in the Hills can take advantage of opportunities to grow certain crops in the off-season monsoon periods that those in the Terai cannot and, therefore, have a comparative advantage in these value chains and in reaching associated demand markets in Nepal and India. The same is true of expanding opportunities in non-forest timber product value chains such as oil seeds, medicinal and aromatic plants, and coffee. Their production serves the dual purpose of expanding rural livelihoods while also helping to protect or restore forest lands.

One of the signature features of USAID resilience efforts elsewhere in the world is the extent to which they leverage resilient adaptations and innovations already underway — that is, the things households and communities themselves are doing to adjust positively to shocks, stresses and

constraints with the complex adaptive systems of which they are a part. The most prominent of these in the Nepal context — regardless of their socio-economic status or where in Nepal they reside — is migration, with associated remittances now accounting for 25 percent of Nepal's GDP². Migration carries with it substantial risks of exploitation, social dislocation and mortality. Nevertheless, it also affords households and communities with a livelihood source that is immune (or independent) from many of the covariate shocks, stresses and constraints associated with agriculture. This is not to suggest that migration in its varied forms is immune from all shocks, stresses and constraints. However, it is clear that migration is an adaptive and potentially resilient strategy that cannot be ignored. Accordingly, reducing the social consequences and risks associated with various forms of internal and external migration — and increasing the likelihood that those engaging in migration are more successful — may represent significant opportunities for enhancing resilience, entirely consistent in intent with the ramping up of efforts to increase on- and off-farm economic opportunities as an alternative to migration.

The combination of USAID's DRR efforts funded by the Office of Foreign Disaster Assistance (OFDA) under the auspices of the UN DRR Flagship program, agriculture-led growth efforts through the KISAN program, health and nutrition efforts through the Suaahara and Health-for-Life activities, climate-resilient agriculture and ecological resilience programming through ICCA and Hariyo Ban, and several of the Mission's democracy and governance activities collectively provide a ready-made platform for embedding resilience within existing efforts. Supporting and building on this platform, the new CRP — bringing Food-for-Peace, Climate Change Initiative and Water Directive resources together — will expand coverage of USAID/Nepal's nutrition efforts, strengthen and diversify livelihood opportunities for the very poor across the FTF zone of influence and into the central and eastern Hills, and help to facilitate the integration of multihazard DRR efforts across a significant swath of Nepal's rural Hills region.

Current Food Security Situation

Correlated to livelihoods and landholdings, poverty is the key determinant of food insecurity and poor nutrition in Nepal, where 25 percent of the population lives on less than \$1.25 per day. Despite great strides in maternal and child health and nutrition, according to the 2011 Nepal Demographic and Health Survey, 41 percent of children under 5 are stunted, and 11 percent are wasted with some areas having more than 15 percent wasting. More than 25 percent of rural Nepalis holding less than 0.2 hectares are estimated to have an inadequate diet.

To improve the resilience of households and communities, CRP partners can help mitigate the effects of the following key drivers of chronic food insecurity and increased vulnerability:

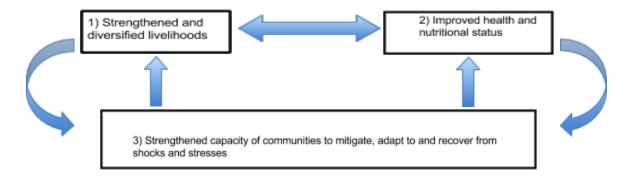
• Low growth of agriculture productivity due to limited knowledge of improved agricultural technologies, inadequate supply of quality inputs, challenges from changing

² World Bank, World Development Indicators, http://databank.worldbank.org, accessed 01/08/2014.

- climatic patterns, limited availability of irrigation, and insufficient access to markets;
- Insufficient information on changing weather patterns, resulting in poor agricultural production and/or seasonal shocks, including drought and flooding;
- High population density in proportion to available cultivable land, resulting in small household farming plots;
- Limited means to purchase productive assets and inputs, food and non-food items;
- Imbalance between women's and men's decision making, and related impact on nutritional practices, within the household;
- Marginalized populations with limited livelihoods, including female-headed households, and disadvantaged castes and ethnicities, and youth;
- A health-delivery system with limited capacity to meet community outreach challenges;
- Cultural dietary, hygiene and care practices detrimental to health and nutrition;
- High disease burden;
- Insufficient availability and access to animal-source and nutrient-dense foods;
- Poor access to improved sanitation and clean water;
- Increased male migration from rural areas, resulting in the feminization of agriculture and economic actions;
- Insufficient and poorly coordinated community-based response and mitigation planning.

Programming Priorities

The overall goal of the joint FFP-Community Development and Resilience activity is *to build resilience among targeted vulnerable populations in Nepal*. To achieve this goal, actions will be designed and implemented towards the following three objectives: 1) Strengthened and diversified livelihoods to increase economic opportunity and improve the availability of and access to a diverse, nutritious diet; 2) Improved health and nutritional status of pregnant and lactating women, children under 5 and their families, with an increased emphasis on the '1,000 day period' between pregnancy and a child's second birthday; and 3) Strengthened ability of households and communities to mitigate, adapt to and recover from the effects of shocks and stresses. The third objective both benefits from and feeds into the other two; as such it should be viewed as a cross-cutting, capacity-building objective.



The joint CRP activity is aligned with the draft Country Development Cooperation Strategy (CDCS) for USAID/Nepal, which provides the overarching strategic framework and guidance for integration of FTF investments within the Mission's entire portfolio. The CDCS outlines USAID/Nepal's integrative approach to support agriculture, economic growth, health, and nutrition, education, environment and governance. The CRP should be consistent with the CDCS Resilience Annex and support outcomes under all three of the CDCS Development Objectives (DOs), as follows: DO 1 Effective Governance and Increased Political Inclusion, IR 1.4 Service Delivery and Performance Improved; DO 2, Inclusive and Sustainable Agriculture and Natural Resource-Based Economic Growth, IR 2.1 Agriculture-Based Income Increased, IR 2.2 Small Enterprise Opportunities Expanded, and IR 2.3 Natural Resource Inputs Sustainably Managed; and DO 3, Increased Human Capital, Intermediate Result (IR) 2.2, a Healthy and Well-Nourished Population. Additionally, the CRP would support a CDCS key cross-cutting issue, Resilience/Disaster Risk Reduction (DRR).

In addition, the CRP will be informed by the contextual analyses, formative research and lessons learned from a number of past and current USAID/Nepal interventions, including but not limited to activities supported through the presidential initiatives — FTF (KISAN and the FTF Nutrition Innovation Lab for Collaborative Research on Nutrition); GH (Suaahara and Health for Life); and GCC (Hariyo Ban and the Initiative for Climate Change Adaptation) — as well as activities managed by USAID/Nepal's Office of DRR. In the case of the GHI, the CRP should at a minimum replicate the successful, evidence-based multisectoral approaches currently utilized by Suaahara and approved by the GON.

As part of a larger emphasis on social inclusion and as a means of achieved stated goals, applicants should include a strong focus on gender equality and women's empowerment, participation and targeting of disadvantaged groups, and engagement of youth throughout all phases of the activity (more information on gender can be found in the RFA).

Geographic Priorities and Beneficiary Targeting

Development challenges in the Hills region of Nepal vary within and between districts, from North to South and East to West. Not including the city of Kathmandu, more than 10 million people live in the region, the majority residing in the West and Center Hills. Access to roads, markets, and basic services is a significant constraint in the Far- and Mid-West Hills, and to a somewhat lesser degree in the Center and East. Stunting is highest in the Far-West Hills and Mountains (more than 50 percent), but also alarmingly high in the East Hills (40-49 percent), whereas levels of Global Acute Malnutrition bordering on Sphere/WHO emergency thresholds (15 percent) are found in the Center Hills (Nepal Demographic and Health Survey, 2011). This is deeply concerning given the association between wasting and mortality and believed to be largely driven by behavior and health practices. Reflecting the severity of access constraints, poverty is deepest in the Mid- and Far-West, however significant poverty gaps also exist across

the Center and East Hills (Nepal Small Area Estimates of Poverty, World Bank and Nepal Central Bureau of Statistics, 2013). There is some evidence that returning migrants are introducing improved health and sanitation behaviors as well as new livelihood strategies.

The CRP will focus on communities in 20 districts of the Center and East Hills, Mid-West and Far-West Hills, and Far-West Mountains, where depth of poverty and high levels of stunting and/or wasting provide compelling proxies for chronic vulnerability. If programmatically feasible and advantageous to the overall goals of the USAID Mission and the CRP, and if funding is sufficient, the CRP may expand to additional districts. The implementing partner or partners must coordinate closely with USAID/Nepal and other donors, as well as the GON, to effectively sequence, layer and integrate activities to maximize impact and sustainability while preventing duplication and gaps. The CRP will target the most vulnerable among food-insecure households with an integrated package of interventions to address drivers of chronic malnutrition and underlying causes of poverty in a sustainable manner, developing household and community resilience to shocks and stresses. Targeting within a given target district should be contextualized based on assessed level of needs, local capacities and existing support from the GON and other donors.

Applicants must develop a transparent selection process to target food-insecure and poor households — particularly those with greatest exposure to climatic and non-climatic hazards — with the overall aim of enabling households and communities to transition toward becoming more resilient and more food secure. In addition, applicants should propose a layering approach to household interventions that targets the same communities and households for both Essential Nutrition and Hygiene Actions (ENA +) and livelihood-related interventions, with the intent of building linkages with other donor and USAID-funded activities, as well as market-based, private-sector opportunities for sustainability.

While the primary target of the CRP should be the poor and very poor, it will be appropriate for some interventions — DRR or water sanitation and hygiene, for example — to engage the entire community. Even selected value chain interventions focused on poor members of farmer organizations can and should also engage with association members who are better off in recognition that the prospects for the poor and very poor are inextricably tied to the prospects of better-off households, be it through reciprocal obligation or employment and other opportunities linked to the value chains in which better-off households are engaged. Better-off households can also serve as valuable role models or mentors for the newer members of an association. Actions specifically focused on increasing household incomes, on the other hand, should target asset poor and more vulnerable households as a complement to the work of other USAID partners targeting those in the same communities with more assets (i.e. land).

Under the overarching rubric of resilience, the mix of actions and scope of targeting for the CRP will differ between the six districts of the East/Center Hills and the 14 districts of the Mid-/Far-West Hill and Far-West Mountains. In the East/Center, FFP will be expanding the zones of influence for both the FTF and GH Presidential Initiatives and their flagship programs, KISAN and Suaahara, respectively. In the East/Center Hills a CRP potentially will implement a full menu of actions supporting agriculture/non-agriculture livelihoods development, entrepreneurial literacy and numeracy, ENA+, climate change adaptation and DRR. The CRP will not seek to replicate KISAN's focus on economic growth through large-scale agricultural development. However findings from the Second Food Aid and Food Security Assessment (FAFSA II) published in 2013 affirmed the value of integrated programming at the community level — potentially including better-off farmers and activities focused at higher levels of the value chain —recognizing the possible benefits to poorer, more food-insecure households through multiplier effects from commercially oriented agriculture/income generation programs.

In the Mid-/Far-West, on the other hand, KISAN is present in all but the three Mountain districts CRP is targeting, and Suaahara is operational in all of the districts proposed for CRP actions. In select KISAN and/or GASP VDCs, targeted based on high depth of poverty and other objective measures of vulnerability, such as the GON's Disadvantaged Group (DAG) ratings, CRP will offer alternative livelihoods, DRR and climate change interventions to meet context-specific needs identified during joint work planning with KISAN. Within KISAN target districts where neither KISAN nor GASP are programming, CRP will offer the full menu of actions to be implemented in the East/Center Hills except for health and nutrition given Suaahara's district-wide coverage within the KISAN zone of influence.

Targeting in Nepal can be complicated and must be adapted to the nature and objectives of the specific interventions. Selection of VDCs for activity implementation should be done in close partnership with other USAID partners, other donors, district-level authorities including the District Development Council (DDC), and village-level authorities including the VDC. Identification of VDCs will require a contextualized assessment of a variety of data, including the GON's disadvantaged group (DAG) ratings for VDCs, depth of poverty, sub-regional indicators on stunting and wasting, and exposure and vulnerability to climate- and naturaldisaster-related shocks and stresses. Targeting of beneficiaries within VDCs should be made in partnership with VDC officials and community leadership, both formal and informal, through an inclusive process including representatives of disadvantaged communities. Vulnerability criteria should be tailored to the local context and draw on a range of data, possibly including but not limited to the following: quantity and quality of land holdings, livestock holdings, employment status, remittance levels, quality of housing, number of months food sufficiency, household education levels and health status, and availability of labor within household. One example of participatory, community-based targeting in Nepal is the Participatory Well-Being Ranking used to identify poor households and individuals so that poverty reduction assistance can be provided

through community forestry initiatives, including those supported by Hariyo Ban, USAID/Nepal's GCC Initiative flagship program.³

Development Approach

A focus on enhancing food and nutrition security through livelihood resilience will guide the CRP. Consistent with USAID/Nepal's core emphasis on good governance in the recently approved CDCS, implementing partners will work with and through local government and civil society institutions — helping to narrow the gap between rising public expectations and the still-limited ability of local authorities to deliver — to support inclusive problem analysis and transparent action planning linked to tangible outputs and outcomes that contribute to an increased capacity to prevent, mitigate and recover from shocks and stresses at the household and community level.

In addition to the development platform created at the district and sub-district levels by the DDCs and VDCs, implementing partners are encouraged to leverage potential coordination and planning opportunities offered by Nepal's Local Adaptation Programs of Action (LAPAs) under the National Adaptation Program of Action (NAPA). Together with their subordinate Community Adaptation Programs of Action (CAPA), LAPAs are GON-approved frameworks with demonstrated ability to inform inclusive, integrated development planning at the VDC level and below — ultimately feeding into VDC and DDC development plans — with a mandated focus on vulnerable populations and disadvantaged groups. Through the LAPA's bottom-up planning process, VDC authorities and community leaders will engage a cross-section of the community including women, youth and traditionally excluded groups to identify key vulnerabilities as well as adaptation actions needed to increase resilience among poor and vulnerable populations. In this manner the LAPA process helps build capacity for participatory good governance in alignment with the Local Self-Government Act.

Although several hundred LAPAs and CAPAs have been established in Nepal within the last five years, implementation has been largely constrained by lack of resources at the local level. CRP investments may be able to leverage VDC funds to operationalize the livelihoods component of LAPAs and CAPAs, facilitating improved budget execution for delivery of prioritized services and public assets in a wide range of sectors including agriculture, nutrition, water, DRR, forestry and micro-finance. Building on the LAPA process with a broader livelihoods perspective, implementing partners may be able to assist Village and District Development Committees better identify the impediments to inclusive development within their communities, while strengthening the design and targeting of CRP actions. Stakeholders in targeted VDCs and communities must understand the interplay of shocks, stresses and constraints that impede development and undermine their livelihood opportunities. By participating in the identification

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³ For more information see: http://awsassets.panda.org/downloads/toolkit 2 pwbr.pdf

of these impediments, they take ownership of the process, providing implementing partners with direct input on community needs and seeing the benefits of the resulting activity. Implementing partners will be required to build CAPA, LAPA and possibly VDC capacity to successfully engage in and administer this process.

Integration and Sustainability

Within the practical challenges involved with targeting more vulnerable populations and layering activity actions with the actions of other activities, the CRP aims to support effective, sustainable models that build capacity, link to markets and create an enabling environment not only adapted to the overall Nepal context but also to the unique set of challenges and opportunities present in the targeted sub-regions. Interventions should be evidence-based — drawing on data from economic modeling, market research, and household economy and nutrition analyses, among other sources — and discuss implementation in the Nepali context, taking into consideration cultural and religious practices of the target populations and the imperative for gender equity and social inclusion with a focus on youth.

Applicants should place strategic importance on sustainability during all levels of activity design, providing an overall development strategy that — in concert with other activities and investments — seeks to create self-financing and self-transferring models that will continue to spread under their own momentum both during and after the project, ideally being adopted by a significant proportion of the population, the GON and/or the private sector. To this end, a facilitation approach is strongly encouraged with the understanding that facilitation and value chain work among asset poor households will require a modified approach, including — potentially — the use of strategic, smart and time-bound subsidies and transfers.⁴

Applicants must identify linkages with local structures, institutions, and organizations including the private sector at the regional, district and village level, developing a capacity building plan — focused on both institutions and human resources — for working through and with such structures. Steps for developing a successful exit strategy include establishing a clear but flexible timeline linked to the activity funding cycle; incorporating exit plans from the beginning of activity implementation; considering an exit timetable that allows sequential graduation of communities and/or components; and implementing exit plans in a gradual, phased manner.

The impact of the CRP in Nepal is most likely to be sustained in areas where the following factors exist:

Adequate transfer to community members, groups, and service providers — public and

http://www.microlinks.org/sites/microlinks/files/resource/files/PoP Discussion Paper.pdf

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⁴ For more information see:

private — of the relevant skills and knowledge needed to generate and sustain desired outcomes;

- Empowerment of individuals, communities, and service providers to demand quality services:
- Strengthened institutional capacity of community-based organizations and health facilities, as well as improved capacity of key individuals in those organizations;
- Utilization of existing cadres of community workers, such as Female Community Health Volunteers or Agravets;
- Recognition by community members of activity actions' proven value and their visible outcomes;
- Ownership and commitment to continue actions on the part of the community, community group, or government;
- Explicit plans for resource generation when consumable supplies (e.g., immunizations, seeds, fertilizer) are needed to sustain impact.

Monitoring & Evaluation

Applicants must develop an effective monitoring and reporting system that is responsive to internal management needs, USAID's Evaluation Policy,⁵ and the reporting requirements of FFP, BFS, USAID/Nepal and the U.S. Department of State. Activity success at impact and higher-level outcome levels will be measured by the collection of baseline and final evaluation indicators. These will be collected either by awardees or by an external contractor supervised by USAID/FFP (USAID/FFP will make a determination on who should collect the data for each award). See RFA for details.

Gender Equity and Social Inclusion

Social exclusion, including but not limited to that experienced by women, is a defining feature of Nepal's political, economic and social fabric, and a central deterrent to the broad-based, inclusive development and resilience that the Mission's CDCS seeks to promote and support. The caste, ethnic or religious social group to which a household identifies has a strong association with food security. Dalits living in the Hill areas, for example, have the worst food consumption scores, whereas Brahmins living in the same areas have the best. In addition, the average food security indicator scores for Dalits and Janajatis are generally worse than the average indicator scores for any one geographical region. Applicants must design and implement a food assistance development activity with the realities of social exclusion in Nepal foremost in mind to ensure equality of access to services, assets and opportunities.⁶

Gender integration⁷ is a mandatory consideration in all USAID programming. As outlined in the

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⁵ For more information see: http://www.usaid.gov/evaluation/policy

⁶ For more information see USAID/Nepal's Gender Equity and Inclusion Assessment (2007): http://pdf.usaid.gov/pdf_docs/pnadq654.pdf

For more information see: http://www.usaid.gov/what-we-do/gender-equality-and-womens-

2012 USAID policy and programming guidance on building resilience to recurrent crisis, it is also recognized as a critical aspect of and avenue for building resilience. CRP applicants are required to explain explicitly how gender issues — such as identifying and understanding the causes of gender inequalities; differences in roles, responsibilities, and needs of men and women; and the relationships between men and women, within the same sex, and between older and younger men and women — are linked to the three dimensions of food security and how gender will be integrated into all activity elements. Likewise, applicants must articulate how activity actions will ensure equal opportunities for historically marginalized populations in Nepal's diverse society.

Applicants must recognize the pervasive additional obstacles that poor women and girls face and give serious attention to those impediments as roadblocks not only to women and girls, but also to effective national development. Opportunities exist and should take into consideration ways to engage men and boys in challenging traditional gender norms while also mitigating potentially negative impacts. Gender norms are at the center of how men and women are socialized to interact with each other; considering this relationship and the balance between them is critical to ensure equitable participation and benefits to both men, women, boys and girls. Applicants should incorporate elements that support USAID's policy on gender equality and women's empowerment when designing all activities for the proposed food assistance activity as well as include considerations of women's workload in design of activities.

Across rural Nepal, the agricultural workforce is increasingly female. Due to limited labor opportunities in many areas of the country, large numbers of males migrate in search of work — some from rural to urban areas within Nepal, others to India or countries farther abroad. Food production, including planting, and harvesting, collecting fodder and caring for livestock therefore increasingly falls on the shoulders of women as the overall supply of labor in communities decreases — an important consideration to note during activity design. (See the RFA and USAID/Nepal's CDCS and the Women's Empowerment in Agriculture Index for more on gender and food security, and gender in the Nepal context.)

Activity Linkages, Strategic Partnerships and Coordination

Beyond the linkages with USAID/Nepal's Presidential Initiatives and other activities, successful implementation of the CRP will require strategic partnerships with the GON at the central, district and local levels. Implementing partners will work with and through appropriate district-level actors and community structures, including food security, nutrition, WASH, climate adaptation, and disaster risk reduction steering committees at the district, village and community levels. Developing and maintaining these partnerships will facilitate smooth activity implementation and help build government capacity and credibility at the sub-national level.

To ensure complementarity of planning, technical expertise and monitoring the CRP should coordinate closely with other USAID/Nepal implementing partners, other donor-funded food-

empowerment/addressing-gender-programming

and-nutrition security activities, the National DRR Consortium, and key GON stakeholders including the National Planning Commission (NPC), the Ministry of Agricultural Development (MOAD), the Ministry of Health and Population (MOHP), the Ministry of Environment (MOE), the Ministry of Federal Affairs and Local Development (MOFALD), Ministry of Urban Development (MUD) as well as representative authorities at the regional, district and village level. Targeting and coordination with other food-and-nutrition security projects in the same geographic area, such as the World Bank's Global Agriculture and Food Security activity in the Mid- and Far-West, and its Golden 1,000 Days activity in the Center and East, should be done at both the national and DDC levels to ensure comprehensive and seamless coverage while avoiding duplication.

Key GON and national strategies with which the CRP should align include the Food and Nutrition Security Plan (FANUSEP) within the draft Agriculture and Development Strategy (ADS); the National Multisectoral Nutrition Plan (2013-2017), which emerged from the Nepal Health Sector Program 2010-2015 (NHSP II); the National Framework on Local Adaptation Plans of Action, still in draft form; and the National Risk Reduction Consortium's handbook on Integrated Community-Based Disaster Risk Reduction/Management. National Guidelines on Integrated Management of Acute Malnutrition (IMAM), currently under development by UNICEF, MOHP and WFP, should be consulted in designing a preventive approach to addressing the root causes of wasting as well as community-based detection and treatment in the Center and East Hills.

Programming Priorities

The CRP will benefit from the significant level of experience and formative research — starting with but not limited to lessons learned from USAID's more than five decades of partnership with the GON — relevant to the design and implementation of an integrated food security and nutrition action, with climate change adaptation and DRR as cross-cutting approaches. Successful applicants will incorporate relevant aspects of the shared knowledge, approach and analyses that helped shape KISAN, Suaahara and Hariyo Ban into this new action, as well as the experience of USAID/Nepal's pioneering Office of DRR. In addition, applicants are strongly encouraged to familiarize themselves with the recommendations and lessons learned reflected in the second Food and Food Security Assessment (FAFSA II) of July 2013⁸ as well as the ongoing work in Nepal of the FTF Innovation Lab for Collaborative Research on Nutrition.

Illustrative Actions

Applicants should draw from the following menu of illustrative actions — guided by best practice, key principles and policy guidance — as options to address resilience gaps

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⁸ For more information see: http://www.usaid.gov/sites/default/files/documents/1866/FAFSA-2%20Full%20Report_July2013.pdf

identified through inclusive, participatory processes at the district and sub-district levels. While sometimes targeting entire communities, these actions will prioritize the needs of disadvantaged groups and community members who are typically excluded from the development dialogue. Applicants are encouraged to include appropriate behavior change methodologies to achieve results in these areas,

- O Agriculture: Improved agricultural productivity is essential to decrease food insecurity and hunger and is critical factor for increasing household incomes and reducing poverty. In KISAN districts the CRP will complement and deepen ongoing efforts to achieve increased agricultural productivity, targeting highly vulnerable households and communities not already benefiting from KISAN investments. In non-KISAN districts, actions consistent with best practice will be designed to respond to the specific opportunities and constraints of underserved vulnerable communities, addressing issues including the lack of irrigation and inadequate management of water resources (including response to changing rainfall patterns), limited access to improved or high-quality seeds, variable access to productive inputs, inadequate knowledge of crop management techniques, weak market linkages and inadequate market access by farmers, absence of GON or private extension and support services, and low human capital and organizational capacity. Actions must address these constraints in a manner that includes women, youth, and disadvantaged groups landless households among them.
 - Organization and capacity strengthening of producers: Reaching smallholders through formal and informal producer groups has proven to be a cost-effective method for project delivery and presents a growth opportunity for organizations able and willing to improve and expand into processing or other income-generating actions. The CRP should target the most vulnerable smallholders in food-insecure VDCs for actions that emphasize good governance, strengthen human capacity, train extensively in improved production practices, and link with existing technical, extension, and market actors for sustainability.
 - Farmer Groups/Cooperatives: USAID/Nepal's Smallholder Irrigation
 Market Initiative (SIMI) and Education for Income Generation (EIG)
 activities demonstrated the effectiveness of forming and supporting farmer
 groups to maximize information flow, input and output market power,
 increase economy of scale by aggregation of smallholder products,
 improve local governance, and facilitate access to public resources.
 - Crop Selection through Market Planning Committees and Collection
 Centers: Selected in coordination with market planning committees,
 income-generating vegetables with potential for off-season cultivation that
 can also improve household nutrition offer opportunities for land-poor and
 otherwise vulnerable farmers. This effort can be enhanced by promoting

improved varieties with shorter maturities or greater tolerance to drought, heat, or cold. Additional criteria should include community cultural practices, agro-climatic conditions, and local supply and demand as well as behavior change methodologies that result in improved household consumption of nutritious foods.. The SIMI, EIG and Nepal Economic Agriculture and Trade (NEAT) activities established collection centers within walking distance of farmer groups where producers can more easily sell their products at fair prices. Collection centers are managed by Marketing and Planning Committees (MPC), which contact traders who purchase vegetables wholesale and transport them to markets. MPCs can also provide price information to farmers and develop linkages with input suppliers.

- Demonstration Plots and Lead Farmers: These can be established to help smallholder groups field-test improved staples (e.g. rice, lentils and cowpea, maize, wheat) and vegetables with less risk. Improved agronomic practices land preparation including conservation tillage methods, seed spacing, depth and timing, fertilization with manure and inorganic fertilizer, weeding, pest management, harvesting, and post-harvest handling can be compared and evaluated for cost and returns as well as crop quality for traditional and improved varieties. The Nepal Flood Recovery Program (NFRP), EIG, and Nepal Economic Agriculture and Trade (NEAT) program developed model, or "lead" farmers through field training on and modeling of improved agricultural practices. Improved agriculture technology, pest control, and post-harvest storage techniques including drying and storage of fruits and vegetables have helped farmers to increase agricultural production and intensity.
- Value-added Processing: Demonstration plot actions may be expanded to include solar and other low-cost technology for appropriate drying techniques for vegetables and fruits. Local markets for value-added products should also be explored, such as complementary foods based on maize and wheat flour or starch as an industrial input for glues or paper finishing.
- Irrigation and Water Usage and Management: SIMI showed the effectiveness of developing local manufacturing and dealer networks for irrigation and water storage technologies (e.g. micro irrigation, drip irrigation systems, treadle pumps, multiple-use water systems, micro sprinklers). Cash for work/ or cash for assets (temporary/seasonal employment) targeting most poor/very poor farmers for labor during the lean season, can be used to rehabilitate and maintain, or establish new small-scale surface irrigation infrastructure. It will be important to

- consider the impact of actions on women's workloads and their ability to feed and care for their children; additional complications with surface water irrigation include upstream water user rights, concentrated monsoons 82 percent of annual river flows occur from June to November due to monsoon rains and snow melt from the mountains and the role of the Ministry of Industry (MOI) and DDCs in watershed and irrigation infrastructure management.
- Natural Resource Conservation Agriculture: SIMI demonstrated that use of organic liquid fertilizers and application of livestock manure combined with crop rotation using leguminous plants can increase productivity and improve soil structure. In addition, the use of conservation tillage systems adapted by the Cereal Systems Initiative for South Asia (CSISA) in Nepal can significantly improve soil structure and reduce erosion while minimizing inputs such as labor and pesticides. At Integrated Pest Management (IPM) Innovation Lab sites, farmers are also using bio fertilizers available in the local market to increase yields and have replaced pesticides with natural materials such as chilies and pheromone traps.
- Information and Communication Technology: Multiple projects have demonstrated the effectiveness of creative use of media and information communication technology. An independent survey after the conclusion of the Asian Development Bank (ADB)-funded Commercial Agriculture Development Program (CADP), implemented in 11 districts of the Eastern Region until 2011, showed that radio and SMS were the most effective tools for messaging with farmers.
- Seed multiplication: Consistent with the GON's proposed approach for priority input supply under the ADS, the CRP could provide vouchers to poorer farmers for the purchase of two to three seasons of improved seeds and fertilizer. Other interventions to increase access without distorting markets or under-cutting other market-oriented donor initiatives may be explored.
- Climate-smart crop demonstration sites: Using conservation agriculture techniques, these can support low-risk testing of crop varieties, tools, technologies and production methods for adaptability in varying agroclimatic environments and for responses to early or late season maturity; tolerance to heat, drought, and water submersion; and pest resistance. This includes drought- and flood-resistant seeds, smart-use drip irrigation, rainwater harvesting, riverbed farming, solar-powered water pumps, multiuse water systems, integrated pest management, and use of biogas slurry for organic fertilizer. Seeds can be obtained from the Nepal Agricultural

- Research Council (NARC), CIMMYT (International Maize and Wheat Improvement Center), International Rice Research Institute (IRRI), Asian Vegetable Research and Development Center, or other research institutes. In addition to sustainability, the focus for this activity would be evaluation: Results should be shared with NARC and other interested project implementers.
- Post-harvest handling: Improving on and off-farm post-harvest handling techniques of specific crops to decrease post-harvest losses and increase value addition should be explored. Support for small-scale, community-based store houses possibly constructed through a cash/voucher for work, or matching funds and owned by farmers groups or cooperatives is an option. New storage technologies should also be considered, if consistent with longer-term sustainability vision.
- Animal ownership, care and forage: Livestock, an effective way to support land-poor farming households, can be combined with crop farming to increase household production diversity and provide a buffer to shocks. Resilience is enhanced when households have the option to sell some of their livestock to raise cash in response to an internal household or external shock. Livestock products — eggs, milk, and meat — are income-generating items and can increase intake of protein-rich animalsource foods. Behavior change methodologies can be considered to increase household consumption of these products particularly focusing on pregnant and lactating women and children between six and 23 months. Also, livestock manure is a productive supplement for costly inorganic fertilizer. All livestock actions should be complemented with training in feeding, animal health, hygiene and sanitation, and reproduction. Vouchers for purchase of dual-purpose poultry (suitable for range or confined feeding) or native poultry breeds, goats, sheep, and pigs, as well as for provision of veterinary services and animal medicines, should be explored. Training of community-based animal health workers, with support to establish their microenterprises, should be explored.
- O Alternative Livelihoods: Off-farm livelihood opportunities can help improve household resilience by providing additional income that can be used to purchase productive assets, provide alternatives to or improve the outcomes of seasonal migration, or increase savings. This is particularly true when alternative, off-farm livelihood opportunities include those that are not subject to the same shocks and stresses associated with on-farm livelihoods. As an analytic and programmatic principle, applicants should take as a starting point potentially scalable alternative, off-farm livelihoods in which households are already engaged and determine the

extent to which these offer viable opportunities if strategically supported. These actions will be designed for all members of the community — including both those who are "stepping out" into off-farm opportunities to complement on-farm livelihoods, as well as those who are "moving out" or have "moved out" of onfarm livelihoods. Among the latter, there should be an explicit emphasis on landless households, poorer female-headed households, members of disadvantaged castes, or others who cannot take advantage of on-farm opportunities. Tailored capacity strengthening, and perhaps vocational training, will be required for these participants. All skills development must be demand driven, based on an understanding of skills required to succeed in local and other labor markets. A life-skills approach — in which the training package aims to build practical skills, confidence, self-esteem, and a narrow set of incomegenerating skills among these socially marginalized participants — may be appropriate.

- Entrepreneurial literacy and vocational training with job placement: If designed with a clear, evidence-based understanding of demand markets and opportunities, these actions can increase access to off-farm jobs, diversifying incomes and improving household resilience by providing skills to run small-scale enterprises, access public services and participate in the formal economy. Applying a resilience lens, this component could include training for masons and construction workers on how to build more earthquake-resistant structures or teaching community road maintenance workers how to minimize roadbed erosion. In addition, broader vocational training based on services in demand and linked to job placement in local communities may be provided. To be informed by recently completed EIG program and coordinated closely with new business literacy component of KISAN and WB actions.
- Support for and promoting broad-based participation in village/group savings and loans: This can help families cope with crises, maintain consistent consumption without selling productive assets, and have resources to invest in productive actions. To promote sustainability, group savings members can be trained in fund development, recordkeeping, and financial skills, seeking to graduate groups quickly while still providing technical assistance. This action could be further enhanced if it were linked to the vocational training and literacy activities described above.
- Community Forest User Groups (CFUGs): The CRP can help ensure equitable distribution of benefits from CFUGs, which can potentially provide raw material for new market-oriented livelihoods, to women, youth and marginalized groups.
- Cash for Work or Assets: Temporary/seasonal employment may be used to

improve market infrastructure, such as building or expanding market collection centers, maintaining or rehabilitating market feeder roads and drainage canals, constructing water catchment ponds and dams, or building seed/grain store houses. With food-for-work or -assets actions, use of locally or regionally produced "smart-food" products, such as a wheat-soy blend manufactured in Nepal to international standards, is an option.

- O Health and Nutrition: Actions under the CRP in the East and Center Hills regions should at a minimum replicate the evidence-based model pioneered by USAID/Nepal's Suaahara and approved by the GON, as well as the GON's recently launched Multi-Sectoral Nutrition Plan and updated maternal undernutrition and Infant and Young Child Feeding (IYCF) strategies. In the Mid- and Far-West Hills and Far-West Mountains, actions in this area will be limited to gaps for most vulnerable members of the population in communities targeted by CRP that Suaahara is not covering or on approaches that are not covered by Suaahara. Key principles and approaches, and model actions of Suaahara to be replicated include the following:
 - Preventive 1,000-days Approach: Any action seeking to reduce chronic malnutrition should target all women of reproductive age, particularly pregnant and lactating women, adolescent girls, and children under 2 through a preventive approach that includes all members of a vulnerable target population. (See RFA for additional information.)
 - Community-based Programming: Physical and economic access to quality nutrition services is limited in Nepal, especially for the poor in rural, hardto-reach communities. Improving services at health facilities is not sufficient to ensure that the most vulnerable populations receive the nutrition services that they need.
 - East Hill districts should at a minimum use the SBCC tools, materials and approaches developed through formative research under Suaahara, and adopted as official tools by the MOHP, adapting messages and materials to district-level norms and barriers that take into consideration variations across caste/ethnicity, religion, and geography. The CRP will need to identify high-impact achievable behaviors on which to focus, following guidance in the RFA. In designing SBCC activities, consideration should be given to gender and age roles with respect to decision-making in infant and child feeding and care.
 - Essential Nutrition Actions (ENA): This framework forms the foundation of Suaahara's technical approach, incorporating Essential Health Actions

- (EHA) along with promotion of child spacing and family planning and actions to discourage smoking among women (see USAID Technical Reference Manual for Nutrition, 2006). The resulting "ENA+" framework, which should guide the CRP's nutrition efforts in Central and East Hills, is promoted through the six critical life cycle contact points: pregnancy, delivery, postnatal and family planning, well-child visits including immunization and Growth Monitoring and Promotion (GMP), and caring for the sick child.
- Essential Hygiene Actions (EHA): The EHA framework is promoted through adherence to the Ministry of Urban Development's National Hygiene and Sanitation Master Plan, which follows the community-led total sanitation approach to build Open Defecation Free village administration units and districts. This approach is organized through District and Village Water Sanitation and Hygiene Coordination Committees and closely coordinated with nutrition actions, especially at the household level. The CRP will support Suaahara's EHA efforts in the West and expand coverage in Center and East Hill districts.
- Homestead food production: For actions to promote improved dietary diversity, the Action Against Malnutrition through Agriculture (AAMA) program, which introduced to Nepal an integrated model of home production of nutritious foods, including small livestock, linked with health and nutrition education, is an ideal model. The GON favors the action as a sustainable approach that promotes locally produced food; Suaahara and KISAN are both implementing versions of the action modified based on lessons learned.
- Micronutrient supplementation: Applicants should seek to link program participants to government or international donor interventions, as available and appropriate. As vitamin A supplementation in Nepal has very high coverage, for example, the role of a CRP would be to help mobilize communities and promote existing actions; other opportunities exist for linkages to GON iron and folic acid supplementation actions for pregnant and lactating women, and adolescent girls. Coordination with UNICEF and the GON on a pilot action for multiple micronutrient supplements (sprinkles), scaling up from 15 to all 75 districts by 2017, will be important to ensure access for traditionally excluded groups.
- Supplementary Feeding: In food-insecure environments with high
 prevalence of child malnutrition, preventive food aid rations can be an
 effective complement to preventive maternal and child health and nutrition
 (MCHN) programming. The GON and civil society are strong proponents
 of enhancing diets through locally produced foods. If a ration is beneficial

and appropriate, its relationship to health, nutrition, and SBCC services must be highlighted and carefully communicated to partners to ensure proper implementation. It is important to target disadvantaged and more vulnerable groups at the community-level for supplementary feeding who do not normally access MCHN services at both the facility and community levels. The following three core services would be central to any approach:

- Preventive and curative health and nutrition services for children and women, according to national protocols;
- SBCC, generally through community-level participation in MCHN-focused actions;
- Food rations for the individual woman and child, conditional on participation in MCHN services. This should include fortified blended foods, such as corn-soy blend plus (CSB+) or a nutritionally dense, locally procured/produced product (optimal option), for children 6-23 months of age as well as pregnant or lactating women.
- Improved hygiene and sanitation status of households and communities:
 Close coordination with other donors and the GON is required, and linkages with private sector for local market solutions should be explored.
- Water treatment, storage, and handling: FFP actions to help households improve water treatment and ensure safe storage and handling of water can be instrumental in reducing household exposure to dangerous pathogens and promoting child health and growth.
 - Sanitation/safe disposal of feces: The intervention will work with District and Village Water and Sanitation Hygiene Coordination communities to improve household-level access to improved latrines (water seal) and promote safe hygiene practices, including safe disposal of feces, handwashing and keeping children away from animal feces. Suaahara has used as a model Nepal's successful Community-Led Total Sanitation (CLTS) to improve access to and use of latrines. Applicants should also consider issues around contamination of the homestead environment by animals when considering small livestock promotion activities.

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 Promotion of hygiene practices: Although handwashing stations are reported to be almost universally available, evidence shows that handwashing practices are inadequate in most households.
 Working primarily with Female Community Health Volunteers (FCHVs), or a similar cadre of community workers social

- mobilizers; village water, sanitation and hygiene committees; and water and sanitation facilitators, actions will promote handwashing with soap at key times to prevent infection and illness in families, and will support food hygiene particularly safe food preparation, feeding, and storage which also prevents contamination and illness. Actions should also coordinate with schools at local levels to promote the EHA.
- development committee nationwide, including very remote communities, FCHVs are highly motivated and provide a wide array of services. Their nutrition knowledge and training is limited, however. The CRP should strengthen FCHV capacity to promote and demonstrate the Essential Nutrition and Hygiene Actions, and engage in better growth monitoring, counseling, group facilitation, community mobilization, and referral; provide supportive supervision and mentorship; and support quality improvement to improve access to nutrition and hygiene services in even the most remote communities. The FCHV cadre has been instrumental in improving the health status of Nepalis for over 25 years and is considered an integral part of the MOHP system; the CRP should not create or utilize new cadres of community workers, but instead leverage the existing resources of FCHVs.
- Strengthen community-level service provision for pregnant and lactating women, children under 5 and their families with an increased emphasis on the '1,000 day period' between pregnancy and a child's second birthday: With high rates of childhood illness and malnutrition, families need a trusted and accessible community resource to provide appropriate preventive and curative care. A CRP can improve coverage and quality by supporting services at the community level, building on existing actions and structures such as FCHVs, mothers groups and auxiliary health staff to promote and demonstrate ENA+ and engage in better nutrition counseling, growth promotion, and education to households at the community level. The CRP should focus efforts on providing training, coaching, mentorship, and supportive supervision of existing community-based personnel and outreach clinics. These efforts should include training on how and when to wash hands, what to cook and how to cook it, lactation management, meal/porridge preparation, etc. Actions should develop innovative, community-based platforms as demonstrated in the Suaahara districts that reach all segments, including the most vulnerable and marginalized community members. CRP should explore opportunities to expand the reach of the GON and UNICEF initiative on The Integrated Management

of Acute Malnutrition, including Infants (IMAM, I), and to support operationalization of national guidelines CMAM currently under development by MOHP, WFP and UNICEF.

- O Adaptation, Risk Reduction and Management: This is a cross-cutting objective for the CRP, undergirding the rest of the action. Applicants must propose a plan to build capacity for households, communities and local authorities in the areas of natural resource management, climate change adaptation, disaster risk management and conflict mitigation, connecting inclusive, participatory, community-driven processes to relevant district and regional initiatives and institutions.
 - Strengthening local early warning systems: For quick-onset disasters like floods, end-to-end early warning systems can be very effective at reducing human and economic losses. In high-risk communities, as part of integrated community-based programming, the CRP could support underfunded components of Local Disaster Risk Management Plans (LDRMPs) strengthening local government and community capacity to identify, assess, monitor and respond to disaster risks⁹; develop/expand flood and drought early warning systems; identify safe evacuation routes and places; and carry out regular evacuation drills. Improved weather forecasting can help farmers better anticipate and plan for changes in seasonal rainfall, for example that directly affect crop productivity. Coordination will be required with USAID's Office of Foreign Disaster Assistance (OFDA), which provides early-warning support for the GON, and the Nepal Food Security Monitoring System (NeKSAP), which has monitors in 72 of 75 districts nationwide.
 - Integrating disaster risk mitigation into climate adaptation efforts: Where they exist, LDRMPs typically focus on response, rather than mitigation, and are rarely integrated with LAPAs or CAPAs at the VDC and municipality levels. The CRP can help establish and operationalize LDRMPs, integrating them with LAPAs or CAPAs and leveraging VDC block grants where possible through livelihoods-related FFW or FFA actions to establish, maintain, and/or improve community assets such as drainage canals, and water catchment ponds and dams, or to support reforestation actions. The CRP could also work to better integrate disaster response planning with mitigation and adaptation actions for climatic and non-climatic hazards, with a focus on hazards that impact livelihoods and for which a greater proportion of the targeted population is exposed.

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⁹ For more information see: http://www.adpc.net/pdrsea/pubs/curriculum-cbdrm.pdf