



United Nations
**World Food
Programme**



OCHA
Office for the
Coordination of
Humanitarian Affairs

Impact of Conflict and Priorities for Assistance



August 2007





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Executive Summary

This report has been created as part of the joint WFP/OCHA project, “Surveillance and Programme Targeting for Post-Conflict Recovery Operations,” funded by the United Nations Peace Fund for Nepal. The data presented is an initial attempt to gain better insight into the impact of the conflict on people’s livelihoods and to provide guidance in targeting peace building and recovery interventions. Information and data was collected by the WFP field-based surveillance team during a rapid assessment in April 2007 which covered 37 districts of the country.

Based on the information gathered by the WFP field surveillance team and joint WFP/OCHA analysis and map creation, this report provides information on a number of conflict-affectedness indicators, that can be utilized in different combinations or individually to help design, target and monitor recovery projects.

The terminology of ‘conflict affectedness’ or ‘conflict impact’ has been

adopted by many organisations by way of justification for the targeting of recovery programming throughout Nepal. Clearly this terminology means different things to different groups; for example agencies wishing to implement post-conflict psychosocial programmes don’t need to consider the number of destroyed bridges in a VDC; likewise, agencies interested in infrastructure damage don’t need to consider the number of people killed or displaced. What inspired this assessment was the lack of other attempts to take a holistic look at issues of conflict affectedness across multiple districts, to provide some form of prioritisation in the targeting of peace support and recovery programming in communities.

Key findings include:

- Results of the assessment show that much of rural Nepal was significantly affected by the conflict. The conflict impacted employment and trade, civil and social relations, food availability and production, access to markets, gender roles and

personal security. These in turn affected household livelihoods and food security.

- In general, districts with the most severe conflict impact are located in the Far- and Mid-Western Hills and Mountains. This area also has some of the lowest development indicators in terms of food security, accessibility, poverty and malnutrition.
- Districts in the Central and Eastern Hill Regions and some areas in the Eastern Terai have also been heavily affected by the conflict.
- From a food security and livelihood perspective, priorities for assistance include small scale irrigation schemes, drinking water schemes, training in income generation activities, and rehabilitation and (re)construction of infrastructure such as roads, bridges, VDC buildings, agricultural service centres and health posts.

1.0 Introduction

Following the popular uprising in April 2006, the country ended an eleven-year conflict with the signing of the Comprehensive Peace Agreement between the Seven Party Alliance (SPA) and the Communist Party of Nepal - Maoist (CPN-M). The conflict had devastating effects across the country with over 13,000 people killed, significant damage to critical infrastructure, reduced mobility and access to markets which affected livelihoods, and loss of government representation and services for much of the country, particularly in the Mid- and Far-Western Regions, and more recently in the Eastern Terai Region.

In order to ensure the continuation of the transition to peace, the government must begin to address these issues. The international development community also has a key role to play in supporting this critical post-conflict period as the government strives to move forward with the formation of a new govern-

ment, tackling the root causes of the conflict, and mitigating potential spoilers to the peace process.

As clear data on ‘conflict affectedness’ was not available, the WFP field-based surveillance team undertook a rapid assessment in April 2007 to attempt to qualify and quantify the impact of the conflict in 37 of the poorest districts. This involved community-based collection of conflict-related data including local perceptions of conflict intensity, the number of conflict-related deaths and injuries, and damage to critical infrastructure. Community focus group discussions (158 in total) were also conducted to gain insight into the impact of conflict on issues such as livelihoods and food security, personal security, civil and social structures, and prioritization of needs.

WFP’s Food Security Monitoring and Analysis Unit coordinated with UN-OCHA to analyze and present

the gathered information. The Nepal Development and Research Institute (NDRI) assisted in preparing the maps presented in this report.

This report is the first to be created under the joint WFP/OCHA project, “Surveillance and Programme Targeting for Post-Conflict Recovery Operations,” funded by the Peace Trust Fund.

The data presented in this study is a first attempt to gain better insight in the impact of the conflict on people’s livelihoods and to provide guidance in targeting peace building and recovery interventions. Through ongoing data collection activities by the WFP surveillance team and subsequent analysis and verification exercises more information products will be developed under the joined WFP/OCHA project in the coming months.

2.0 Objectives

The overall objective of the assessment was to gain better insight into the impact of the conflict on people's livelihoods and their food security situation. The aim was to help identify the geographical areas most in need and to provide guidance on the priority assistance required. To do so, a framework was developed for understanding conflict-affectedness which combines a series of factors that together determine the impact of the conflict on Nepal's population (see Annex II). The

outcome of this report is a tool that may be used by the GoN, the UN, and other development agencies to better target and prioritize assistance for those most in need.

Specific objectives of the study include:

- Identifying and ranking populations most affected by the conflict using a number of indicators such as affect on livelihoods, food accessibility, casualties and infrastructure damage.

- Categorizing and identifying what critical assets are most needed by vulnerable populations to promote quick recovery.
- Creating a baseline and indicators in order to help track the transition to peace.
- Developing a mapping tool that will assist those designing programmes for the most conflict-affected populations.

3.0 Methodology and Limitations

A rapid assessment on the impact of conflict was undertaken in April 2007 covering more than half of the country, including most of the poorest districts in Nepal. The assessment of conflict impact was carried out by using WFP's Food Security Monitoring and Analysis System. It involved the analysis of secondary data and information from

various sources as well as primary data collected with the help of field monitors in 37 districts and discussions and consultations at various levels.

Information on human impact of the conflict such as casualties, and the impact of the conflict on infrastructure was collected from various sources at

the district level. The area of 'effective control' and the conflict impact level assessments were interpretations based upon the field monitors' experience of working during the conflict, consultations at the district headquarters and focus group discussions conducted in communities in each district. The conflict impact level classification

was made using a method similar to Integrated Phase Classification (IPC) currently pioneered by FAO and WFP in collaboration with international NGOs – but using a set of indicators that reflect the impact of conflict on the communities. The details of the methodologies used for various aspects of the conflict impact have been described in different sections of the report and in Annex II.

The assessment is limited to the 37 districts covered by the WFP Food Security Monitoring and Analysis System as shown in the map in Annex

I. As availability of reliable quantitative data was limited, methodologies based on perceptions from the communities, stakeholders and field monitors at the district level were used in order to supplement data gaps. To counter wide disparities between perceptions, and improve consistency, triangulation and verification methods were used while processing data. It should be noted that interviewees were required to recall perception-based data over a period of 10 years. People may not accurately recall situations over this historical span of time. A stronger recollection of recent events may have more influence and as

a result bear more weight in the final results. Despite these shortcomings it is believed that the results of this rapid assessment provide valuable insights into the impact of the conflict on people's livelihoods, guidance for targeting of peace and recovery programmes as well as prioritisation of assistance. As mentioned above, further work to enhance the monitoring, analysis and mapping of vulnerability factors that may impact the peace process has commenced in collaboration with UN-OCHA under the joint project "Surveillance and Programme Targeting for Post-Conflict Recovery Operations".

4.0 Conflict Impact Classification

When trying to assess or classify the overall impact of the conflict on people's lives, multiple indicators need to be considered. For example, looking at the number of bridges damaged in a district can not provide enough insight to estimate the overall impact of the conflict on people's lives, livelihoods and food security status. This section therefore classifies the overall impact of the conflict on the population by an approach that combines the impact

of multiple indicators such as: food availability and livelihood, access to markets and various services, and the incidences of conflict including personal security, blockades and direct human impact of the conflict including human casualties. Details of the conflict impact indicators and the procedure used in its implementation are given in Annex II.

Based on consultations at district headquarters, community level focus

group discussions and the WFP field monitors' experience of working in the area during the time of the conflict, the VDCs were classified into four levels of conflict impact as follows:

- **Level 1:** Not significantly affected (there were no indications of global security problems and the livelihood impacts were minimal)
- **Level 2:** Moderately affected (the area was experienced frequent insecurity with moderate impacts

on livelihood)

- **Level 3:** Highly affected (the area was highly affected by insecurity with significant impacts on livelihood)
- **Level 4:** Severely affected (the area had an acute crisis of civil insecurity and severe impacts on livelihood)

Map 1 shows the outcome of the overall conflict impact classification. Of all VDCs covered by the assessment, almost 55% were highly to severely impacted by the conflict while 45% were moderately or not significantly affected (Figure 1).

The Far-Western Region was most severely impacted with more than three fourth of the VDCs experiencing high to severe impact, followed by the

Hills, Terai and Mountain districts (Karnali) of the Mid Western Region (with about two third of the VDCs with high to severe impact). Districts in the Central and Eastern Mountain Region and the Central Terai Regions were least impacted with only about one fourth of the VDCs experiencing high to severe impact. The impact in the Eastern Terai was comparable to that in the Mid-Western Region with almost two third of the VDCs highly to severely affected by the conflict (see Map 1 and Figure 2).

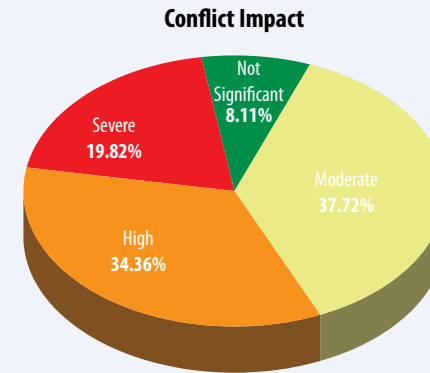


Figure 1 Overall result of conflict-affectedness at VDC level

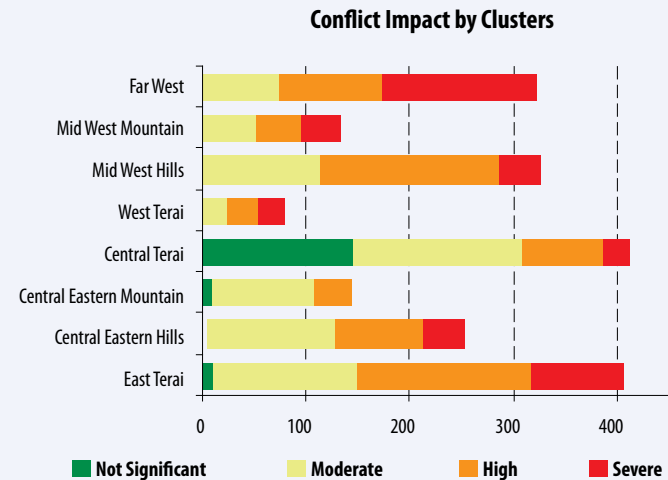
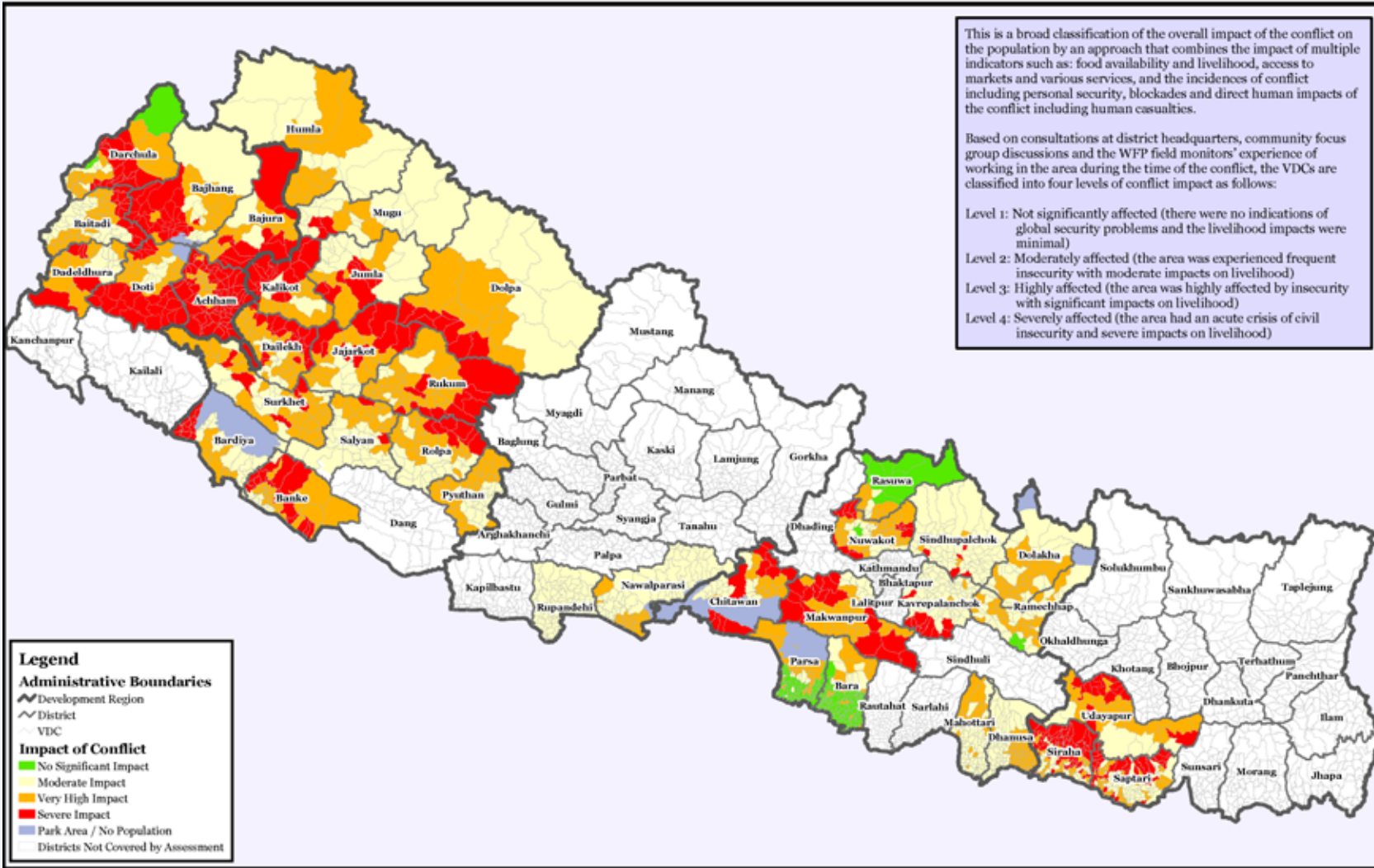


Figure 2 Conflict impact by geographic regions

Map 1: Conflict Impact Classification



5.0 Area of 'effective control' during the Conflict

This section highlights which areas were under 'effective control' by either the CPN-M or Government Security Forces during the conflict. In general, who in effect controlled the area during the conflict has significance because of the impact on the delivery of various administrative and social/livelihood services to the local people. In this assessment, the geographic areas under 'effective control' by parties to the conflict are defined as follows.

- **Under government control:** areas where the government had administrative control of the area and was able to provide basic community services.
- **Under CPN-M 'effective control':** areas where the communities were administered as per the regulations set forth by the CPN-M 'people's government'.
- **Buffer (contested area):** areas which neither the government nor the CPN-M consistently held control. They generally cover VDCs located between Government and CPN-M 'effective control'.

- **Not under any control:** areas mostly unaffected by the conflict, neither administered by the CPN-M nor by the government. They include mostly remote nearly unpopulated areas and some areas near the Indian border in the Terai.

The area of 'effective control' changed depending on the conflict dynamics, but overall it was observed that the area controlled by the CPN-M expanded over time. The area under 'effective control' in this assessment reflects a snapshot of the situation just before the ceasefire following the 'People's Movement' of April 2006.

Map 2 shows the area of 'effective control' for the 37 districts covered by the assessment. Figure 3 shows the overall situation in the districts covered, and Figure 4 shows the breakdown by different geographic regions. It is evident that much of rural Nepal was physically under CPN-M 'effective control' in early 2006. In most districts government control was limited to district headquarters. In the ar

covered, the CPN-M 'effective control' was most widespread in the Mid-Western Hills and the Far-Western region, where more than 80 percent of the VDCs were under the 'effective control' of the CPN-M. In the Central Terai and Central and Eastern Mountains the area of CPN-M 'effective control' was much less at approximately 38% of all VDCs in the survey.

The CPN-M interfered with the government's capacity administer the country, especially at the local level. Map 2 shows a clear correlation between the area under Government/CPN-M 'effective control' and the Village Development Committee (VDC) secretaries' displacement pattern. Nationwide, 68% of the VDC secretaries were displaced. In the Mid- and Far-Western Development Regions, displacement of government workers was up to 88%. Consequently, administrative functions formerly provided by VDC Secretaries, such as legal documentation of birth, death and marriage registration, land tax collection, VDC budgets and voter list management were suspended.

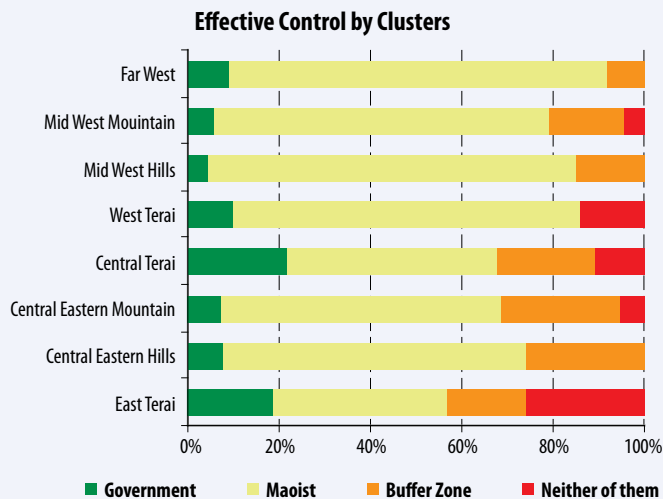


Figure 3 Overall area of control during the conflict

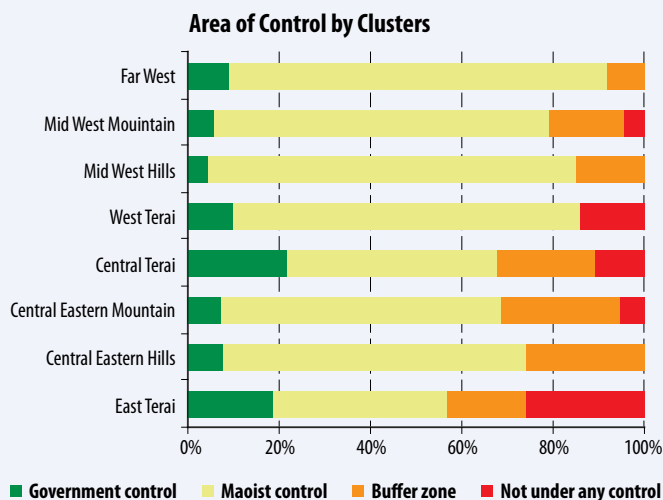
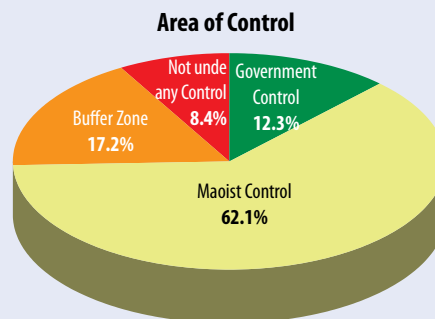
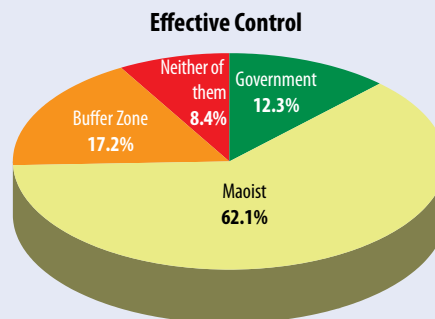


Figure 4 Area of control by geographic regions



Similarly, District Development Committees (DDCs) could not perform their key function, primarily the implementation of development projects under the auspices of government decentralization, largely because staff lacked safe and sustained access to most areas in the districts.

After the signing of the Comprehensive Peace Agreement and the subsequent inclusion of the CPN-M in the government, many of the VDC secretaries went back to their duty stations, although many still report interference in performing their full operational mandate by the CPN-M. About half of the VDC buildings were partially or totally damaged, which still hampers the capacity of the VDC secretaries to effectively conduct their work (see Map 4). Similarly, DDCs were able to resume most of their functions with the exception of activities in the southern parts of Central and Eastern Terai where increased political instability and increasing levels of violence have made it difficult to resume develop-

Map 2: Area of 'Effective Control' During Conflict

Map shows areas of influence of the Government and the CPN/M during the conflict in terms of delivery of administrative and social/livelihood services and the displacement of Village Development Committee (VDC) Secretaries, who are responsible for these services.

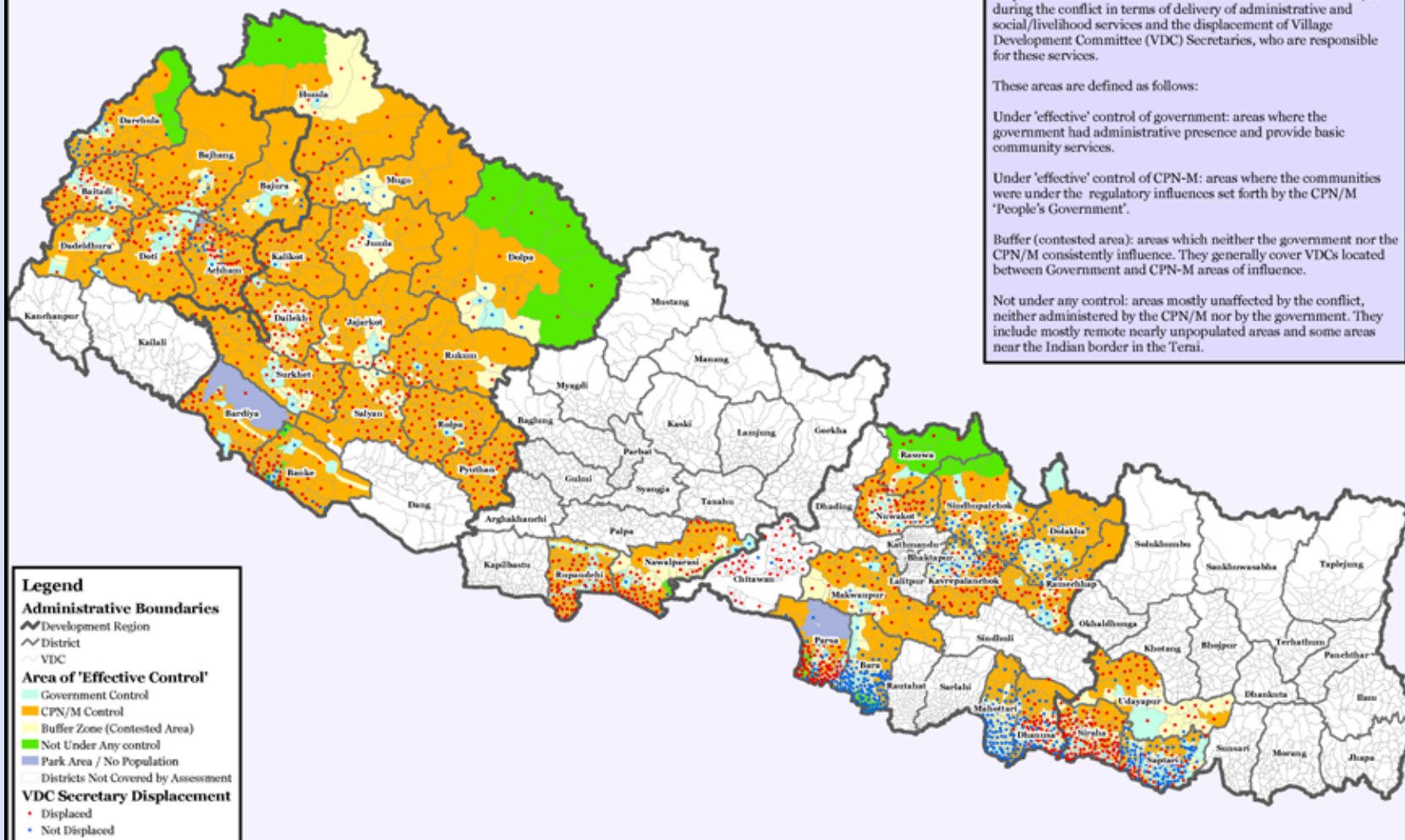
These areas are defined as follows:

Under 'effective' control of government: areas where the government had administrative presence and provide basic community services.

Under 'effective' control of CPN-M: areas where the communities were under the regulatory influences set forth by the CPN/M 'People's Government'.

Buffer (contested area): areas which neither the government nor the CPN/M consistently influence. They generally cover VDCs located between Government and CPN-M areas of influence.

Not under any control: areas mostly unaffected by the conflict, neither administered by the CPN/M nor by the government. They include mostly remote nearly unpopulated areas and some areas near the Indian border in the Terai.



Legend

Administrative Boundaries



- Development Region
- District
- VDC

Area of 'Effective Control'

- Government Control
- CPN/M Control
- Buffer Zone (Contested Area)
- Not Under Any control
- Park Area / No Population
- Districts Not Covered by Assessment

VDC Secretary Displacement


- Displaced
- Not Displaced



 Data Source: Area of 'Effective Control' - World Food Programme, May 2007
 VDC Secretaries Displacement - OCHA/DLGSP through direct contact with district government officials, July 2006

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Map Created June 2007

50 25 0 50 Km



ment projects or government services.

6.0 Direct Human Impact of the Conflict

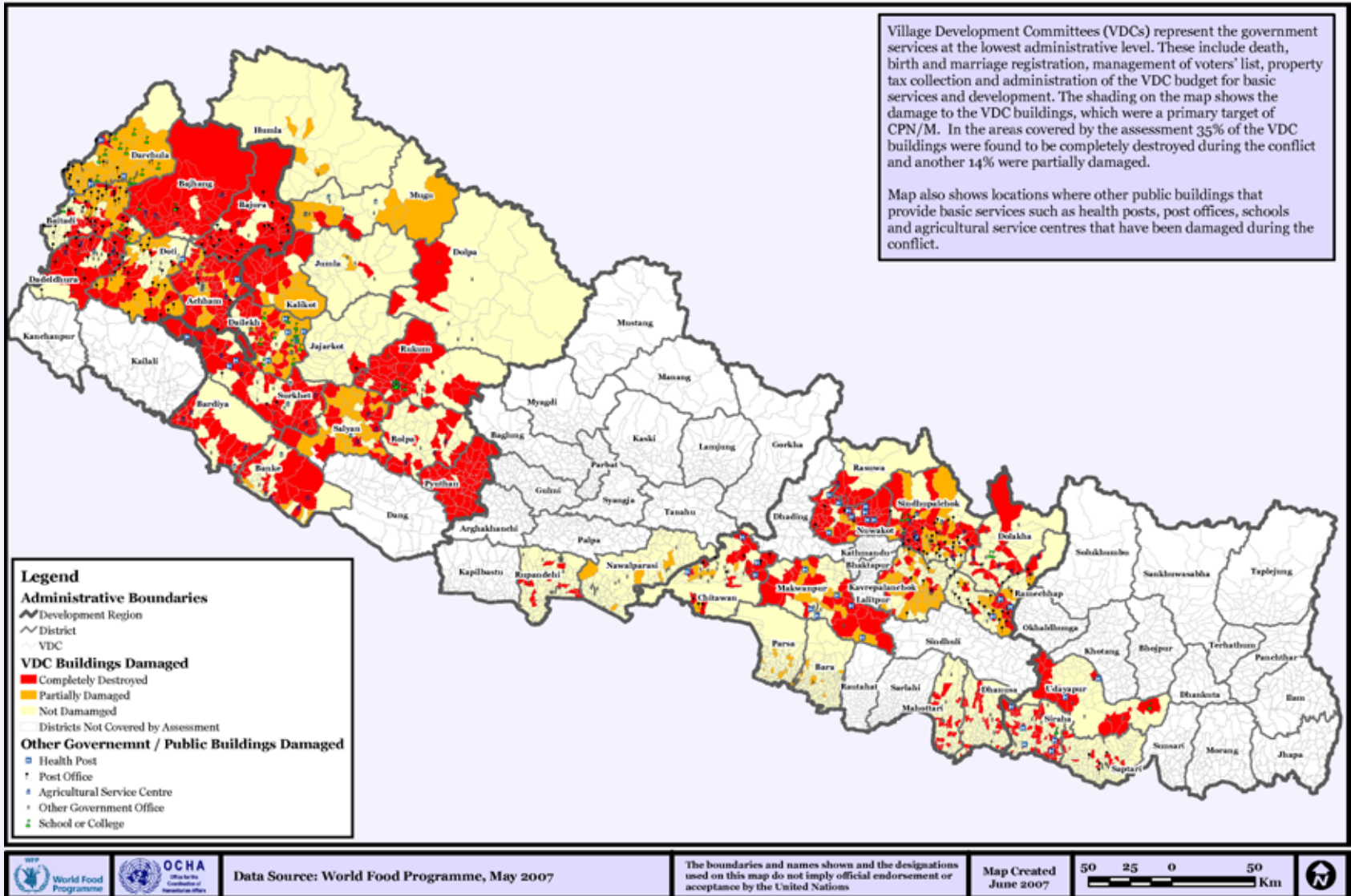
Map 3 shows the human impact of the conflict including human casualties (based on INSEC data) as well as the data on orphans and widows collected by WFP field monitors as part of this assessment. The total indicates that many populations in Mid- and Far-Western Nepal were severely affected by the conflict in terms of deaths. Rukum, Rolpa, Dang, Kailali and Bardiya were the districts with very high number of casualties. However, even though the number of casualties provides some measurement of conflict affectedness,

care should be taken in using it as a sole indicator. For example, the number of casualties in a district may be high due to strategic military reasons such as the location of an army camp or their location along an important strategic route. Nevertheless, a high number of widows and orphans have been reported in districts in the Far- and Mid-Western Regions. Given the impact of high death rates in these districts, these communities may be most in need of psycho-social support, livelihood programmes for widows and life-skills projects for orphans.

A significant number of people were displaced due to the conflict. However, due to normal large internal movement of economic migrants in Nepal it is difficult to get reliable data on the number

and location of internal displaced people (IDPs). IDPs are defined in various ways by different organizations depending on their objectives. For the purpose of this assessment people were considered internally displaced if they were forced to leave their place of origin due to insecure living conditions as a result of the conflict. WFP field monitors collected information from various sources at the district and VDC level on the number and origin of IDPs. These included available data from district administration offices, police offices, various political parties and human rights offices. These were then further verified through enquiries at the VDC level through focus group discussion in affected communities and information received through key informants. Because of the difficulties in collecting precise IDP data and the limited time available for this assessment, it should be noted that these findings represent only an initial assessment and further study on quantifying displacement is required in order to properly account and map the IDP status.

Map 4: Damage to Government and Public Buildings During Conflict



7.0 Impact of the Conflict on Infrastructure

During the conflict infrastructure was damaged across Nepal. This includes both physical damage of the existing infrastructure and ongoing or planned infrastructure projects being brought to a standstill. The combined impact of these factors is an important consideration while designing policies and projects for conflict recovery.

7.1 Damage of VDC Buildings

VDC buildings refer to Village Development Committee buildings located within the VDC. VDCs represent government serves at the lowest administrative level. Death and birth registration, election registration, and application for citizen registration are some of the services provided at the VDC office.

The amount of damage to VDC infrastructure can be interpreted as an indirect reflection of the impact of the power struggle between the CPN-M and the government forces. As part of the struggle many VDC buildings were physically damaged or completely destroyed.

The field monitors collected information from various sources at the district-level such as the district administration, police office, human rights organizations etc on the damage to VDC buildings during the conflict. Further verification was based on physical observation at the respective VDCs or through focus group discussions or key informants from the concerned VDCs. Results are presented in Map 4. ‘Partially damaged’ refers infrastructure that was damaged but can still be used. ‘Completely damaged’ refers to infrastructure that was damaged to a degree that it can no longer be properly used.

As can be seen from Map 4 and Figure 5, VDC buildings were damaged across the country.

Figure 6 shows the damage of VDC buildings by different geographic regions of the country. The Far-Western Region and the Mid-Western Hills experienced the worst damage of VDC buildings in terms of total number of buildings completely or partially damaged. Districts in the Central and Eastern Regions experienced relatively less damage.

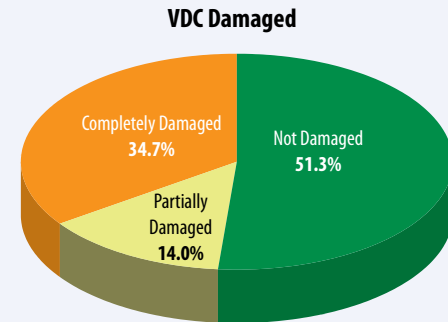


Figure 5 Percentage of VDC buildings damaged

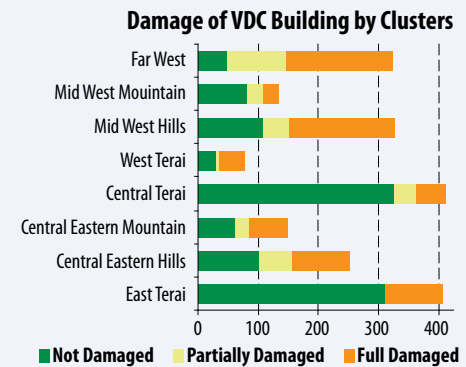
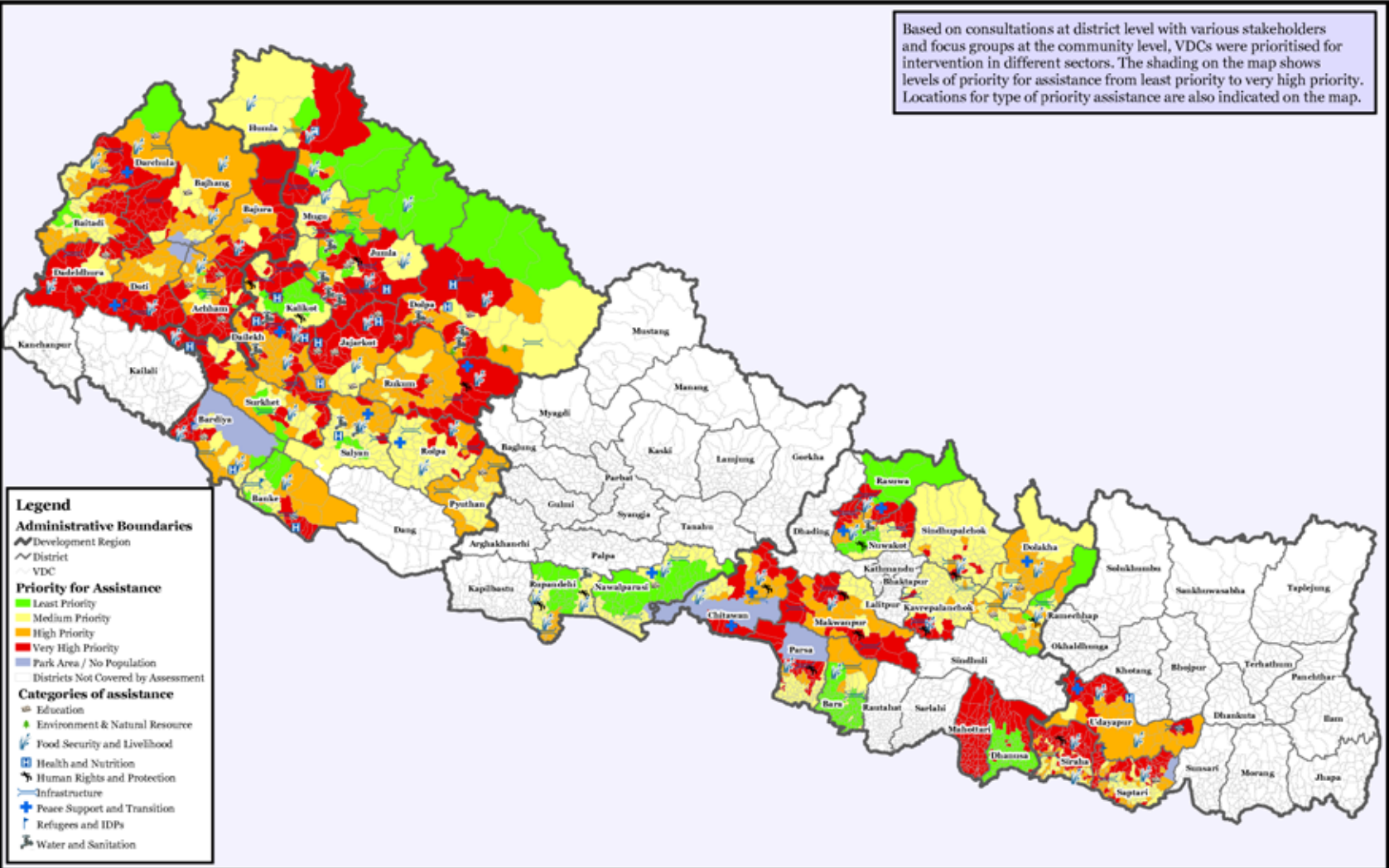


Figure 6 Damage of VDC buildings by geographic regions

Map 5: Priority for Assistance for Recovery from Conflict

Based on consultations at district level with various stakeholders and focus groups at the community level, VDCs were prioritised for intervention in different sectors. The shading on the map shows levels of priority for assistance from least priority to very high priority. Locations for type of priority assistance are also indicated on the map.



		<p>Data Source: World Food Programme, May 2007</p>	<p>The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations</p>	<p>Map Created June 2007</p>		
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While comparing Map 4 with Map 1, it becomes evident that most VDC buildings incurred some damage in the districts classified as highly or severely affected by the conflict. However, there are some variations to this pattern.

7.2 Damage of Critical Infrastructure

Information on the destruction of critical infrastructure such as bridges, roads, telecommunication, service centres, health posts and schools provides an indirect indication of the conflict intensity and its impact on the population.

Based on information collected from various sources at the district and community level, the location and condition of damaged infrastructure was collected and mapped. Damaged and destroyed infrastructure includes agriculture service centers, airport towers, banks or cooperatives, bridges, drinking water facilities, health posts, industrial buildings, government offices other than VDC buildings, police and army posts, post offices, roads, schools, telephone facilities and temples. The spatial distribution of the damage on infrastructure is shown in Map 4.

In total 1,143 cases of infrastructural damage were reported in 37 districts. The level of destruction is higher in

the Far- and Mid-Western Regions. The majority of reported infrastructure damage was to police or army posts (368), government offices (246) and post offices (217) (Figure 7).

Infrastructure damage caused by the CPN-M tended to follow a strategy targeting communications and key state infrastructure. Buffer zones (or contested areas) experienced high rates of damage to key communication structures such as post offices, telephone facilities bridges, airport towers and government infrastructure. Areas that were traditionally CPN-M strong holds, such as Rukum and Rolpa districts, apparently have relatively low incidence rates of infrastructure damage except for damage to army and police posts. As shown in Map 4 many districts in Far- and Mid-Western Nepal were highly affected by damages to communication structures and government buildings. Districts such as Dolpa, Mugu and Humla appear to be less impacted by the conflict in terms of damage to critical infrastructure. However, these districts were and are among the least developed, and therefore have relatively few infrastructure to target.

Agricultural Services

Agricultural service centers provide important services to rural farmers such as provision of technical advice

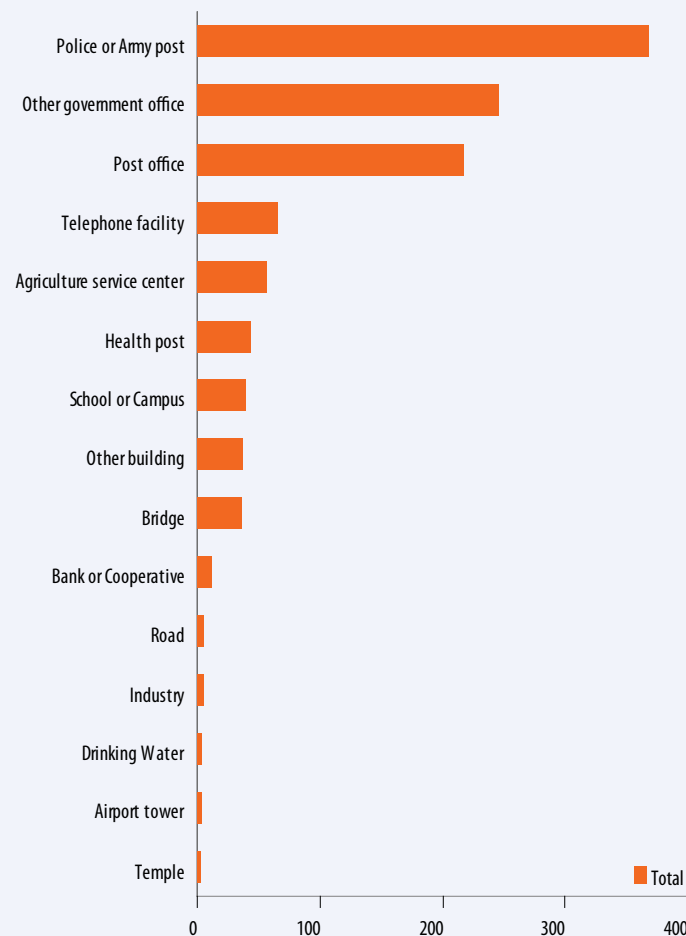


Figure 7 Number of destroyed infrastructure by categories

and agricultural inputs. Many agricultural service centers were physically damaged. Others were not functioning as government staff had difficulty working in conflict-affected areas. In districts covered by the assessment, a total of 57 agricultural service centers were reportedly damaged during the conflict. This may have had an adverse affect on agricultural productivity in these areas.

Schools

During the conflict, schools were temporarily used by both the CPN-M and the Royal Nepal Army resulting in higher levels of building damage as well as the presence of improvised explosive devices (IEDs) around some of the schools. In the area covered by the assessment, a total of 40 schools were reportedly damaged during the conflict.

Health Posts

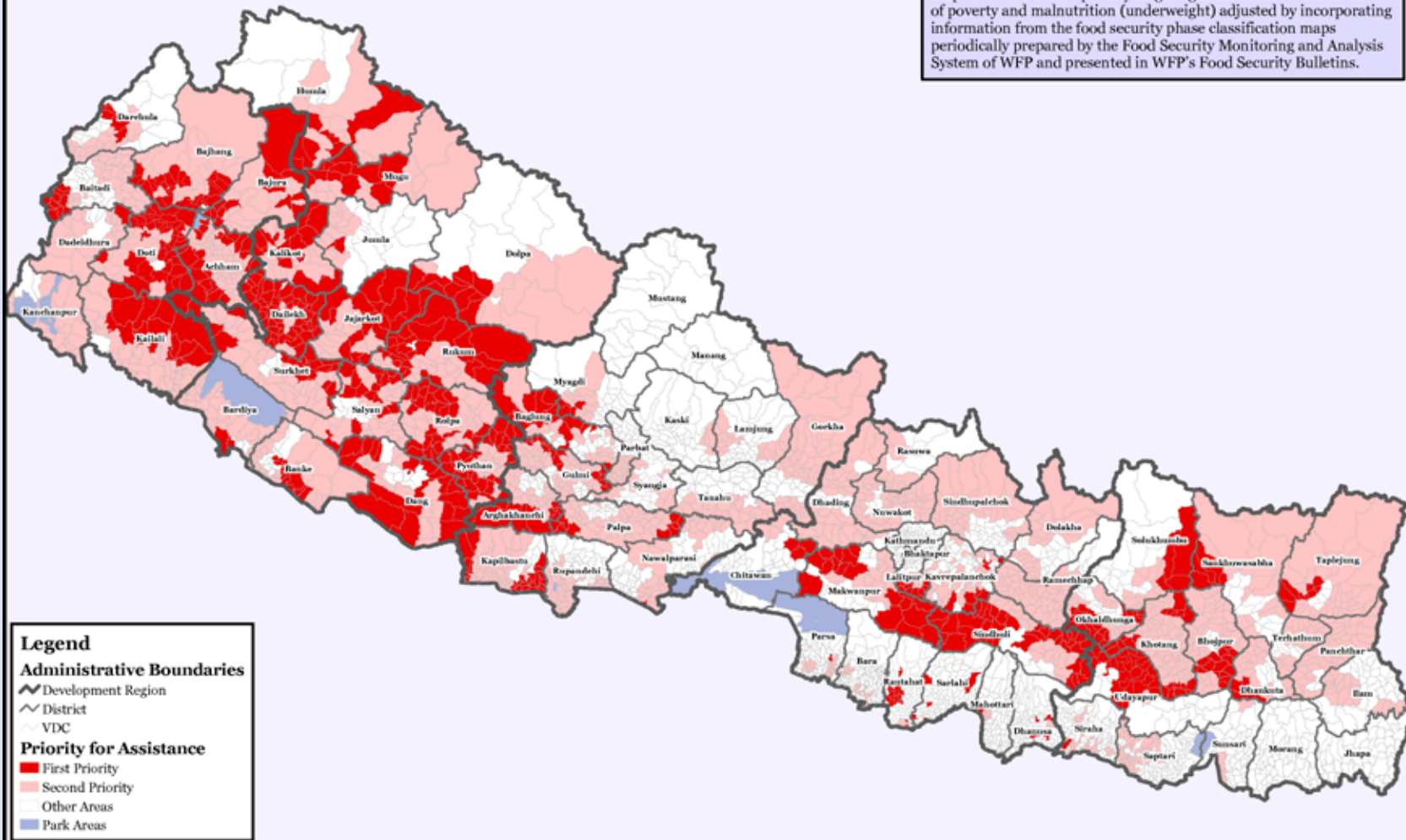
Rural health posts have been structurally damaged due to the conflict. In the area covered by the assessment a total of 44 health posts were damaged. However, the inability of the government to operate health centers during the conflict was largely due to the following factors:

- CPN-M reportedly seized medical supplies (reportedly up to approximately 25% of drugs) from health centers;
- Consequently, the Royal Nepal Army restricted the supply of medical consumables (including medicines) into some areas under CPN/N 'effective control';
- Health workers frequently left their posts because of security concerns.

Prior to the conflict the rural health system was already struggling due to limited supply of medicine and qualified health workers. The rural health system was further challenged during the conflict due to the factors listed above and the imposed mobility restriction by CPN-M for rural people. In many areas, patients needed to seek permission first before travelling for treatment at district headquarters. The ability of outreach staff to visit health posts and sub-health posts outside the district HQ was compromised by the conflict, leading to increased risk of illness and reduced access to health services, particularly for women, children and vulnerable groups in remote areas. The rehabilitation, restocking and re-staffing of rural health posts and sub-health posts in districts highly affected by the conflict will be a key first step to conflict recovery and improving the overall health care system in Nepal.

Map 6: Priority Targeting Areas Based on Poverty, Malnutrition and Food Insecurity

Map shows the WFP's priority targeting areas based on incidence of poverty and malnutrition (underweight) adjusted by incorporating information from the food security phase classification maps periodically prepared by the Food Security Monitoring and Analysis System of WFP and presented in WFP's Food Security Bulletins.



Legend

Administrative Boundaries

- Development Region
- District
- VDC

Priority for Assistance

- First Priority
- Second Priority
- Other Areas
- Park Areas



Data Source: World Food Programme, May 2007

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Map Created June 2007



8.0 Impact on Livelihoods

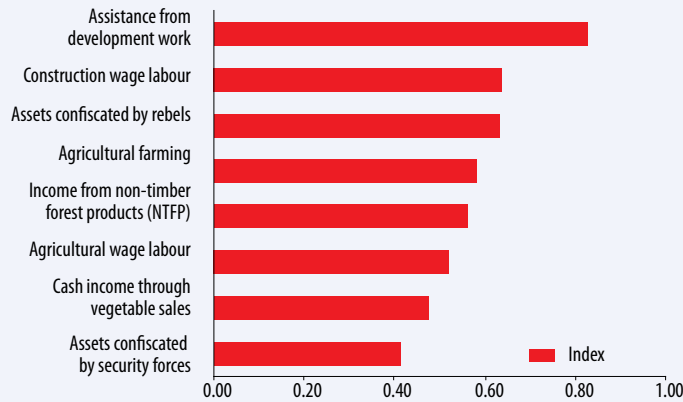


Figure 8 Livelihood impact in different categories

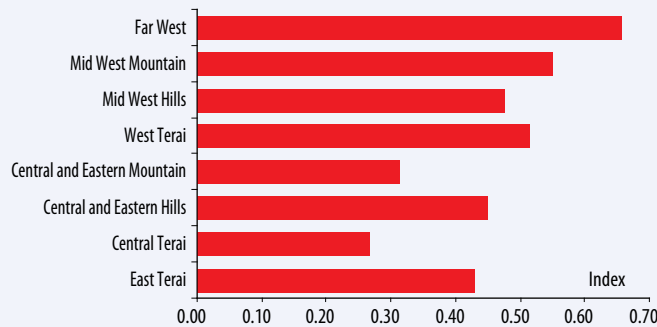


Figure 9 Livelihood impact index by geographic regions

The conflict had a significant impact on people’s livelihoods, particularly in rural areas. Information was collected from district-level consultations on key aspects of livelihood affected by the conflict. In addition, community focus group discussions were held in 158 conflict affected communities across all 37 districts covered (See Map in Annex I for the locations of communities in which focus group discussions were held).

Figure 8 shows the summary results illustrating which livelihood areas have been most impacted by the conflict in terms of relative importance. All livelihood aspects were ranked from 0 to 4 by responders. Subsequently, standard methods were used to calculate an index ranging from 0 to 1 to indicate the severity of the impact. The resulting indices are high for every livelihood aspect, indicating that the overall impact of the conflict on livelihoods was high. Based on the assessment the three livelihood areas most impacted by the conflict are: (i) the reduction in development work, (ii) the decrease in income from construction wage labour;

and (iii) the loss of assets due to forced confiscation.

Figure 9 shows an index combining all aspects of livelihoods that were affected by the conflict. These livelihood impact indices were calculated for each geographical region by adding impact rankings on each category on a scale of 0 to 4 (0 for lowest and 4 for highest impact) for all districts in that region and then dividing the sum with the maximum possible score for that region.

It can be seen that a correlation exists between the conflict impact severity as shown in Chapter 4 (see Figure 2) and the livelihood impact index of Figure 9. Livelihood impact is highest in the Far- and Mid-Western Regions while it is relatively low in the Central Terai and the Mountains of the Central and Eastern Regions.

This index is a useful reference when prioritizing broad geographic areas in which to implement projects aimed at providing assistance to support recovery of livelihoods.

9.0 Priorities for Assistance for Conflict Recovery

Consultations at the district and community level were conducted in order to identify priority activities for assistance to support recovery of livelihoods. One consultation was done in each district headquarters, with various stakeholders. At the community level, consultations were based on focus group discussions conducted in three to five communities within each district. Community locations were chosen based upon level of perceived conflict impact and type of geographical area (see Map in Annex I).

Figure 10 shows the summary of priority of assistance by different sectors based upon the responses from the district consultations. The index shows the number of times each category was prioritized within all district consultations completed divided by the total number of responses. Figure 11 shows the similar results based on the responses from the community focus group discussions.

Regarding the sector of intervention, infrastructure is a priority for district headquarters as well as rural communities. The infrastructure category includes rural road construction, irrigation, river training, rebuilding of government offices other than VDC buildings and rehabilitation of schools. However, the demand for infrastructure is significantly higher at the district level compared to the community level. This can be attributed to the fact that while those at the district headquarters are more concerned about building and upgrading the infrastructure which is vital for district development, the people at the community level have a high priority for meeting their immedi-

The responses have been categorized *a-posteriori* into different sectors under which the activities fall. These sectors are as follows:

- Infrastructure
- Livelihood and food security
- Education
- Refugees and IDPs
- Peace support and transition
- Health and nutrition
- Water and sanitation
- Environment and natural resources
- Disaster risk management

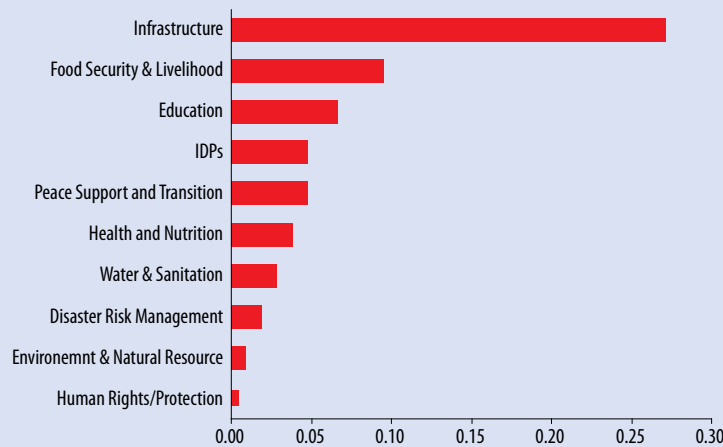


Figure 10 Priorities for assistance based on district consultations



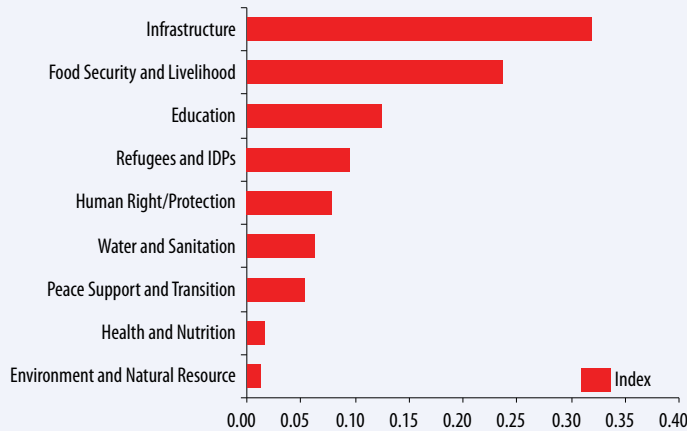


Figure 11 Priorities for assistance based on community level focus group discussions

10.0 Targeting for Food Assistance and Peace Recovery Support

From the information presented in Chapter 4 in Map 1 on conflict impact, it is evident that communities in the Hills and Mountains of the Far- and Mid-Western Regions have been significantly impacted by multiple aspects of the conflict. Communities in the Central and Eastern Terai and Hills were also markedly affected. In addition, Map 7 provides an indication of priority areas for recovery and peace building assistance, identifying infrastructure, livelihood support, and food security as priority areas for the people living in the most overall conflict-affected areas.

ate needs related to food security and livelihood.

Based on consultation with various stakeholders at the district level, feedback from the focus group discussions at the community level and considering various factors such as IDPs, damage of infrastructure, the food security situation within the district and interaction with different organizations, the field

monitors also identified the level of priority for different VDCs within the district and the corresponding type of assistance. Map 7 shows the priority for assistance for conflict recovery with classification of VDCs in each district into four levels of priority: least priority, moderate priority, high priority and very high priority. It also shows the types of priority assistance recommended for the different areas.

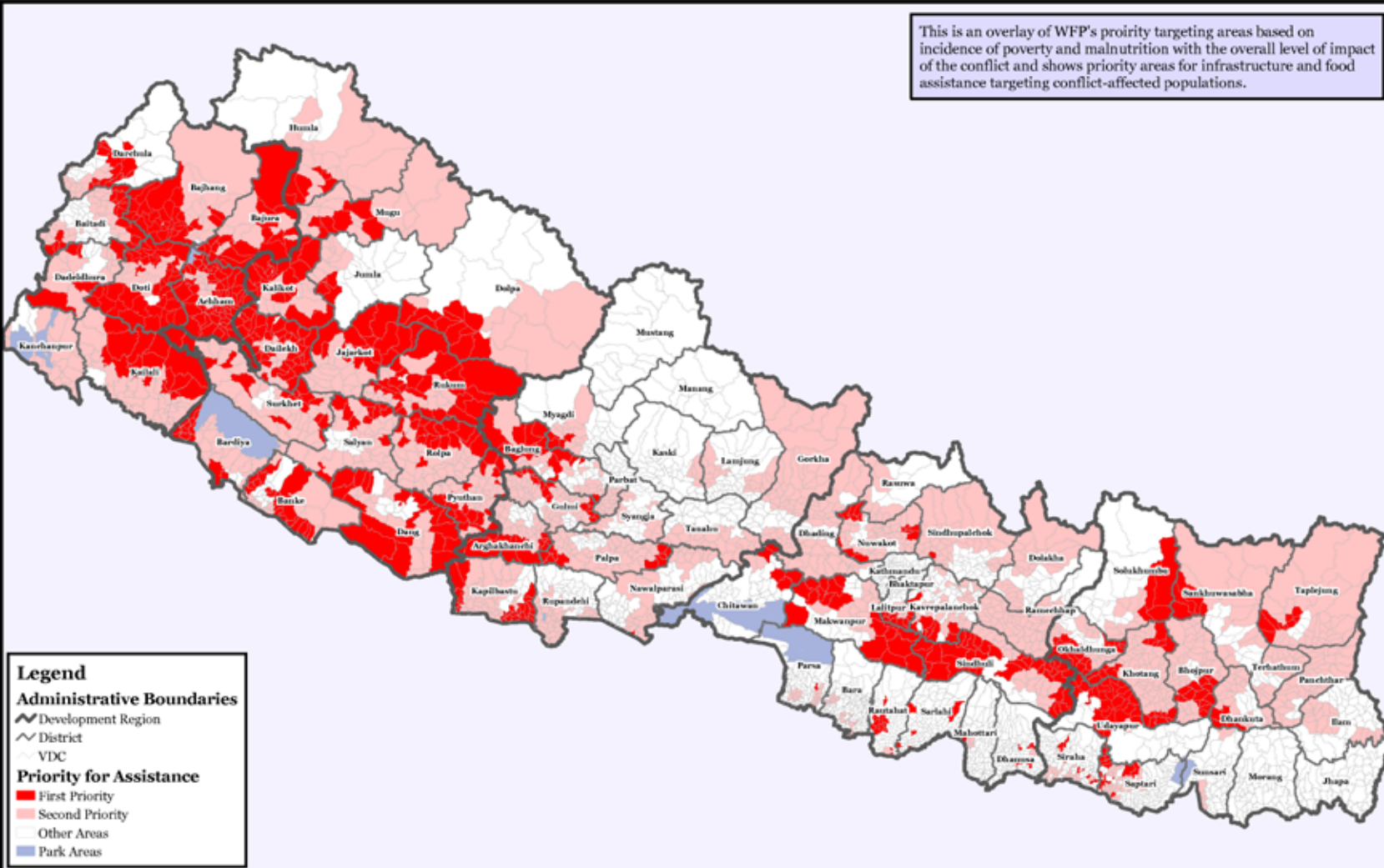
Map 6 shows the WFP’s priority targeting areas based on incidence of poverty and malnutrition (underweight) adjusted by incorporating information from the food security phase classification maps periodically prepared by the Food Security Monitoring and Analysis System of WFP and presented in WFP’s Food Security Bulletins. From a food security point of view, it provides guidance for targeting food aid to communities in the most critical food insecure areas.

When comparing Map 6 to the various conflict impact maps, it often demon-

strates a correlation between areas of high poverty and high malnutrition rates and those areas most impacted by the conflict. These areas of food insecurity and conflict-affectedness generally fall into the Far- and Mid-Western Hill areas, with a smaller number of communities in the Central and Eastern Hills. By overlaying Map 1 and 6 one gains additional insight into which communities should be prioritized under WFP’s relief and recovery programme “Food Assistance for Conflict-Affected Populations”. The result of this overlay can be seen in Map 7.

Map 7: Priority Areas for Infrastructure and Food Assistance in Conflict Affected Communities

This is an overlay of WFP's priority targeting areas based on incidence of poverty and malnutrition with the overall level of impact of the conflict and shows priority areas for infrastructure and food assistance targeting conflict-affected populations.



Legend

Administrative Boundaries

- Development Region
- District
- VDC

Priority for Assistance

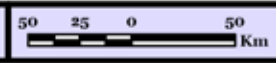
- First Priority
- Second Priority
- Other Areas
- Park Areas



Data Source: World Food Programme, May 2007

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Map Created June 2007



11.0 Conclusion

The report highlights that many districts and communities in Nepal have been significantly affected by the conflict, and are in need of recovery assistance to support the transition to peace, create a more stable environment for Constituent Assembly elections, and improve the lives of people whose quality of life and livelihoods have been affected over the past 10 years. Many of the significantly impacted districts are in the Far- and Mid-Western Nepal. These districts also have some of the worst development indicators, and have been largely left -out of Nepal's overall development. Similarly, some of the districts in the Central and Eastern Hills and, more recently, in the Eastern

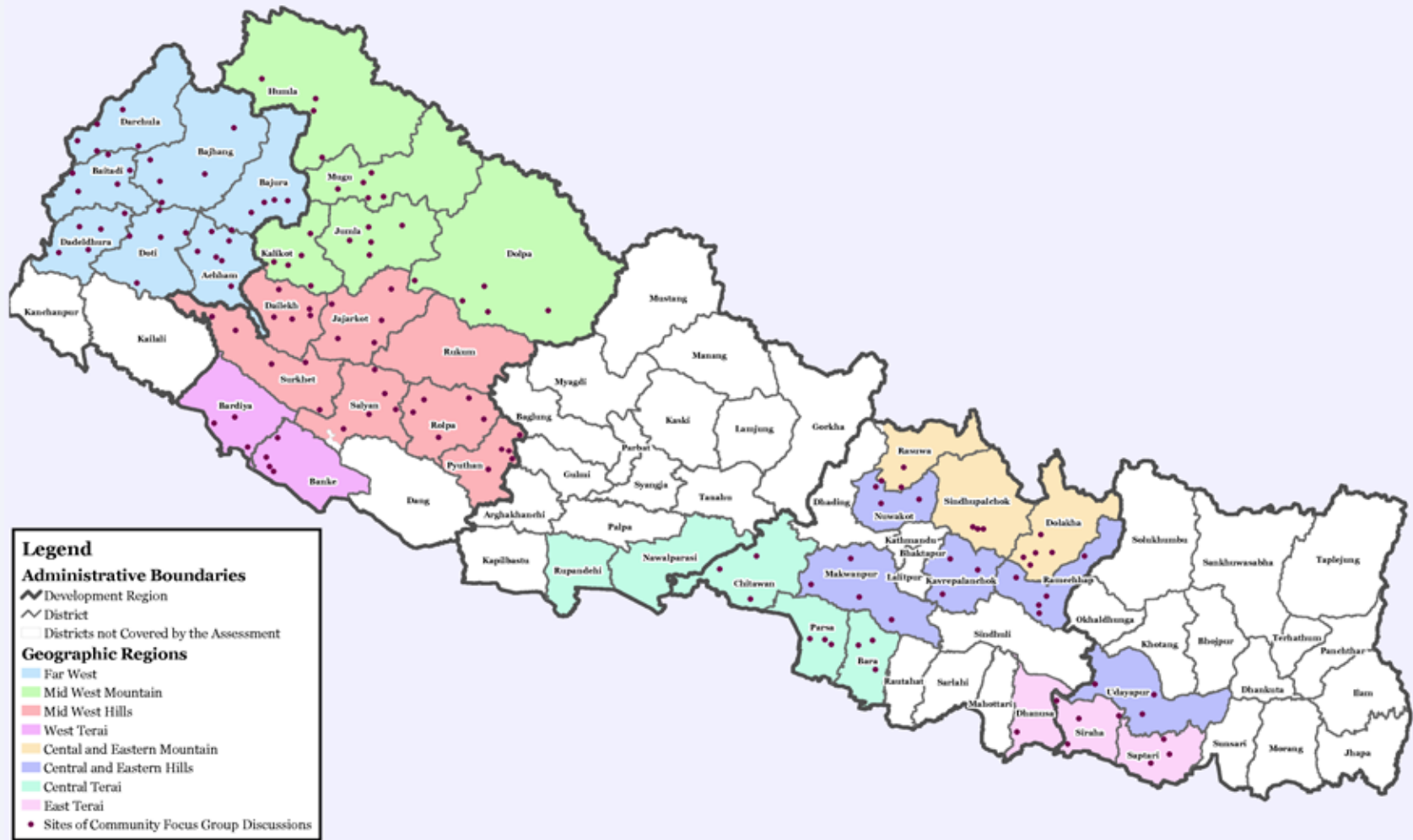
Terai have also been severely impacted by the conflict.

This report presents a number of maps and statistics that can be used independently to develop and prioritize recovery assistance. By overlaying different maps a priority map was developed for targeting the WFP food assistance to conflict affected populations (see Map 7). Geographic areas not fully represented in the report may require additional assessment to ensure inclusion when designing recovery programmes beyond food assistance. (In particular, the Western and Eastern Hills as reflected in Annex 1).

The report is essentially a first step in the direction of a more comprehensive data gathering and analysis process for the purpose of providing peace support to Nepal under the joint WFP/OCHA project "Surveillance and Programme Targeting for Post-Conflict Recovery Operations."

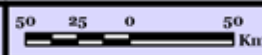
WFP/OCHA believe that the data sets and maps presented in this report can be used as a tool for the GoN, UNMIN, UN agencies, and other development organizations in their attempt to prioritize and design effective programmes targeting those who have been most impacted by the conflict and are in most need of recovery.

Annex I Areas Covered by the Assessment



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations

Map Created June 2007



Annex II Methodology for Overall Conflict Impact Assessment

Measuring the impact of the conflict or defining conflict affectedness is not a straightforward task. How an organization defines these terms and what indicators they consider for targeting their activities largely depends on their mandate and the objectives of potential interventions. For example, organizations which offer livelihood support may give a higher priority to districts where considerable damage to critical infrastructure occurred, as opposed to districts with high death rates. An organization that provides post-conflict psycho-social support may consider a number of different factors when determining their intervention priorities such as districts with a high number of conflict related deaths, widows or orphans, and displacements.

This assessment attempts to develop a holistic approach to categorizing the conflict affectedness by combining a set of reference indicators or criteria which apply to a certain geographic area. The approach is based upon the Integrated Humanitarian Phase Classification method currently pioneered by FAO and WFP in collaboration with a num-

ber of International NGOs for classifying the level of food insecurity within a country. The essence of the approach is building consensus across different key actors, including government officials, civil society, UN agencies and NGOs, based on a set of reference criteria. In this case, it was applied to categorizing conflict affectedness at the district level in the 35 districts covered by WFP field surveillance teams. However, all regions across Nepal are not equitably represented in the report due to the concentration of surveillance teams in traditionally food insecure areas (for example Mid Western and Far Western Regions).

Reference criteria were developed for four categories of conflict impact (not significantly affected, moderately affected, highly affected and severely affected) as presented below.

An initial meeting was held with field monitors from each region in order to have a common understanding of the reference criteria for each conflict impact category.

Subsequently, information was collected on the listed reference criteria for each VDC in the district. This was done through district level consultations with various organizations working in the district such as human rights organizations, local development office, district administration office, district agricultural office, police offices and development agencies. Based on these consultations a preliminary conflict impact map was developed by classifying the VDCs into the four conflict impact categories.

A field verification process took place with the WFP field surveillance team visiting differently classified areas within the districts and conducting focus groups discussions with local communities.

The focus group discussions typically involved 8-12 participants from a particular community and included women, teacher(s), traders, Dalit and/or Janajati and general farmers. A structured open ended checklist was used to guide the focus group discussions. It covered a wide range of issues

including, livelihood and food security, migration and displacement, community and social structures.

The results of community focus groups discussions were used to confirm the initial conflict impact classifications.

After the district mapping was completed for each district a national workshop was held to cross-check the conflict impact maps for adjoining districts, the region and for all areas covered by the assessment. This was done in order to ensure consistency in the conflict impact categories applied to different districts by comparing similar areas of adjoining districts and regions.

A final check was conducted at the regional level in Dadeldhura, Nepal-ganj and Biratnagar with all WFP field monitors before finalizing the conflict impact map.

CLASSIFICATION CRITERIA FOR CONFLICT IMPACT REFERENCE		
Not significantly affected	General Food Availability/Livelihood	<ul style="list-style-type: none"> • There were no indications of global security problems. Livelihood impacts were minimal. • Food availability was normal/mostly unaffected by conflict. • Crop farming was not affected by the conflict. • There are sufficient food commodities in the markets and were accessible all the time. • Markets were functioning, accessible, and not affected by blockades or stoppages. • Prices of main staples were stable.
	Access	<ul style="list-style-type: none"> • The employment situation was normal and unaffected. • Development activities functioning normally. • Access to basic services was not affected.
	Conflict incidence	<ul style="list-style-type: none"> • No excessive in or out migration patterns due to conflict. • General peaceful situation—no enduring bandhs/roadblocks. • Slight or no incidence of conflict in the area. • Schooling unaffected by the conflict. • No human casualties due to conflict. • No IDPs.
Moderately affected	General Food Availability/Livelihood	<ul style="list-style-type: none"> • The area was experiencing frequent insecurity with moderate impacts on livelihood. • Food availability was somewhat affected due to conflict. • Crop farming was somewhat affected by the conflict. • The markets are functioning but accessibility was constrained at times and availability of food items was not regular.
	Access	<ul style="list-style-type: none"> • Prices of food items were affected by the conflict. • Development activities significantly affected. • Access to basic services affected. • Employment opportunities constrained due to the conflict.
	Conflict incidence	<ul style="list-style-type: none"> • Increased out migration due to conflict. • Peace and security situation disturbed with significant human casualties. • Frequent Bandhs and roadblocks caused additional hardship. • Schooling also affected by the conflict. • Some number of people displaced by conflict.

Highly affected	General Food Availability/Livelihood	The area was highly affected by insecurity with significant impacts on livelihood. Food availability moderately affected by the conflict. Crop farming and harvesting significantly affected by the conflict.
	Access	Access to market and availability of food items was significantly affected. Prices of food items significantly affected due to conflict. Employment opportunities significantly reduced due to conflict. Development activities highly affected. Access to basic services greatly affected.
	Conflict incidence	High out-migration due to conflict. Disorder in political/social structure Peace and security situation highly affected due to conflict. Many bandhs and road blocks caused lot of hardship for general life. Schools highly affected by conflict. Large number of casualties due to conflict. Some damage of infrastructure. Significant number of people displaced by conflict.
Severely affected	General Food Availability/Livelihood	The area had an acute crisis of civil insecurity and livelihood. Food availability highly affected by conflict. Crop farming and harvesting highly affected by the conflict.
	Access	Access to markets and availability of food items greatly affected. Prices of main staples and their availability highly affected by the conflict. Employment opportunities greatly reduced. Access to basic services severely affected.
	Conflict incidence	Large scale out-migrating due to conflict. Agricultural activities greatly hampered by extended conflict situation. Schools severely affected by conflict. Very high number of casualties due to conflict. Significant damage of infrastructure. Political vacuum at the local level. Large number of people displaced due to conflict. Development activities severely affected.

Annex III District Ranking on the Basis of Damaged VDC Buildings

An index representing the aggregated level of damage on VDC building by districts is below.

RANKING	DISTRICT	INDEX
1	Pyuthan	0.980
2	Bajhang	0.938
3	Dadeldhura	0.905
4	Nuwakot	0.879
5	Bajura	0.857
6	Achham	0.829
7	Kalikot	0.767
8	Bardiya	0.758
9	Rukum	0.721
10	Surkhet	0.706
11	Dailekh	0.679
12	Sindhupalchok	0.627
13	Salyan	0.564
14	Makawanpur	0.534
15	Darchula	0.524
16	Rasuwa	0.500
17	Baitadi	0.476
18	Doti	0.471
19	Banke	0.447
20	Kabhrepalanchok	0.372
21	Siraha	0.360
22	Ramechhap	0.355

RANKING	DISTRICT	INDEX
23	Mugu	0.354
24	Rolpa	0.333
25	Udayapur	0.333
26	Dolakha	0.327
27	Mahottari	0.273
28	Dhanusha	0.216
29	Rupandehi	0.181
30	Dolpa	0.130
31	Saptari	0.103
32	Humla	0.093
33	Parsa	0.071
34	Jumla	0.067
35	Bara	0.035
36	Jajarkot	0.033
37	Nawalparasi	0.032

Annex IV Conflict Impact Statistics by District

By using a simple algorithm and attributing different weights to each incidence category, the overall conflict severity ranking for the 37 districts, was developed and is shown below.

RANKING	DISTRICT	INDEX
1	Achham	.925
2	Kalikot	.833
3	Bajura	.778
4	Doti	.771
5	Siraha	.754
6	Bajhang	.752
7	Udayapur	.726
8	Rukum	.713
9	Makawanpur	.712
10	Dolpa	.696
11	Dailekh	.690
12	Banke	.688
13	Nuwakot	.661
14	Darchula	.659
15	Bardiya	.656
16	Saptari	.626
17	Chitwan	.623
18	Jumla	.622
19	Dadeldhura	.619
20	Surkhet	.614
21	Baitadi	.571
22	Jajarkot	.567

RANKING	DISTRICT	INDEX
23	Rolpa	.562
24	Humla	.531
25	Pyuthan	.524
26	Dolakha	.513
27	Dhanusha	.493
28	Salyan	.468
29	Ramechhap	.467
30	Mugu	.458
31	Kabhrepalanchok	.426
32	Nawalparasi	.421
33	Sindhupalchok	.392
34	Rupandehi	.333
35	Rasuwa	.259
36	Parsa	.169
37	Bara	.071



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