

**STATE POLICY ON FOOD SECURITY IN  
NEPAL FROM 1991- 2013**

**Dissertation submitted to Jawaharlal Nehru University  
in partial fulfillment of the requirements  
for the award of the degree of**

**MASTER OF PHILOSOPHY**

**By  
NIHAR PRASAD NAYAK**

**Under the supervision of  
Dr. SANJAY K. BHARDWAJ**



**SOUTH ASIAN STUDIES  
SCHOOL OF INTERNATIONAL STUDIES  
JAWAHARLAL NEHRU UNIVERSITY  
NEW DELHI- 110067**

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**CENTRE FOR SOUTH ASIAN STUDIES  
SCHOOL OF INTERNATIONAL STUDIES  
JAWAHARLAL NEHRU UNIVERSITY  
NEW DELHI-110 067, INDIA**

Tel.: 011-26704376, 26704350  
e-mail : savitapande@hotmail.com

Date: 28<sup>TH</sup> July 2014

**DECLARATION**

I do here by declare that the dissertation entitled “**STATE POLICY ON FOOD SECURITY IN NEPAL FROM 1991 -2013**” submitted by me, is in partial fulfillment of the requirement for the award of the degree of **MASTER OF PHILOSOPHY** of this University. The dissertation has not been submitted for the award of any other degree in this university, or any other university.

*Nihar Prasad Nayak*  
**NIHAR PRASAD NAYAK**

**CERTIFICATE**

We recommend that this dissertation be placed before the examination for evaluation.

*Savitapande*  
**PROF. SAVITA PANDE**

**CHAIRPERSON, CSAS**  
Chairperson  
South East Asian  
Studies  
Jawahar Lal  
Nehru University  
New Delhi - 110067

*S. Bhardwaj*  
**DR. SANJAY K. BHARDWAJ**

**SUPERVISOR**  
Centre for South Central South East Asian  
and South West Pacific Studies  
School of International Studies  
Jawaharlal Nehru University  
New Delhi - 110 067

*DEDICATED TO*

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*MY BELOVED PARENTS*

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Jawaharlal Nehru University  
New Delhi, 110067

*Nihar Prasad Nayak*  
NIHAR PRASAD NAYAK

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## List of Abbreviations

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ADB	Asian Development Bank
ADS	Agricultural Development Strategy
AEC	Agri-Enterprises Center
APP:	Agriculture Perspective Plan
BCM	Billion Cubic Meters
CBS:	Central Bureau of Statistics
CC	Climate Change
CGIAR	Consultative Group on International Agricultural Research
CHD	Child Health Development
CIP:	Country Investment Plan
CPN (UML):	Communist Party of Nepal (United Marxist Leninist)
DDP:	Diary Development Policy
DFSN:	District Food Security Network
DHM:	Department of Hydrology and Meteorology
DLS:	Department of Livestock Services
DPN:	Disaster Preparedness Network
FAO:	Food and Agricultural Organisation
FDI:	Foreign Direct Investment
FNCCI:	Federation of Nepalese Chamber of Commerce and Industry
IFAD:	International Fund for Agricultural Development
INGO:	International Non- Governmental Organizations
IPM:	Integrated Pest Management
IRFA:	Inter Agency Rapid Food Assessment
LDO:	Local Development Officer
LRMP:	Land Resource Mapping Project
MDG:	Millennium Development Goals
MOA:	Ministry of Agriculture
MoAC:	Ministry of Agricultural Co-operatives
MW:	Mega Watts

NAFSP:	Nepal Agriculture and Food Security Project
NAP:	National Agricultural plan
NAP:	National Agriculture Policy
NARC:	Nepal Agricultural Research Council
NASDP:	National Agriculture Sector Development Priority
NCVST:	Nepal Climate Vulnerability Study Team
NDC:	National Development Council
NDHS:	Nepal Demographic and Health Survey
NeKSAP :	Nepal Khadhya Surakshya Anugaman Pranali
NESAC:	Nepal South Asia Centre
NFC:	Nepal Food Corporation
NLFS:	Nepal Labour Force Survey
NLSS:	Nepal Living Standard Survey
NNAP:	National Nutrition Action Plan
NPFSN:	National Programme for Food Security and Nutrition
NWP:	National Water Plan
NWPN:	National Water Plan of Nepal
RCIW:	Rural Community Infrastructure Works Program
SAARC:	South Asian Association for Regional Cooperation
TYIP:	Three-Year Interim Plan
UNCTAD:	UN Conference on Trade and development
UNDP:	United Nations Development Programme
UNICEF:	UN's Children Fund
WFP:	World Food Programme

# *CHAPTER -1*

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## *INTRODUCTION*

# Chapter 1

## INTRODUCTION

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### 1.1 Prologue

Food security is of great concern to the developing countries. The term “food security” is comparatively a recent use, meaning a sustained supply of appropriate food to everyone in a society to enable their healthy development without serious disruption to the environment, their livelihood and their culture. It can be assessed globally, nationally, locally, and at the level of households and individuals. The idea of food security is normally used at macro level, mainly concerning supply side. A nation enjoys food security when it has enough access to food from side to side domestic production, imports, buffer stocks or foreign food aid and could satisfy the needs of its entire population. At micro level, the idea refers to both demand for and supply of food grains with more emphasis on demand side. In other words, food security at the household level essentially implies physical with economic access by all the people to enough food for an active and healthy life (World Bank 1986).

According to FAO reports 2013, in 2011-13, total of 842 million or approximately one in eight people in the world, were estimated to be suffering from chronic starvation, regularly not receiving adequate food to perform an active and healthy life. The 868 million people are reported with mention to 2010- 12. Since 1990- 92, the total number of malnourished has fallen by 17 percent. Poor and hungry are considerable influenced by price and income swings. However, the current data has mentioned that the price hikes in primary food markets had an insufficient on consumer prices, as well as that price swings in consumer prices were greater than those faced by the producers. When prices increase, however, consumers frequently shift to cheaper, heightening the risks of micronutrient deficiencies and other forms of undernourishment, less-nutritious foods, which can have long-term unpleasant effects on people’s health, productivity and development. Policies aimed at enhancing production of agriculture and increasing food availability, can achieve hunger decrease still where poverty is widespread, particularly when smallholders are targeted. The smallholders are combined with social safety and other

measures that boost poor family's income to buy food, they have encourage rural development and even additional positive effect, making possible fair economic growth and establishing vibrant markets and employment opportunities. This statement suggests that allowances can help to reduce poverty, leading to reduced starvation, amplified on-farm investment, better diets and given suitable policies, (FAO, UN: 2013).

### **1.2: Analytical Framework**

In order to appreciate the concept of food security, one can begin by considering the household as a basic unit. A food safe and sound household can be defined because one which has access to sufficient food for its individual members to lead a healthy life at all times. As a household food security calculated by the percentage of population those who are coming undernourished. It is clear that for Nepal where the size of farm or national income is derived from household agricultural production, the domestic production has been based on household food security. Thus food security has three elements: the availability of food (quantity), the ability of the people to obtain quantity of food (access), and required quality (nutritional value).

There can be four kinds of food insecurity:

- I. Chronic food insecurity is said to increase when food insufficiency is failing to supply enough nutrition for the individuals of a country continue (e.g., low income groups such as small and marginal farmers, landless laborers and the urban poor).
- II. Transitory food insecurity occurs when instability of food production risks the recurrence of drought or famine.
- III. National aggregate food insecurity crops up when an economy fails to supply its aggregate food requirements even after exhausting all available means to do so: food aid, domestic production, purchase of food internationally and running down of buffer stocks and reserves.
- IV. Individual food insecurity or food utilization insecurity can happen when certain individuals, households or groups cannot gain access to adequate food with the incomes at their disposal.



Therefore, food insecurity hinges as much on the lack of purchasing power and entitlement as on unstable production and supply. To ensure food security, what are required a long term solutions taking account of socio-economic, environmental and political factors.

Food security is also a purpose of entitlement to food through access to land and other earnings of production, or through productive employment. When there is no purchasing power, the poor resort to household level coping strategies, which are in information counterproductive. It is said that to overcome the governments need to tackle the troubles of unstable food prices and real wages, and foster micro-enterprises, i.e., agro-related sectors. The solution lies in the people's participation in schemes considered to help them. The governments also necessitate deciding on trade deficit and the risks of large debt burden to crucial for huge food grain imports. They ignore the issue of financial flows to agriculture, or the establishment of a regional food security stock mechanism. Government policies should guarantee enabling economic, social and political surroundings planned to create the best conditions poverty eradication, elimination of hunger and starvation, equal participation of both men and women, which is the most favorable to achieving sustainable food security for all.

Nepal is known as a least developed country and the deprived nation in South Asia. It is characterized by low levels of incomes and human development. The issues of food security in the country are bound up with the fact of geographical and economic diversity, topological variation, poor connectivity and weak irrigation facilities. Normally, Nepal is classified by three ecological divisions: Terai (60–300m amsl), hill (300–3,000m amsl) and mountain (3,000–8,840m above mean sea level). In conditions of food production potential, the mountain areas are extremely underprivileged because it's depending on cold climate and energy (Shaha 2001).

The democratic set up in Nepal has under gone a different changing political scenario since it came into existence in a political map. However, the era of multi-party parliamentary system which came in 1990s has brought Nepal into a proper political power. Different plan and policies are being implemented by the government to strengthen the political, social as well as economic power of the nation. Although, lot of changes have been taken place in respect to different issues and challenges, but still, a

large section of the people in Nepal are deprived from two squares of meal per day. In 2013 the Human Development Report ranks Nepal as 157 out of 187 countries in the world, and almost 38 percent of the population falls below the 'dollar a day' poverty threshold. However, access to food to all its citizens have undermined under the same political scenario. The interim constitution of Nepal 2006-07 recognized food sovereignty as fundamental human right. Now question is how the issue of food security in Nepal can be properly addressed by the political set up and what the role of multi-party system to ensure it. Poverty and food insecurity in the country has a significant spatial dimension, Central Region having only half of the poverty incidence found in the Far Western Region. Because, these areas are situated in remote and unreachable areas in the country. The other cause is the unequal land holding structure and the social relationships has based on very feudalistic prevail in the Midwest and indeed the Far West. The relationship between food production and altitude is much closed that repeated poverty. Terai is the better region than hill and mountains and the mountains region is poorer than other two (Human Development Report, Nepal: 2013).

Food and Agriculture Organisation (2007) mentioned that, with more than 3.5 million people moderately to severely food insecure, the regions are geographically remote and difficult to reach too many of people. The food aid has played a significant role in assembly food needs in recent periods. Most of districts are food deficit in Nepal, these are Kathmandu, Bajura, Bhakatpur, Kalikot, Humla, Dolpa, Rautahat, Lalitpur, Acchham, Mahottari, Baitadi, Bajhang and Dolakha. Additionally, fourteen districts had per capita production of cereal between 150 kg per person and 180 kg per person, the national average and the minimum sufficiency for requirement considerably very low.

In Nepal, food prices are strongly linked to corresponding prices in Indian food markets, cereal markets in the Terai and Hill areas are much more isolated from agricultural farm, however, that leads to higher prices there. From 2004 to 2007, rice prices in Mountain region were on average of 177 percent higher than for the markets in the Terai region and the Far Western region's rice prices were on 123 percent higher than in the Eastern region. In the other hand, household located in the Mountain regions spent as much as 65

percent of their revenue on food, which compared with a 37 percent of national average (FAO/WFP, 2007).

According to Disaster Preparedness Network (DPNet) Nepal, flood, epidemic, earthquake, fire, glacier lake outburst and landslides are as potential threats in Nepal. The food insecurity of the household is expected after flood. The assessment reveals that while decline of food availability can be checked with increased prices of nutritious and qualitative food as vegetables with food stocks. The flood affected area was found to be widespread and sensitive (IRFA 2007).

### **1.3: Review of the Literature**

In order to have a clear understanding of the topic, it is highly essential to make an in depth analysis of the available literature. Some of the existing literature has been reviewed here making the concepts clear and it has categorized into following themes.

#### **1.3.1: Defining Food Security**

The concept of food security surfaced during the mid 1970s resulting from the world food crises. The World Food Conference in 1974 defined food security in terms of assuring steady supply and price stability of basic products at the international and national level.

Definitions by different organizations-

World Food Conference (1974) has mentioned:

*“Availability at all time of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices.”*

In 1983, Food and Agriculture Organisation has focused on food access, food security leading to a emphasizing the balance between the demand and supply side of food with the demand side being highlighted in terms of economic accessibility:

*“Ensuring that all people at all times have both physical and economic access to the basic food that they need”* (FAO 1983).

According to World Health Organization (WHO) (World Food Summit 1996):

*“Food security means that:*

*All people at all times have both physical and economic access to enough food for an active, healthy life;*

World Food Summit (1996) defined as,

*“food security exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life”.*

According to this definition food security has four dimensions: availability, access, nutritional status (food utilization) and stability (FAO 1996).

*Availability of Food:* Food availability is the sufficient quantities of food products of appropriate quality (at suitable places) in accordance with tastes and preferences of the people is an essential though not adequate aspect of food security. Domestic production, assistance of food, releases from public stocks, food imports during a certain year add to availability of food where as wastages of food produce during post harvest operations, input as seed, exports of food, additions of food to public stocks and nonhuman usages decrease the quantity of food items available for human consumption. However, the food availability is affected by a lot of causes which includes: production, processing, marketing, storage, distribution system and technologies.

*Accessibility of Food:* Food access is another vital determinant of food security. Food accessibility depends on many causes like; income disparities, landlessness, income, sources of income that included remittances also, real food prices, gender, employment status and literacy rates of the country.

Sen (1999) has mentioned essential contribution in this area is to emphasize the fact that yet with food available, supplies of food and the lack of access can lead to helpless households facing acute malnutrition and hunger as happened in the Indian Famine in West Bengal in 1943. In the context of South Asian region basically Nepal the issues of access is a significant factor explaining why with enhanced food availability both indicators of malnutrition and hunger have shown only insignificant improvements.

*Utilization of Food:* Food utilization is a nutritional aspect. This is based on the successful biological utilization of food and adequate food, sanitation, healthcare, clean water for attainment of dietary well-being that meets all the basic needs most have

physiological needs of an energetic and healthy life. Thus education and public health dimension closed to the concept.

*Stability of food:* The stability of food implies that the people have all time access to sufficient food without linking any risk of losing his/her physical availability, economic access, economic shocks that resulting higher prices, natural disaster (floods, , earthquakes, cyclones, droughts and landslides), and civil conflict in the country. Nepal is especially in balancing the need for food safety with that of providing price incentives for cultivator to improve productivity output (World Food Summit 1996).

Different definitions of food security has based on production, distribution and consumption of food in the society, the five specific questions are based on the broadest definitions. These are:

- i. Who should get food?
- ii. When?
- iii. How?
- iv. How much food?
- v. What kind of food?

According to Maxwell and Frankenberger (1996) food security means a “secure access at all times to sufficient food for a healthy life”. M.S. Swaminathan (1996) redefines food security as “livelihood security for the households and all members within, which ensures both economic and physical access to balance diet, environmental protection, and safe drinking water, and sanitation, health care and primary education”. The households of Nepal are a central social unit of access to food. The basic features food security is food availability and food accessibility. In a theory is saying two kinds of food insecurity- chronic and transitory food insecurity, but in actuality they are closely interrelated. Chronic food insecurity is a determinedly insufficient diet caused by the continual incapability of households to get needed food, either through purchase or market. Chronic food insecurity is deep-rooted in poverty. Transitory food insecurity, in contrast, is a decline of temporary conditions of household’s access to food, due to factors such as instability in production, food prices or income.

Swaminathan (1996) has also stressed the need for the introduction of 'National Food Security Act' to ensure national food security. He has also analyzed the food security through the specific and environment feasible agricultural food production to combat poverty and sustain food security. He has highlighted that a conducive macro-policy environment would seek to accomplish the goal of food security.

Utsa Patnaik (2003), defines food availability as "the absorption and availability of food grain in the economy is officially defined as net output (gross output less one eight on account of seed, feed and wastage) plus net imports minus net addition to public stock." On the other hand, Madhura Swaminathan (2002), quoted the definition of World Food Summit in 1996 as, "economic and physical access at all times to secure, nutritious and sufficient food for all people to meet their dietary needs for an active life."

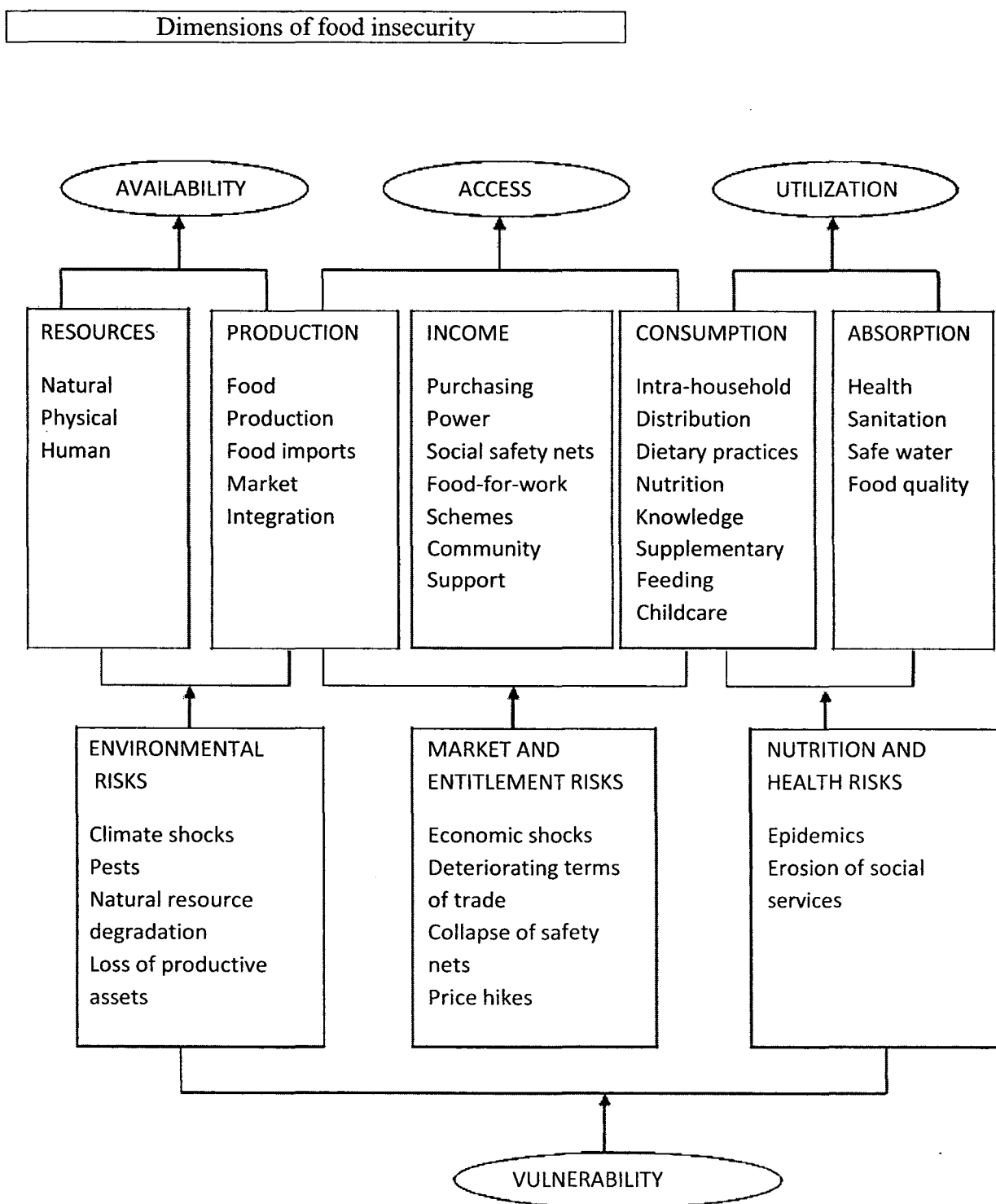
### **1.3.2: Food security Situation in Nepal**

The FAO (2013) report has mentioned the measuring chronic food deficiency. It presents a broader collection of pointers that aims to confine the nature multidimensional of food insecurity, its outcomes and determinants.

In the contemporary era, declining the agricultural production of the country has miserable rural economies, urban migration and escalating widespread hunger throughout Nepal. This condition is compounded by a population growth rate of over two percent per year and one of the highest ratios of population to arable land in the world. Due to extremely low levels of agricultural production and income and, the poorest households must allocate almost three-quarters of their income to food. As well, numerous households were severely affected by a ten years of conflict, natural disasters, frequent drought etc. (Sarazen 2013).

This diagram accumulated for every country of the world, that allocates a more nuanced representation of their status of food security, that guiding to the policy-makers in the accomplishment and proposes of effective policy measures that can contribute to the abolition of undernourishment, food insecurity and hunger. This diagram says the existence of food, access of safe and nutritious food and food preferences for a healthy and active life.

Diagram: 1.1



Source: FAO and SAARC, 2008

The concept of food security has based on four pillars (availability, access, utilization and stability). Food security is a multidimensional issue that varies across countries, social groups and time. These factors can be grouped in three clusters, first the overall socio-economic, political and natural environment, second the performance of the food economy, and third the household level food security influenced by livelihood assets and activities, care practices, and health and sanitation conditions.

World Food Program's (1990), mentioned that the assignment observations, income inequality of the people be liable to higher in the Terai region than in the Hills and Mountains regions, and the groups that tend to particularly vulnerable community, such as Dalits, Kamayas and Adivasi Janajatis frequently struggle to access food in enough quantities. Consequently, the Terai region is distinguished by very high wasting levels, regularly above emergency levels. Analysis of aggregated data is misleading due to heterogeneity of Nepal's landscape.

According to Department of Child Health Development, the Government of Nepal undertook steps through the CHD to finish problems of child undernourishment from side to side the drafting of the NNAP, which advocates for an integrated, comprehensive and inter-sectoral policy for addressing the crisis of undernourishment in Nepal. The role of a countrywide program for mid-day meals by the Government of Nepal has made numerous interventions and efforts with different degrees of success to tackle the difficulty of under-nutrition (CHD 2007).

United Nations Children's Fund (UNICEF 2010), mentioned that 69 percent of Nepalese children are severely underprivileged of one or more of the seven basic necessities included in the Bristol index (information, sanitation, shelter, water, education, food and primary healthcare) and more than 38 percent of children are severely underprivileged of two or more of these indicators, which is measured as an indicator of absolute poverty.

Nepal Demographic and Health Survey (NDHS 2011), indicates that half of all children of Nepal under the age of five have a short height-for-age and it is one of the slightest



well-nourished countries in the world. The highest rates of hunger are found in the Far and Mid Western Hill and Mountain regions.

Khadka (1990) has examined the magnitude, imperatives, and the required level of a regional food reserve system in the South Asian Association for Regional Cooperation (SAARC) regions. He focuses on determining instability in food consuming in the member countries. He has used the FAO data and SAARC countries data sources. Food insecurity in Nepal has been growing because of the decline in per capita food production- the result of high rate of population growth and stagnation in agricultural sector. Another cause is the long existing socio-political structure resulting inequality in access to resources, marketing opportunities, physical infrastructure and income earning opportunities. He has described the population growth of the country and the farm size has become significantly smaller for all households (Adhikari and Bhole 1990).

According to FAO/WFP of Nepal (2007), mainly significant continuing problem in the Hills and Mountains regions of the far and Mid Western regions is straightforward lack of food. This problem is intensified by high market prices and very low purchasing power in these remote locations. When these areas face food deficits they rarely see an arrival of private supplies and they sold food in high price. Another reason is deficit of food tend not to be overflowing by national or international agencies because of very high transportation costs. These high costs ban the necessary quantities of food from being transported to these deficit areas of Nepal. In contrast, troubles with food insecurity in the Terai region and Lower Hills regions, which is known as food surplus areas that are related to access of food, purchasing power and distribution.

Songo (2008) has examined regular food shortages particularly rainy season are quite frequent in many parts of the country, a model that is determined by sharp monsoonal production of influences, weak transport infrastructure, poor post-harvest storage and handling of cereals and other grains, and market integration in the country from urban to rural areas. So, prices for staple foods are strongly linked to equivalent prices in Indian markets, because the cereal markets in a large amount of the Hill and Terai regions are incorporated into that southern neighbor of Nepal. The markets of the Mountain region are much more isolated, however, which leads to comparatively higher prices there.

Shrestha (2010) has mentioned, a food crisis can be caused by a cause of fluctuation in production of food in the country. In Nepal, reasons of food emergencies might happen due to natural shocks (landslides, floods, migration, etc), market shocks, and social-political and economic shocks (migration, conflict, etc). In fact, households who assign over 70 percent of the households income to food approximately certainly have little flexibility in reallocating assets to meet a privilege shock. Household food stocks may be significant in enduring temporary shocks, as is control of assets. Though, once households are required into selling resources to meet shocks, households are no longer subsequent sustainable strategies. If the shock is a temporary shock, they will earlier or later drop into food insufficiency.

According to the Ministry of Agriculture of Nepal, specified that the perspective of food production in Nepal and overall performance is disappointing and the production of agriculture remains low by South Asian Standards. The main staple food crops in Nepal (wheat, maize, rice, and potato) were produced at only 50 percent of the maximum attainable yield; cereal yields are estimated to be roughly two tons per hectare. The MOA has mentioned the cause of low productivities were low investment in fertilizers, rural power and rural credit, poor infrastructure of rural credit and rural power, with a lack of research into improving agriculture of the country and the lack of coordination among government department. With these failures, the annual growth rate of the population growth rate sharp at 2.5 percent in 1996. In 2009, the growth rate of the country's population was 1.8 percent and the total population app. 29.3 million (MOA 2010).

### **1.3.3: Food insecurity: causes and impact**

Nepal has faced numerous enlargement challenges, including constant and prevalent food insecurity and child and adult undernourishment. With rapid population growth, failures range of institutions and stagnation of agriculture the risk of a serious food problem is substantial in Nepal. According to WHO describes the

The World Health Organization (WHO) places the current undernourishment rate at “disaster” level, and a recent World Food Program (WFP 2007) reports that the country suffers from the nastiest undernourishment in Asian continent, with the Democratic

Republic of the Sudan, Congo, Somalia and Uganda. According to Asian Productivity Organization (2013), in South Asian countries, much of the attention has been drawn to the dry and semi-arid areas for cultivation. In Nepal, the relationship between population growth and agricultural development are no doubt complex. Even the relation between population and food supply, on which attention is usually concentrated has several distinct aspect.

According to Gartaula and Niehof (2012), in Nepal, out migration of laobor, the losses of labour and consequent combination of remittances greatly affect the agricultural production, ownership of land and food security in the foundation communities. That migration of labour that undermines agricultural development of the country, abandonment of the agricultural sector leads to loss of labour because the majority of allowances are spent on basic needs, health, education and noticeable consumption. He has also described about the out-migration and how different social groups are distinguish the consequence of land ownership for food security in Jhapa, is known as high out-migration rate that located in south-eastern Nepal.

In Nepal, the ninety-five percent or more than that of the food-grain addicted in the country comes from household production, biophysical and socio-economic shocks distressing food production at domestic level that increases food insecurity in the country. The systems of agriculture are managed ecosystems reliant climatic conditions heavily and the agriculture plays a crucial role in human welfare (Chatterjee and Khadka 2011). The social and economic shocks include increase in worldwide food price, increases input prices like; seed, fertilizers, fuel and decrease in public sector investment in food production.

According to Maharjan (2010), agriculture being the main industry of the country, it can reach the development goals such as reduction of poverty and food insecurity by itself with minimum external instructions in the sector. The put in using various technologies to make the farming more productive and more stable will stabilize the farm economy that lead to more stable rural economy vis-à-vis national economy as a whole.

Hollema and Bishokarma (2009) has examined Nepal are close to or above 30, and no sub-region fall into either the moderate hunger or low hunger categories according to

Hunger Index scores in the country. Nepal based on a highly political instability, the country has made steps towards achieving improved health indicator target as identified as in 10<sup>th</sup> five year planning period of the country.

Romer (2004) argues over 9 million people of Nepal as vulnerable to food insecurity in the country. He has used livelihood as a maker, the majority are marginal farm households that located in the Terai and Hills region. Using livelihood as a maker, over 9 million Nepalese are as vulnerable to food insecurity in the country. Of these, the majority are marginal farm households located in the Hills and Terai region, pursued by agricultural laborers, rural castes in the Terai, Mountains marginal farmers, porters, and underprivileged urban households. On the other hand, those the majorities vulnerable to food insecurity are the sub-populations inside those groups, they are children, women, lower castes and indigenous people. Sharp monsoonal influences in production, a lack of post-harvest handling and shortage, and poor market integration and transport infrastructure are the causes of seasonal food shortages are common in many areas of Nepal.

According to Shrestha (2010), lack of decentralized of planning and programme and misallocation of resources in rural areas in poverty in Nepal has a predominantly rural phenomenon. Most of rural poor's in the country suffer from insufficient caloric intake, low literacy rates (particularly among women), common nutritional deficiencies, provision of health services, poor employment opportunities and self drinking water access are very limited. As a result, most of young people in the country are migrate out of rural areas in search of employment in the cities of Nepal and other countries especially India. Lack of agricultural competitiveness and low productivity of agriculture are severe to enlarge poverty and food anxiety of the country. Nepal have gradually increased the rice yields since the near the beginning 1990s, although the appreciated growth rate has been much lower than those of neighboring countries. Nepal's rice yield has increased by 13 percent between 1990 and 2005. The same period in India increased in 20 percent, Bangladesh increased in 47 percent and Pakistan 37 percent increased.

Author described a lot of issues contribute to low agricultural productivity of Nepal, counting the use of livestock and crops with intrinsically poor inherited characteristics, insufficient and often unsuitable allocation of inputs in agricultural production, institution

bound social and economic situation, a heavy reliance on labor, and poor market and marketing systems in the country (Paudyal 2005).

Pyakuryal et al. (2005) has described, Nepal is a least developed nation by means of a gross national product of US \$235 per capita in 2001 and lesser per capita through in the World. In the South Asian countries, Nepal has very lowest per capita income, the maximum people of the country dependence on agriculture and poverty rate is second highest. At the similar time, on a normal, the country had the lowest tariffs in South Asia and has in use more than a few steps to cut back its public distribution system and take away a congregation of agricultural subsidies. According to Thapa and Roy, as the previous distribution of economic well being varies across different regions that the fruits of liberalization have been shared an unevenly. The three regions of Nepal are enormously diverse in terms of arable land, population, the level of malnourishment and starvation and food grain production. They demonstrate the diverse degrees of amenability to markets and access to food. The food distribution system based on the uncommon allocation of emergency relief funds, political demands and the channeling of subsidized food in a big failure of local pressure groups resulted in big breakdown for the government in ensuring food security. As the comprehension of the on policy maker's failure dawned, there was a convinced shift towards targeted programs. The subsequent targeted measures point the policy countryside in Nepal.

According to Bhandari (2005), the country that lacks the forefront of climate change induced disasters capacity to cope with a single flood stress in all areas. Combined with supplementary anthropogenic factors like; faulty agricultural practices, deforestation, and inadequate strategies to cope with the climate change impacts have adversely affected the livelihood of the community in which food security is most significant. There are five major climatic zones in Nepal approximately similar to worldwide climates and a number of small climatic areas in the country within these main climatic zones. He has also mentioned Nepalese economy and provides the principal livelihoods are agriculture represents the largest sector in the country for over 80 percent of every working adult (CBS 1996). Nepal's economy is overwhelmingly dependent on agriculture. The

economy of Nepal that based on agriculture and the agriculture makes Nepal's economy very reactive to climate inconsistency (World Bank 2002).

According to Gill (2003), the country's GDP is dependent over 40 percent. It is because agriculture is the main base of food security in the country. Agriculture provides income and income base as 39 percent GDP of the country that comes from agriculture. Agriculture also provides employment opportunities. The agriculture of the country are affected by climate change its impact on crop yields; that feed on the agriculture are helpless to the transform on forest composition, forest geographic range, forest productivity and health. Similarly the water resources water quality, water supply, natural areas loss of habitat and species composition of water Species.

According to Riaz (2001) et al. in Nepal, the causes of food insecurity are weak performance of legitimacy is a result of both the structure of the state, which required unremitting extraction of resources, and a host of other factors. Some of these other factors stemmed from the policies pursued by the Nepali elites, including the monarchy and the political establishments, but some are intrinsically related to the geopolitical location of Nepal, its peripheral position within the global economic system, and the geographical formation of the country. We shed light on some of these factors to illustrate the argument that economic distress has been corrosive to the authority of the Nepali state. Hunger, disease and poverty are interlinked, with all contributing to the incidence of the other two. In Nepal, the people are living in poverty often cannot buy or produce adequate amount of food to eat and so are more vulnerable to disease. Hunger reduces natural defenses against most diseases, and is the main risk factor for worldwide illness of the people. Ill people are less able to work or produce food. The UN Standing Committee on Nutrition has accomplished that nutrition is a vital foundation for poverty mitigation, and meeting of MDGs related to improved education, child mortality, gender equality, disease and maternal health also.

The country's long term political, social and economic developments are restraint due to hunger. Food security is also seen as a major condition for economic growth. Losses in labor productivity due to hunger can cause 6-10 percent reductions in per capita gross domestic product (GDP). Malnutrition of young children is based on poor cognitive progress, resulting in the lifetime earnings potential and lower productivity of the

agriculture. UNICEF (2011), estimation that one third of world's population do not attain their substantial and intellectual potential due to micronutrient deficiencies caused by food insecurity.

#### **1.3.4: Food Policies in Nepal**

Nepal primarily considered as an agrarian state, where more than two thirds of the populations are engaged in agriculture and contributing one-third to country's GDP. According to Economic Survey Report 2012, Government of Nepal indicates that the share of agriculture has gone down from 60 to 70 percent between 1960 to 1980 respectively and it has reached 35 percent in 2012. The Nepal Agricultural Research Council (NARC) was established in 1991 as an independent research organization meant to coordinate, implement research and to inform policy making, on agriculture of the country. More than 400 projects are currently implements for increased of agricultural production. It is failure to enhanced productivity in the country.

Agriculture Perspective Plan (AAP) is one of the main policy documents in the country for development of agriculture and agricultural productivity.

Policy implementation of AAP was fragile and AAP was not modified to the altering contexts in terms of markets, labor and infrastructure for development of agriculture. AAP was adopted in 2006 from side to side the National Agricultural Policy (NAP). It has focuses on private sector led development, agriculture commercialization and trade. In 2007, Agricultural Bio-diversity Policy emphasized the endorsement of organic production of high assessment of agricultural products.

The country has a long and diverse history of progress activities and accordingly has an inclusive range of strategies, policies and initiatives to promote agriculture and food security. Nepal's overall development strategies have traditionally been outlined in the form of Five Year Plans the one of these (the tenth), ran from 2002 to 2006. Due to the major political changes in 2006, leading to the peace treaty that ended the Maoist insurgency, the end of the monarchy and the election of a Constituent Assembly, a Three Year Interim Plan (TYIP 2007/8-09/10) was launched. A second TYIP is currently being

finalized (covering 2010/11-12/13). The NAP is seen as a means to attain the APP goals, rather than as a new planned document, and focuses largely on;

(i) Productivity improved through technology improvements, (ii) a slow shift towards commercialization of production, and (iii) natural resource base protection and disaster risk management. Although not clearly stated, there is a strong emphasis in the NAP towards the creation of an enabling environment through development of Government capacity for service delivery. The NAP is supplemented by a number of specific sector policies and individual commodity policies which are related to food security, some of which are: (i) National Seed Policy 2000), (ii) National Fertilizer Policy 2002, (iii) National Irrigation Policy (2003), (iv) National Water Plan (NWP 2005), (v) Agri-business promotion policy (2006), (vi) Agriculture Bio-diversity Policy (2007), (vii) Nepal MDG Progress Report (Draft 2010) by NPC, and (viii) Nepal Master Plan for the Forest Sector (25 year plan 1989 - 2014).

Nepal does not produce enough food to satisfactions of domestic demands; it has to import food equal to domestic production deficit. A Nepali spends, on average, 59% of his/her income on food. National Agriculture Research Council (NARC) has been formal government institution for agriculture research in Nepal.

### **1.3.5: Shortcomings of the Current Food Aid System in Nepal**

Nepal has been a dependable recipient of food aid since the 1950s. International food assist programs working in Nepal have move toward under inspection for their responsibility in creating dependence among locals on food (or somewhat rice) aid and supplementary allied troublesome effects on local livelihoods. The response of FIAN Nepal has assumed a study with the authorization to analyze the effects of agriculture that based on food security based rural economy of Nepal from a right to food viewpoint. The food aid policy has implemented by the government of Nepal throughout its group, the NFC, and supplementary support of donors by the international oraginisation, particularly the World Food Program of the United Nations. FIAN undertaken this programme in Nepal from 2010- 2011 discovered that the several accidental side effects have came out during the past four decades of international food aid system. In spite of a significant



amount of resources in food aid annually investing by the Nepali government and the WFP of United Nations, the actual remuneration to underprivileged people have been simply temporary. As the conclusion states that food aid has failed to appreciably reinforce livelihood stand towards the recognition of the right to food because as the occurrence of hunger persistence.

A huge amount of money has been spending by Nepal Food Corporation between 250 to 300 million Nepalese rupees annually to afford subsidized food mainly rice to the remote areas of the country for many years.

Taking into consideration an average of six members per household, the availability of subsidized rice is about 72 kg per year, which is far from sufficient in terms of the quantitative requirement for enough food. Furthermore, local communities in the rural areas are participating in the program have expressed their views of dissatisfaction that the food channeled through the NFC infrequently reaches those who actually need it, signifying a model of discrimination or at least a lack of prioritization for the most marginalized and underprivileged communities.

Food for Work Programme, essentially extended by food aid from World Food Programme, which has been largely criticized for building sustainable agricultural systems at rural areas, which has straight bearing on improving food security among three regions that having limited significance. World Food Programme, have been reported to have mainly determined on the build of infrastructure at local level, such as dirt roads, foot/mule trails and community structure in an inefficient behavior.

Nepal Agriculture and Food Security Project (NAFSP), is a major project of Nepal. The main objectives are to provide food among three ecological part of the country. A number of mobilisations of Civil Society Organizations in Nepal the basically the food deficit districts for “food for work” programme as the food are distributed by NGOs to the people who are working for the progress activities in their villages. The policy of the government in relation to food security is to supply food items, particularly rice to food deficit areas. The path of socioeconomic is interwoven to the society and the biophysical factors are originates. The crop production activities are changes that affecting food prices in the country and the consumption pattern leading to dietary and health outcomes.

Farmer's decisions are also affects on crop area allocation that more affecting the food security and the biophysical factors are affecting the crop productivity and production that influences climate change (NPC 2012).

Agriculture Perspective Plan, National Agriculture Policy and Three Year Plan (TYP) emphasized on agricultural commercialisation that promoting high value crops in the country. However these policies and plans emphasize on food security through amplified production of food in the country, extra stress on high value crops, which can divert resources away from food production and non-food crops. For example, in Jhapa district's land most suited for paddy and this district is now being turned into a tea garden because the high value crop is tea that benefiting the farmers. The paddy crop and tea garden of those areas are affected by climate change and these crops thus affecting the farmer's decisions to grow these groups. The low level of applied tariff in the country (5 to 15 percent) on production of agriculture that makes its domestic food production weak to the outside price and measure shocks. Support in domestic food production is very limited. Several research and supports of technology and fertilizers price subsidies in a very limited scale. The people are getting most of youth people of the country are getting detracted from agriculture with the foreign employment opportunities. Lands are already observed in some hilly areas due to limitation of labour force (NAP & TYP, Nepal 2009). Under such uncertain condition of agriculture of the country, the climate change is adding and common challenge in food production of hilly and mountain regions. Therefore, the agriculture of Nepal is at the irritated boulevard posing defied on the food security particularly among the poor people of the country.

### **1.3.6: Governance and Food Security**

According to Ananda Shrestha(2000), Governance must be transparent, participatory, equitable and accountable. It must promote the rule of law and not regulation of men. Good governance guarantees that, political, economic and social priorities are based on board agreement in society and the voices of the underprivileged and most helpless

people are heard in the decision making process. Some of the components of good governance are follows:

- a. Transparency- Process, information and institutions should be straight reachable to those alarmed and adequate information should be provided to monitor and understand them.
- b. Accountability- In government the private sector and civil society organization must be held accountable for their actions before decision makers. A lack of accountability and transparency are unbridled in local government bodies and has seriously affected the food security situation in the country.
- c. Participation- All people both men and women should have a voice in decision making at every stage, either directly or indirectly through legitimate transitional institutions respect their interests towards society. Participation is necessary for good governance, because the people most of vulnerable people are not participate in all affairs of the country. So the participation is also a vital component of governance in Nepal.
- d. Equitable- All peoples both men and women should have opportunities to maintain or improve their well human being. Equitable is an integral part of governance. A state which provide minimum standard of living opportunities to all people (men and women) and treated equally to all.
- e. Rule of law- Rule of Law is legal-frameworks should be free and fair enforced neutrally predominantly the laws on human rights. Rule of law is played a crucial role in all institutions, because without rule not a single policy cannot make.
- f. Effectiveness and good organization- Process and institutions should create results that assemble people's needs while making the greatest use of resources.
- g. Responsiveness- institutions and process must serve all stakeholders. Responsiveness is the significant component of good governance in Nepal. The authority should be responsible before the people in all matters.
- h. Consensus Orientation- Mediation between different interests should try and arrive at a broad consensus on what is in the top interests of the group.
- i. Long term planned vision- Leaders of an organisation and the public should have a broad and long term vision for human development. A long term strategic vision

is necessary for food security of a country. Food production, stocks and distributions are possible only a long term strategic vision.

According to Lok Raj Baral (1993), Governance is a process of activities; it is also a long term exercise of procedures and regularity of various state functions such as government, administration, police and the army along with a dialectical interaction between the larger citizenry.

World Bank (1994) has mentioned, “Governance is the traditions and institutions by which authority in a country is implemented for the common good. This includes (i) the capacity of government to effectively manage its resources and implement resonance policies, (ii) the process by which those in authority are selected, monitored and replaced and (iii) the respect of citizens and the state for the institutions that govern economic and social interactions among them.

The United Nations Development Program (UNDP 1997) defines governance ‘as the work out of economic, political, social and administrative power to manage a country’s affairs at all levels. It comprises process, mechanisms and institutions through which citizen and groups expressive their interests exercise their legal rights, meet their obligations and arbitrate their differences.’

According to ADB (2005), “Governance is the way in which power is exercised in the organization of a country’s economic and social resources for progress. Governance means the way those with power utilize that power.

#### **1.4: Definition, Rationale and Scope of study:**

The study aims to understand the food policies in Nepal (Terai, Hill and Mountains). It aims to find the major problems of food insecurity and in different regions.

The scope of study includes the food security issues in Nepal and how the public distribution system ensures food security in the context of the recent socio, economic, political and environmental developments. This study improved policies, strategies and programmes for agricultural and rural progress are essential in Nepal that is to increase their agricultural productivity and eradicate hunger in future.

Better policy and programmes are key elements of good governance and are essentials for ensuring food security in Nepal. Without good governance, corruption flourishes and the benefits of public programmes do not reach to their target recipients. Good governance based on accountability, participation, transparency and responsiveness is a pre-requisite for development and ensuring the provision of services to the people. This research also attempts to examine the different issues concerning to food security in Nepal. Several studies on different issues of food security have been reviewed.

### **1.5: Objectives:**

- To examine the food policies in Nepal;
- To analyze the role of food imports and aid in ensuring food security;
- To make an assessment of food distribution mechanism in Nepal
- To examine the different issues concerning to food security in Nepal during the multi party parliamentary system and what different economic and political changes has been taken place to ensure those issues.

### **1.6: Research Questions:**

- i. What are the major issues related to food security in Nepal?
- ii. What are the policies taken by the government to ensure food security in the country?
- iii. What is the food distribution system in Nepal?

### **1.7: Hypotheses:**

- i. State has failed to play a constructive role to boost food security among three regions.
- ii. Nepal is relying heavily on infrastructural build up in the form of agricultural development to provide food security.

### **1.8: Methodology:**

The proposed study is descriptive, explorative and explanatory in nature. The research will be historical and analytical methods. The study proposes to refer both primary and secondary sources of information and data by using deductive method. The primary sources will include various reports of the Government of Nepal, official documents like; Country monograph series, Answer Report, Food and Agricultural organization report of Nepal, UNICEF reports, Ministry of Agriculture reports, Department of Child Health Development reports, Economic Survey of Nepal report, World Bank Report, Nepal Demographic and Health Survey reports, International Food Policy Research Institute Reports and other reports are the sources of information. The secondary sources will include books, journal articles, newspapers, internet materials, unpublished research documents and other relevant materials published in Media from time to time, which will be used in the proposed study.

The secondary sources include books, journal articles, newspapers, internet materials, unpublished research documents and other relevant materials published in media from time to time, have been used to strengthen and verify the research questions.

### **1.9: Chapter Plan**

#### **Chapter I: Introduction**

The Introductory chapter focuses on the theoretical background of food security, statement of the problem, objectives of the study, research questions, hypotheses, data sources and methodology. A brief literature survey that include food security in Nepal,

definitions of food security that defined by various organizations, food policies and food aid in the country, causes of food insecurity in the country and meaning, definition and theoretical structure of governance in Nepal.

## **Chapter II: State of Food Security in Nepal**

This chapter is divided by three parts. The first part deals with the issues of food security, core elements of food security, evolution of food security, impact of the food insecurity in Nepal in detail. The second part deals with the Agriculture in the country which clearly based on agricultural performances in the three ecological regions in the country and Government and Non- government supporting agriculture. The third part deals with the development of the agriculture and food security challenges in the contemporary era.

## **Chapter III: Food Policy and Geographical Dimensions**

The principal theme of the third chapter is divided into five parts. The first part clearly deals with the food policies in Nepal at national level. Food production and deficit situations, Nepal food nutrition security plan, agricultural policies, the agriculture and food security policies, country investment plan and Nepal food monitoring system. The second part deals with public distribution systems in the country which included the distribution of food, public distribution of food at subsidized prices, direct income transfers and special measures to eliminates the seasonal hunger in the country. The third part deals with the policies and programme in different ecological regions such as: Terai, Hill and mountains. The fourth part deals with the various sources of livelihood and income which determine food security which included the occupational labour, causal labour and income sources of the people. Finally the last part deals with the food security institutions in the country. The institutions are Nepal Planning Commission, Nepal Food Corporation, District Food security Networks etc.

## **Chapter IV: Problems of Governance in Nepal**

The fourth chapter deals with the governance problems in the country. This chapter is divided by five parts. The first part deals with the governance problems in Nepal, issues

of governance and food security. The second part of this chapter deals with the Maoist insurgency and its impact on food security which included the food production and distribution, food stocks and stores and assessing the impact on lives, livelihood and food security.

The third part of this chapter deals with the political transitions in Nepal which included the Nepal political transition 2006 to 2013, major progress and challenges of Nepal during transitional periods, challenges of constitution writing and problems of federation of the country. The fourth part of this chapter deals with the socio- economic conditions of the people. Finally, the last part deals with the Good governance and goals of governance of in Nepal.

### **Chapter V: Conclusion**

The last chapter finds out limitations and problems of food security and brings out suggestion to improve the situation.



*CHAPTER 2*

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*STATE OF FOOD SECURITY IN NEPAL*

## Chapter- II

### STATE OF FOOD SECURITY IN NEPAL

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#### 2.1: Prologue

Nepal is a small country, slightly smaller than Arkansas (a geographical name), of 147,181 square km (56,827 square miles) with an area. Nepal has three distinct ecological regions which are, parallel to each other. These are the Terai, the plain and fertile area of the country, a low, in the hill region, the most of population are rural, and the mountain region also called a remote region, which contains Mt. Everest, the highest mountain of the world. The most fertile land Terai, that area has mostly cereal grains, cash crops, and livestock. The hill region has cereal crops, cash crops and lives stock, with horticulture in the place of grain also. The agriculture of the mountain region is predominantly livestock based (Devkota & Bhattraï 2012).

Nepal is also one of the least developed and poorest nations in South Asia. The World Fact Book of CIA has mentioned that one third of Nepal's population lives under the poverty line. The World Bank describes that nearly half of populations of Nepal survives on less than one US dollar per day. In the mountain region, poverty is so severe that five children out of every six children are stunted (Bhurtel and Ali 1999). This is an extreme example of the consequences of food insecurity in Nepal. Agriculture provides jobs for over 75 percent of Nepalese, while accounting less than 40 percent of its GDP. The Human Development Report 2013, by the UNDP, states that the poorest 25 percent of Nepal's people earns less than 10 percent of the income, while the richest 25 percent makes over 50 percent income of the nation. Food security is a development that succeeds in acquiring and producing, accessing and distributing sufficient food that fulfills the dietary need of every member in a household.

### **2.1.1: Core Elements of Food Security**

The interior elements of the food security are food availability, food access and utilization of food. According to World Food Programme 2008 reports indicates the core elements of food security in Nepal, which are:

***Availability:*** Nepal was able to produce sufficient food to feed its population and even was a net food exporter until about 1990. However, since then, food productions and imports have not kept pace with the increase in demand from an increasing population and cereals production has been growing at rate of 2 percent per annum and below the population growth rate. In most years since 1991, Nepal has been in a food-deficit position. More than half of all Districts in Nepal are food-deficit. With a different level of food availability is defined by three distinct regions in the country. Minimal arable land, lack of transportation of goods, lack of road connectivity and market infrastructure are very poor in the Mountains and the Hills restricts availability of food causing extensive food shortages in these regions (CIP, Nepal: 2006).

#### ***Food Access:***

Food accessibility of a household can constrain physical, financial and social barriers of Nepal. The limitations can be compromised by house made production, food purchasing by the households and stocks (WFS 1996). In Nepal, many households do not have the ability to obtain adequate food to meet their minimum consumption requirements either because of physical or financial constraints. WFP (2008) study indicates that about 75 percent of underprivileged households of the country did not have enough access to food; more than 95 percent of very deprived households had inadequate access to food. Inadequate access to food in Nepal the root cause is the financial problems associated with poor households. In the West, Mountain regions and the Development regions of the Far West, these areas poor infrastructure such as no roads and markets that is another major problem of food access. On average, 60 percent of income of a household in Nepal is spent on food, however poor and very poor households are spending a large amount larger quantity of their household's income on food.

### ***Utilization:***

Food utilization is the vital aspects of food security. In Nepal, distribution of food among the household members that outlines the food utilization processes. Simultaneously, age, culture, gender and a general thoughtful of nourishment may influence of intra-household food distribution in the country. According to Vincenza Lofino (2012) awareness of proper food handling or utilizing and storage practices and the knowledge of proper health and nutrition security are very low in Nepal. Most communities do not have a health centre and the nearest is some distance away. It is estimated that 45 percent of households basically in rural areas use a community water source which is frequently unprotected fascinating water-borne diseases. In Nepal, a poor nutritional diet attached with a high stage of unclean drinking water sources leads to a lot of disease problems (diarrhoea, anaemia, ARI, malaria). Food safety regulations are not enforced for food products bought in the markets. Optional feeding practices, such as feeding males and male children before female children and before women is practiced in many households.

## **2.2: Issues of Food Security in Nepal**

Other reasons which made the food availability in Nepal inferior growth are very limited in production of agriculture, exposure to climate change, lack of market functioning, natural disasters, few livelihood opportunities, limited health care delivery and continuing political instability that impact particularly households in the isolated districts of the Mid and Far Western Hills and Mountains regions, which are considered the poorest areas of the country. Social, economic, Geographic and cultural exclusion and discriminations can intensify vulnerability to food insecurity in the country. Hunger has numerous dimensions and consequences. Hunger is the cause of inadequate food intake directly. (Kathmandu post, 28/12/2010).

### **2.2.1: Poverty**

One of the major factors of food insecurity in Nepal is poverty. The country in fact, is known as the poorest, underdeveloped and food insecure countries in South Asia. Most widely adopted concept of poverty is “deprivation of basic capabilities” together with

“lowness of income”, both of which are interrelated with each other in way one may be a cause of the other (Sen 1999). Thus, poverty has two broad dimensions namely monetary and non-monetary. According to ADB (2013) report the country still remains one of the underprivileged countries in the world with wide earnings disparities, and poor access to basic social needs by a large section of the population. Moreover, though agriculture is a bastion for 80 percent of its population, the sector still largely remains subsistence and covers behind in transformation with well-organized production applies due to poor extension services, lack of credit, , low literacy rates in the country particularly the women, inadequate infrastructure such as transportation, capital and markets and communication (T.A. Kebede; 2007: 78). UNDP report (2013) indicates the poverty in Nepal exists in an extensive variation that depending on the rural-urban, geographical, caste, gender and ethnic division in the country. The problem is more rampant, deeper, and severe in the rural areas of Far-western Hills/Mountains and Mid-western of Nepal. The rural poverty especially in the Mid-western and Far-western Hills/ Mountains remains a core issue of poverty in Nepal.

Most of the large scale studies, including Nepal Living Standard Surveys, consider the regional poverty line to assess income poverty, which fail to capture the underlying spatial differences within the region. Similarly, food insecurity is charged in terms of cumulative supply and necessity of total population in the country and misses the accessibility and distribution aspects related with regional and socioeconomic differentiation at household level. In addition, selection of poverty measures, either consumption or income, itself remains crucial question while making poverty analysis (Sheddon and Adhikari; 2003: 114).

### **2.2.2: Migration**

The models of migration are closely connected to agricultural production and food insecurity periods of the country. Over exploitation of marginal grounds leads to increasingly smaller crop yields, adversely affecting food security and income. Seeking to fill the livelihood gap, rural residents migrate to the urban sector in search of off -farm employment. Unfortunately, migration from rural to urban areas has created a labor shortage in the agricultural sector, threatening the food security of the nation (Susan

Thieme 2006). Despite recent challenges, Nepal's agricultural sector grew by 3.36 percent between 1995 and 2005; however, if ongoing agricultural problems in rural Nepal are not resolved, the country will face severe socio-economic consequences in the future. Nepal Migration Survey 2009 argues that more than 90 percent regions in Nepal are migrates to India and overseas. The migration pattern of the Central or Eastern Regions of the country the majority are migrated to Gulf region or Malaysia for searching job. In 2011, The World Bank found that the people were working abroad they are more than two million and in India they were in 40 percent (World Bank, 2011: 45).

According to UN Resident RCHC office, Nepal, the large number of migrants to India is proportionally higher than to other destinations, usually due to the extensive costs and paperwork concerned for overseas migration. In Nepal, the most poor region, the Far West region has since long urbanized a tradition of labour migration as a coping mechanism for the extreme poverty of that areas, that comprehensive periods of food insecurity and general be deficient in of employment opportunities. Migration of labour has escalating become a part of daily living days for huge families in the country; in particular those are in far and remote areas. More than hundred young people (both women and men) are leaving the country every day searching a better job for themselves and their families. The widespread of poverty in the country, stages of food insecurity and unemployment required large number of people, in particular landless in the rural areas; they are from the *Dalit* and depressed community, to pass through to India in search of job (Edmundo et al. 2013).

### **2.2.3: Degradation of natural resources and escalating water scarcity**

Nepal is a most water-abundant countries in the world in general South Asia in particular with its 6,000 rivers, total mean annual runoff of 224 billion cubic meters (BCM) and per capita water availability of 9,000 cubic meters. Yet, the National Water Plan of Nepal (2005) indicates the population has access safe drinking water are only 72 percent, only 562 megawatts (MW) of hydropower capacity are exploited (out of an estimated economically feasible potential of 42,000 MW), and "little consideration is given to environmental necessities". Furthermore, nearly 70 percent of Nepalese depends on subsistence livelihoods of agriculture (NCVST 2009). Agriculture consumes

approximately 96 percent of all water resource withdrawn in Nepal (CIA 2013), the limited development of the non-agricultural sectors are reflected than the agricultural dominance. Only 24 percent of arable land is irrigated, crop productivity is significantly lower than in the rest of South Asia, and the country relies heavily on food imports from India.

#### **2.2.4: Political Instability and Continued conflict**

The economy of Nepal remains in a fragile state in South Asia. After several years of a multidimensional crisis of state, determined by the Maoist anti-regime clash and a royal revolution, a peace and process of constitutional regeneration is in progress in 2006. A long years of civil wars state control on force has been reinstalled in many parts of the country, while it known as a state of fragile in the Terai in south area, the length of the Indian border, where the Madhesi are ruling and the land owner's struggles for political representation of that area. The movement of Terai is subjugated by Yadav castes that recommended that the conflict is struggle for socio- economic and struggle for political representations or political alteration.

The corrosion of public life and law and order situation during the Maoist conflict and the RNA counter-insurgency represented a severe threat to the stabilization of state authority. After the clash, an impure politics and a increasing number of aggressive regional and ethnic movements front the main challenge to the state's monopoly on force. The revolution may have finished, but political instability is persisting or even growing, especially in the Terai region. The escalating occurrence of power outages could not be checked in 2010 and continued to harm the economy strictly. So, political instability and continued conflict is a major issue of food security in Nepal (Shrestha and Aryal; 2011:66-67).

#### **2.2.5: Climate change and Natural Disasters**

Nepal is measured to be one of the world's the majority susceptible countries in the South Asia to the possessions of climate change. This is mainly due to problematic governance, its low level of development and institutional setting, heavy monsoon rains and the poverty of its largely rural population combined with the effects of topography

(Sudmeier-Rieux et al.; 2012:123). The agricultural sector largely relies upon the annual monsoon rainfall since the irrigation system only covers a small area of the country. Due to its high dependence on rain-fed agriculture in the country, Nepal is highly susceptible to changes in rainfall (Govt. of Nepal, Ministry of Environment 2010). The climate change collisions on Nepal will most likely comprise important warming in the country, predominantly at top elevations, leading to decreases in ice and snowfall coverage and thus stream of snow fed rivers in the country. There will be an augmented occurrence of brutal events, including droughts and floods, an on the whole increase in precipitation during the wet season shorter three months (June, July and August) of monsoon seasons more drought and rigorous rainfall patterns.

In terms of natural disasters in Nepal, topography related isolation will also limit the effectiveness of adaptation, both autonomous and strategic, in many areas. Some early warning systems have been created in the upper mountains for threatening GLOFs, but more pervasive and consistent disasters like landslides in the middle hills during the monsoon months that destroy crops and take lives, leave few options for an effective response. Early warning is near impossible due to their frequency of random occurrence, and disaster relief efforts are constrained by minimal resources at local levels and topographical isolation. Furthermore, because levels of income diversification are still so low in the most remote areas and there is a lack of credit and insurance institutions, few options are available to affected families beyond migration, which in itself is not a viable option for even the poorest farmers (Sudmeier-Rieux et al.; 2012: 123).

#### **2.2.6: Poor Infrastructure and Connectivity**

Access to urban markets is indispensable for the commercialization of agriculture in rural Nepal. While cash crops such as vegetables yield greater profits, they are also highly perishable and therefore must be transferred to market centers quickly. Consequently, farmers further from the city without access to an all weather road grow mainly cereals such as rice, maize and wheat, which are primarily used for household consumption and fetch a relatively lower price in the market. Lack of road services discourages the production of cash crops and thus increases dependence upon subsistence and semi-subsistence agriculture. Additionally, farmers in isolated areas often “do not have access



to basic information on demand, supply, prices and alternative opportunities.” Such risks make farmers vulnerable to loss of assets and income, especially those with limited resources at their disposal (World Bank 2010).

### **2.2.7: Ethnic discrimination in distribution on food**

In Nepal, there are confident caste and ethnic groups who have been most underprivileged and the majority of people of that group are food insecure. These groups are Dalit caste those who are weaker section of the country. About 13 percent of the country's total population and they don't have own land or they have very small land to cultivation. They depend on their caste occupation for livelihood as well as daily wager. There are some ethnic groups in are in hills, they are also known to be highly food insecure and the most of the people dependent on daily wages for their income. They are; Chepang, Magar, Bote, Kusunda, Kumal, Darai and Majhi. In Terai the ethnic groups are; Sattar, Koche, Meche and Jhangad. Some of these ethnic groups are associated with certain occupations although they are not considered Dalit, like; Bote (boatmen) and Majhi (fisherman). In Nepal, ethnic discrimination is a major threat to provide basic necessities among the people (Mukharjee 2012).

### **2.2.8: Socio-economic inequalities**

State centralization and socio-economic dissimilarities have been two vital elements at the reasons of the country's civil war (Lawoti 2007). Since 1950s, a policy pursued by the country that policy of substitution of import that deeply benefited the urban elites, but about 90 percent of the population at the same time lived in underprivileged in the rural areas. In the late 1990s, landlessness people were in agricultural labourers that estimated to contain about one million out of six million population. In the country, different ethnic and castes groups also involved economic disparities. They are; Chhetri, Newar and Bahun they are traditionally economy dominant groups due to their closeness to the political globe in Kathmandu. In that time, the excluded groups are Tamangs, Madhesi, Tharsus and Magars (Thapa; 2003: 69 & 74-75).

In the year of 1959 the first parliamentary government in Nepal led by Nepali Congress party leadership. After one year, the dismissed parliament and dissolved all political

parties by the king. Kergoat (2007) has described in his book, the “Panchayat” (assembly) system established by the king in 1962. In 1990 the king’s role defined by the constitution and the country established a constitutional monarchy. So the constitution based on contradictions promoted political opposition. 1991 elections, an absolute majority got by Nepali Congress, and used this situation to set up its dominance inside administration of the state. In 1994, internal division led to a fall down of governments and between 1995 and 1999 a series of six different coalition governments including the CPN (UML). The early 1990s, the socio- economic complaints and governance failure has developed into a medium for conflict and economic development among the populations those who are from marginalized sections were dissatisfied. Increasing corruption in the public sector, the government has failure to fulfilled the people’s need. So the CPN (M) grew out of these disappoints and that appealed particularly to socio-economic accusations as it mobilized in rural people for movement (Mahat; 2005: 337).

#### **2.2.9: High rates of population growth**

Census 2011 (2068), the country has a 26.6 million people who live in 5.66 million households. In the country about 51.44 percent are women of total population. The rising of the population is of 1.4 percent annually. There are approximately 2 million Nepali people are living abroad basically India and overseas. About 17 percent of the total population lived in rural Nepal. In Himali areas the people are live 5.6 percent, in mountains about 52 percent live in these areas and in Terai about 42.3 percent. Demographically saying, Nepal is known as a young country because 40 percent of the are below 15 years, 15 to 49 years of age are 30 percent and 20 to 40 years of age 56 percent in the country (NDHS 2011). The large percentage of young people in the country is seen as huge chance for the nation to take a development. Population of the country is at 2.24 percent per annum growth rate. Nepal is known as the one of the high population growth countries in South Asian regions. This implies a relatively lower living standard. So, rapid growth of population is vital cause of Nepal food insecurity.

### **2.2.10: Population Growth in Urban Centers**

At the opposite end of such isolation, urban areas are facing constant population growth and migration from rural communities at a rate far beyond what the government is able to keep up with in service provision. The trends of urban migration in Nepal are the effect of security fears during the insurgency in the country, there is likely to be an escalating positive correlation between the urban migration and the impacts of CC, with rising “climate refugees” moving to urban areas. An explosion of population in Kathmandu (where drinking water supply and access to sanitation are both already limited, and food prices fluctuate uncontrollably) will face new vulnerabilities with the effects of CC. A small rural farmers moving to urban areas is the cause of growing populations in urban areas in Nepal (Mukharjee; 2012: 39 & 42).

### **2.2.11: Low rates of Agricultural production & NARC**

Agriculture sector of the country contributes to more than one third of GDP, but recent eras the development of agriculture has failed because of growing population rapidly. The production of the major cereals (rice, wheat and maize) which are the vital foods in the country is lower than the growth rate of the population. Because of the lack of growth in agricultural production, the country already faces shortages of food. As the report of Ministry of Finance (2010), in Nepal the 41 percent of the total population consumed less than the least amount calorie necessities, 43 out of 75 districts of the country are in food deficit and 10 districts are vulnerable to shortages of food. Food security, production of the agriculture and rural poverty are closely connected 78 percent of the population of the country has an earning of less than US \$2 a day. The smallholder farmers are 67 percent of these population, agricultural laborers are 11 percent. The NARC has established 1991, is the autonomous body responsible for agricultural research in the country. The political interventions are greatly reduces its effectiveness. NGO’s and private sector agencies are involved in agricultural research in the country. But on a limited role has to play in the country. NARC’s propagation programs are heavily dependent on new yield varieties from the counseling Group International Agricultural Research (CGIAR) centers and other international yields research programs but the national system of research has not increased adequate research capacity of its own (Gulati et al.; 2010: 128).

In 1995, the Agriculture Perspective Plan (APP) was preparing, in 1997 its implementation starting, as a framework for poverty alleviation, growth of agriculture to attain food security in the country. Lack of coordination and resources the APP targets have not been met for a diversity of reasons. The APP implementation focused on a “pocket package”, were concentrated in only a little accessible areas mostly in high potential production system. In the Terai, more accessible areas are low hills and valleys. This Programme ignored the poor farmers and vast majority of small scale in the country. On the other hand, the APP made strategy for development of agriculture that the government has recently begun to replace this programme. In 2013, the new strategy is expected to be in place in the same year by the APP. The National Agricultural Plan (NAP) (2005), the Three Year Interim Plan (TYIP), 2007-08, that politically motivated by policy documents. The main features were based on growth of country’s economy by modernization and agricultural commercialization, as addressing the issues of the society and social inclusion by the integrations of ethnic minorities, women and Dalit. None of plan in the country has been very effective for smallholder farmers in the country and none of the programs were focused on accessible areas and high potential production system. Most dominant sector of the Nepalese economy is agriculture which provides employment opportunities 70 percent of total population for economic development. It generates about 33 percent of the total GDP whereas services and industries account for 52 percent and 15 percent of the GDP respectively.

In Nepal, the major challenge of the rural development is shift from survival to a commercial economy. Low value cereals and low survival production in Nepal with a mere 13 percent of output operated in Indian markets.

Though there is substantial scope for rising production activity and value added the sector’s current 40 percent contribute to in national GDP is declining (World Bank 2011). In spite of an escalating reliance on remittances from the rural and laborers abroad, the lack of economic opportunities exterior subsistence agriculture keeps mainly the Nepalese are poor. In 2008, the World Development Report proposes improving the production of agriculture and variable people from agriculture is essential condition for taking out people from severe poverty, hunger and achieving Millennium Development Goals. Therefore, the creations of the opportunities in non-farm sector and production

and commercialization of agriculture is very important. In productive sector of agriculture the investment is most vital component for agricultural sector. The UN conference on Trade and Development (UNCTAD), argues that the foreign direct investment (FDI) in agriculture tripled globally in eight years. Nepal is not being capable to draw foreign investment to a suitable level. The country has lots of impending in agriculture sector but the inauspicious investment guiding principle and political turbulence.

### **2.2.12: Rise of Unemployment**

Unemployment is largely an urban phenomenon in the country. In Nepal, various surveys has been doing by Nepal Labour Force Survey for identify the root cause of unemployment. NLFS (2008) signifies 252.8 thousand persons aged 15 years as at same year unemployed in Nepal. The rate of unemployment in 2012 was 2.6 percent. The rate of unemployment among the youth people (15-24 age groups) was 16 percent in urban Nepal. Exploitation of labour is major issue in Nepal. NLFS (2013) says that the total current economically active population is about 30 percent of total population in the country. The exploitation of labour is highest for the age group of 20-24.

#### **2.2.12.1: Migration as an individual strategy for employment**

Migration has been a major strategy of Nepali people for finding employment. The migration has been both internal from rural to urban and abroad. According to NLFS 2008, about 1.3 million (equal to 5.5 percent of Nepali population in 2008) are migrant employees. 30 percent of Nepali households received remittances from within Nepal and abroad. Each household received on average NRs. In Nepal, the 80,462 in 2008, this represented about 9 percent of the GDP. This is a conservative figure the real remittance should be as high as 21.2 percent GDP. Interestingly this figure is the highest in South Asia and the 5th highest in the world. About 20 percent of Nepali people migrated within the country in 2008.

### **2.3: Agriculture in Nepal**

Nepal is known as an agrarian country in South Asia with 88 percent of the total population living in rural areas of Nepal and 78 percent of the adult rural population in rural areas engaged in agriculture (MoAC 2013). According to Land Resource Mapping Project (LRMP), 1996, that indicates in Nepal has 3.2 million hectares of cultivated and

agricultural land (and nearly 1.0 million hectares of additional land that could be brought into cultivation). Nepalese economy has been experiencing structural changes over the years. Since 1990s, the contribution of agriculture to Gross Domestic Product (GDP) has decreased by around 11 percent. Nevertheless, the role of agriculture still remains prominent, with around 74 percent labour force employed in this sector. Currently, the country accrues 32 percent GDP from the farming sector. Nepal's rural economy with greater number of people dependent on agriculture for their livelihoods demands modernization and commercialization of the sector. Attempted have been made in this direction in some pocket areas already. Vegetables are grown and goat rearing has been promoted as meaningful enterprises for more income generation. Fruit cultivation is increasing together with their increased demand of taking nutritious food (MoAC 2008). In the recent years, concern for food and nutrition security has been adding challenges to improve delivery of irrigation services together with the supply of seeds and fertilizers. Equally important has become promotion of storage facilities, marketing services, research and human resources development. Despite the emphasis for increased production, the distribution of chemical fertilizers from the formal channel has reduced. After the withdrawal of subsidy, the distribution has declined to 25,169 mt., in 2007/08 from 38,950 mt. distributed in 2002/03. The average rate of chemical fertilizers supplied during the Tenth Plan (2002/03 -2006/07) was 6.3 kg. per ha. It is one of the lowest figures when compared to other countries in South Asia. On the other hand, the use of quality seeds for the high yielding crops (mainly rice, wheat and maize) is also low. The production and processing operations of most of the agricultural activities are not power-based. The APP had considered rural electrification as one of the priority inputs in modernizing agro-processing and pumping ground water for irrigation. However, the progress accomplished in these fronts is not so noteworthy. Despite continued attempts to increase production and productivity in the past, the per-capita food availability has eroded in the recent years because of increased population rate against almost stagnant performance of the agriculture sector. The per-capita holding size of agricultural land is less than 0.8 ha. It is also shrinking over the years due to increased population pressure. The farms in the hills and mountains render management difficulties due to scattered parcels. With the current holding size of cultivated land, it is estimated that a farmer can

meet only about six months' food from their own farm (CBS 2003). According to World food programme, 2006, around 42 districts (out of 75) in the country encounter food deficit each year (WFP 2006). At such situation, the poor families can hardly protect themselves against the occasional shocks created by droughts, floods and prolonged illness. The distribution of food in the remote areas is difficult because of the lack of road access and transportation facilities. Five districts in the country are yet to be connected by road. Therefore, the transportation of food in these districts is not only time taking but also costly. Owing to various difficulties related to the livelihoods, more than one million prime age male adults have migrated abroad for the foreign jobs. The money remitted by them has provided cushion for buying food for the family members at home. However, such migration has created agricultural labour shortage in the villages. The country is attempting transfer of subsistence character of the agriculture sector to a vibrant business system for greater economic growth.

However, the process of transformation is very slow. To accelerate the process, the Government is attempting implementations of activities related to research, marketing, extension services, development of food technologies, quality control and development of rural infrastructure. Since the agricultural system is heavily dependent on monsoon rain, effort for expanding irrigation command area has remained a priority (National Planning Commission, Govt. of Nepal 2011). Emphasis has also been given for the industrial base of production, where more people can be employed. To bring necessary changes in the production system, policy reforms have been attempted for effective delivery of services. The country introduced Agri-business Promotion Policy in 2006; while the Dairy Development Policy was launched in 2007. Further, the Agriculture Bio-diversity Policy was formulated in 2007. All these policies were developed in support of National Agriculture Policy, 2004. The country has also developed tea, coffee, irrigation, fertilizer and seeds policies. They were formulated prior to the introduction of the National Agriculture Policy, 2004.

Nepalese economy is based on agriculture. Agriculture provides employment opportunities in Nepal to 66 percent of the total population and contributions of about 36 percent in the GDP of the country's economy. Therefore, the development of agriculture sector is key for the development of national economy. The ministry of agriculture and

cooperatives bears overall responsibility for the growth and development of agriculture sector (MoAC 2013). The investment in agriculture is still poor. To augment greater return, more investments are required for basic infrastructures development and the supply of inputs.

Although various challenges, Nepal has huge potential for agriculture development. The country is blessed with favorable agro-biodiversities. It can grow wide range of crops (cereals, pulses, oilseed, crops, fruits and vegetables etc.) at different locations in same season. Animal husbandry has remained an integral part of the Nepalese farming system. Many farmers are raising cattle, goat, buffalo, pig and poultry. The scope of aquaculture is also growing in Terai area. To address the problems of poverty and ensure food security, the country needs reforms for the creation of more self-employment opportunities (National Agriculture Sector Development Priority 2010).

### **2.3.1: Government and Non-Government Institutions Supporting Agriculture**

Major Government and non-government organizations supporting agriculture are as follows:

#### **2.3.1.1: Government Organizations**

In Nepal, there are four types of agencies are involved in providing direct or indirect support to agriculture (NASDP 2010). Such as:

- a. Line of Ministries and Departments
- b. Advisory bodies
- c. Autonomous Entities and
- d. Institutions outside the Government Structure.

Seven ministries serve agriculture and associated sectors / sub-sectors. The MoAC covers crop production, food security, horticulture, livestock, fishery, technology management, inputs supply and marketing. The activities such as rural development, irrigation, soil conservation, watershed management and forestry are covered by the line ministries other than MoAC. The departments of each line ministry implement the planned activities. Some of the selected activities are implemented through Development Boards,



Corporations and Companies. Most of them have decentralized offices at the district level. Some of them have office at the sub-district level as well. The agriculture development activities are supported through some autonomous entities also.

The NPC is an advisory body. It sets national development goals and policies. It operates under the National Development Council (NDC) of Nepal, is an apex body chaired by the Prime Minister in the country. This Council is a venue for ensuring Government's political commitment towards development. The line ministries formulate sectoral policies and programmes. They endorse laws for the approval of parliament. The policies are approved by the Cabinet. They are approved through the Parliament upon recommendation of the Cabinet. All line ministries have established their Planning Cells. These cells contribute to the design of sectoral and sub-sectoral plans. The plans are formulated both at the district and national levels. At the district level, the Local Development Officer (LDO) coordinates the formulation process.

#### **2.3.1.2: International / Non-Government Organizations**

More than 100 INGOs and around 30,000 NGOs work in Nepal. They support income generation, safeguard of environment, employment creation, and infrastructure development activities with the mobilization of internal and external resources. The Government has been encouraging their involvement in the backward communities. The Local Self-Governance Act 2055 (1999) anticipates their collaboration with the local government agencies. The role of INGOs have increased after the 1990s with new political arrangement in the country. They have been implementing poverty reduction, economic development, and environmental conservation and rural development programmes such as trails construction, road repairs, market centers development and micro-irrigation systems development.

#### **2.3.1.3: Private Sector Organizations**

The private organizations contributing to the development of agriculture are farmers, agro enterprises, commodity marketing groups and cooperative unions. The farmers are primarily engaged in the production process, while the agro-enterprises supply inputs (seeds and fertilizers) and process the agricultural products. They are also engaged in marketing. The farmers have also formed commodity marketing groups such as the groups for fruits, vegetables and milk marketing. Similarly, the cooperative unions are

established at the national and district levels. Some of them for example are: District Cooperative Unions, National Federation of Milk Producers Cooperative, Federation of Community Forestry Unions and Seed Entrepreneurs Association of Nepal. At the local level, the traders are organized into district specific Chamber of Commerce and Industries, while they are organized under the Federation of Nepalese Chamber of Commerce and Industries (FNCCI) at the national level. At the local level, the traders are organized into district specific Chamber of Commerce and Industries, while they are organized under the Federation of Nepalese Chamber of Commerce and Industries (FNCCI) at the national and the grassroots level. The FNCCI has an affiliated wing called Agri-Enterprise Centre (AEC), which supports promotion and marketing of agricultural commodities such as tea, sericulture, floriculture and apiculture.

#### **2.4: Agriculture Development and Food Security Challenges in Contemporary Era**

Several issues and challenges surround agriculture development and food security situation in Nepal. In Nepal, most of the farms are small. They use low quality inputs and adopt traditional technology. Compared to the farmers of neighboring country like India, the Nepalese farmers are less privileged in terms of obtaining subsidies and institutional support services. As a result, their cost of production is high. More than 80 percent agriculture production in the country comes from rain-fed farms (WFP 2011). The access to year-round irrigation facility is limited. The farmers also lack access to marketing and credit facilities. The sector suffers from low investment because of a lack of return to land and labour. As a result of low productivity and production, the country is increasingly facing food in-security problem. According to WFP around 3.7 million Nepalese are food insecure. In the remote drought-prone mountainous areas, three out of five children are said to have underweight because of malnutrition. I have found lots of challenges in agriculture in Nepal which related to food security in the state, district and VDC in both urban and rural Nepal (FAO, UN: 2013).

##### ***Lack of effort to control post handling loss:***

As availability of food is insufficient, it is important to control the post-handling loss. It is said that most of the farmers bear a loss of around 50 percent in average for food and 40 percent for vegetables simply due to their haphazard handling method.

***Declining attention towards utilization of traditional crops:***

The contribution of traditional food items (such as millet, buckwheat, yam etc) is important for food and nutrition security. However, they are gradually being neglected. Therefore, there is a need for establishing focus on their utilization to minimize the food insecurity problem.

***Limited attention towards food quality control and management for consumer protection:***

Many people consume unhygienic food due to their poor affordability condition and the lack of awareness. On the other hand, the Government also lacks food epidemiology database. It is also weak in reinforcing the acts and regulations to control the food quality and maintain basic food hygiene requirements. The laboratory facilities for the quality tests are not sufficient. There is no reliability about organic products among the large segment of the population yet. For both internal and export markets, the accreditation facilities should be well established yet.

***Limited research activities:***

As research is important to capture and addressing emerging issues and introduce improvements in the food production and utilization systems, it deserves special attention. It is only through research the improvements in technologies applied and the new areas of interventions can be introduced. However, the focus of research on these aspects is currently minimal.

***Complications of distributing food in the remote areas:***

As most of the remote areas of Nepal in the hills and mountains do not produce sufficient food, they largely depend on food supplied from outside. However, the transportation services to these areas are poor. Though attempts are made to enhance production in these areas, the magnitude of the problem is so deep that their requirements will not be locally met even by doubling the local production. To meet the need of such areas, the food and nutrition security issue should not only focus on enhancing production but also in improving the distribution system.

***Limited attempts to commercialization of agriculture:***

Majority of the agricultural producers are subsistence scale based farmers. They lack of commercial orientation. The attempts to enhance scale of production are limited. There is

a need for product diversification. Developing commodity value chains for internal and international markets is equally important. Similarly, need also exists for quality control and safety regulations encompassing the channels of production, distribution, export and import of the agricultural products.

***Poor extension services delivery capacities:***

Public sector is the largest extension service provider in the country. The services extended by them are not demanded but often supply-led. As the skills of staff are not upgraded for modernization of the sector, the capacity to extend the services is limited. Some NGOs are also involved in extending the services. However, their services are not coordinated. The farmer to farmer exchange of information is widespread. There is a need to make these services inclusive to address the need of poor and marginal groups living in the remote areas. The role of private sector in enhancing such services has yet to be materialized

***Limited effort for planning and implementation of the interventions under the APP spirit:*** APP is very much talked about subject as an vital framework for development of agriculture. However, its priorities are not adequately addressed during the efforts made for planning the interventions. APP made a term for enhancing productivity and production in the remote areas. It demanded more physical infrastructure and technical support (irrigation-system, rural roads and market-centers) for the establishment of agricultural growth. However, these priorities were largely unmated.

***Lack of public sector investment in agriculture:***

The agriculture sector enjoyed better allocation of resources since the Third Five Year Plan period. Theoretically, it is still a priority sector but in terms of the relative portion of resources it has encountered decrease and remained sluggish for the past few years. Though the value of allocation has augmented in volume, the relative percentage across the sectors of progress has not changed so much. The percentage has somewhat declined when compared to the period covered under the Third Five Year Plan till Ninth Five Year Plan in the country. The operations of the agricultural sector activities are largely dependent on the allocations of central government budget and projects. However, the resources mobilized by the local government bodies at the local level (through central

government grants and locally raised taxes) are rarely used for local agricultural development activities in the country. In the context of escalating investments in agriculture, including these local government body sources and the mobilization of private sector funds should be considered as well.

***Credit facilities are very inadequate:***

Not many financial institutions operate in the rural areas. As a result, most of the farmers rely on informal sources of credit, which involves exorbitantly high interest rates. As the farmers cannot pay for expensive loans, they cannot afford to purchase fertilizers and necessary quality seeds as well. Sharma and Acharya (1997) examined in “Improving access of women to formal credit facilities”, it has succeeding effect on the level of production and productivity. As the stake for lending in agriculture is relatively perilous due to the crop failure and possibilities of death livestock, most of the financial support agencies extend agricultural loans as their second priority. To overcome this situation, covering the risk of lending through the provisions of agricultural insurance would be essential. They have inadequate capacity to expand their services. They lack facilitative rules and regulations appropriate to meet the farmers’ demand (e.g. inter-lending provisions to meet the demand for loan).

***Affecting conditions of agriculture by the depleting of natural resources:***

When Nepal’s population was relatively small in the past, adequate quality land reserves were available for the conversion of forest or grassland into the arable land. During those times, the country had enough production not only feed its population but also to export abroad. However, with increased population pressure in the recent years, the forest encroachment has increased (Gautam 2013). The quality of arable land and forest cover has been degraded demanding sustainable management of land for both conservation and earning livelihoods while maintaining the environmental standard at the same time.

The hills and mountains have become soil erosion and prone to landslides, while the Terai plains region suffers from sedimentation and alluvial deposits. As poor people do not have alternate access to resources for food security and income generation, they are over reliant on the utilize of natural resources (MoAC 2010). Their livelihood strain even compels them to ignore the vulnerable conditions of the bio-diversities in their surroundings. To maintain ecological sustainability at such situation, the Government

needs tackling of the livelihood situation of the poor hand-in-hand from side to side conservation agriculture and other alternating employment opportunities.

***For adjustment to climate change effects capability is very limited:***

Nepal has been experiencing irregular rainfalls, cold waves, draught, floods and landslides. New pests and diseases have also appeared at different locations. These factors are straight affect of food production. Therefore, the country requirements to enhance its capacity with sufficient attention for safeguarding the vagaries of climate change effects in agriculture.

***Low function of utilized authority in substituting manual labour:***

The performance of agriculture has been delayed by the scarcity of labour due to increased out-migration in the recent years. On the other hand, the application of animal operated and other power-using mechanical tools are also limited. As result, the labor among those who remain at home (usually the female members) has augmented significantly. To overcome this situation, the function of power-using technologies should be promoted in view of their larger efficiency and cost usefulness.

***Limited accomplishment of land reform measures:***

As land is the vital resource for development of agriculture and food security, its size of investment signifies social security of the families in the rural areas. Given the connection of such status and also its significance for food and nutrition security, the villagers often attempt to take more lands (public and private) under their control. This circumstance is evidenced by a greater number of land correlated cases in the court. Fragmentation of land is a frequent problem of Nepalese society. The lands ownerships are divided upon the division of members from a joint family. Such practice reduces the size of land being cultivated by the household. It also affects the level of agricultural production, to some extent. While there are large sizes of land investment by some people, there are others without any land entitlements. For example, Nepal has freed the bonded labourers almost a decade ago but they are still to be rehabilitated. Moreover, there are many other landless people, who also hope for the access to land for their livelihoods. For managing these situations, the country needs to initiate essential land reform measures.

***Poor irrigation facilities:***

The availability of year-round irrigation services is very limited. There is no participation of farmers in the preservation of public irrigation systems. As the presented systems are poorly maintained, most of them run below their potential level of competence. The Government introduced Water Resources Strategy and National Water Plan to persuade participation of the farmers. However, the achievement to this effect was inadequate because these frameworks did not pay much attention towards creating greater collision on agricultural productivity and production. Collection of service fee in irrigation is one of the major problems as most of the farmers are unwilling to pay because of irregularity of the services being provided. Similarly, the Government has attempted management transfer to the users. However, it has become a longer time taking process.

***Tremendous out-migration creating scarcity of agricultural labour:***

The migration from rural to urban areas and also overseas is increasing. Such migration is often pressed by poverty and inadequate access to employment opportunities for the village youths. On the other hand, it is also induced by frequent natural calamities particularly in the disaster-prone areas. It pronounces the need for persuading scientific mitigation and adaption to climate change effects including formation of new opportunities like employment at the local level before it becomes too late.

***Institutional ability for planning and implementation of interventions are very limited:***

The planning and implementation capacity of staff is limited. As a result, the delivery of extension services for processors, producers, and traders are affected. Therefore, the country desires to enhance planning and implementation capacities of the staff members functioning for agriculture development.

***Unsatisfactory support price policies for agricultural inputs and outputs:***

Nepal emphasizes commercialization of agriculture but lacks supportive price policies. As a result, the Nepalese products cannot compete with the subsidized price of open border in Indian market. To overcome this problem, policy reforms are necessary for providing input and output price incentives to the producers, processors and traders of the agricultural commodities.

***No control of needless use of fertilizers and pesticides:***

The effort for escalating agricultural production and food security are dependent on the access to natural resources (water, land and forest). For ensured food and nutrition security, these resources should be sustainable. In this context, promoting preservation agriculture among other alternatives is valuable. Excessive use of pesticides and chemical fertilizers is common the commercial farms (Diskhiti; 1990: 32). It is desirable that such use of overdose should be prohibited by determining the quantity to their manageable limits. To minimize the negative effects of tremendous use, promoting coverage of Integrated Pest management (IPM) system would another characteristic to consider.

***Negligence and use of information in agriculture planning and implementation:***

The record for agriculture sector should be strengthened as it provides basis for planning, implementation and monitoring of advantageous interventions. However, it has remained as one of the mistreated areas yet. The emphasis for agriculture progress is changing over the years. From a simple direction towards production, the current move is towards optimization of land use and labour efficiency so that the sector's performance can be made more profitable (NASDP Plan 2010/11- 2014-15). Such thrust requires sufficient business orientation among the farmers. This invites promotion of value chain activities at all levels (i.e. extending from the supply of inputs to production, processing and marketing). To guarantee adequate efficiency, the comparative benefit of key stakeholders should be most excellent utilized.

The food and nutrition security not only depends on the quantity and quality of food produced but more prominently on their distribution efficiency. To provide equal access to all citizens of the country, the capacity of distribution should be improved for the remote areas. For Nepal, the challenge for ensuring food and nutrition security requires "enhancing production" in one hand and "preventing hunger" on the other.



*CHAPTER 3*

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*FOOD POLICIES AND GEOGRAPHICAL  
DIMENSIONS IN NEPAL*

## Chapter- III

### FOOD POLICIES AND GEOGRAPHICAL DIMENSIONS IN NEPAL

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#### 3.1: Prologue

Nepal is a landlocked country bordered by India to its east, south, west and China on the north side. It has a population of approximately 29 million spread over an area of 147,181 square kilometer (CBS 2011) with a rich diversity of culture and ethnicities. Nepal is also characterized by a highly diverse topography ranging from the fertile plains (*Terai*) in the south to the Mountainous area in the north which is world's ten highest Mountain peaks. Such spectacular contrasts in geography make Nepal a nation of attractive landscapes with a wealth of ecological and biodiversity resources. Food and nutrition security policies were formulated for the first time in the Eighth Plan of the country (1992-97). The Ninth Plan (1997-2002) continues these policies and strategies, aiming to improve nutritional standards and thereby contribute towards the national goal of poverty alleviation and human resource development. Major policy prescriptions of the Ninth Plan include importance on the production of healthful foods to increase food availability at the household level and reduce undernourishment. In compliance with international commitments, there is now a policy of distributing micro-nutrients in crisis areas, introducing nutrition programmes in primary schools, and launching nutrition consciousness programmes in conjunction with the private sector and NGOs (Synnott; 2012: 14).

#### 3.2: Food production and deficit situation in Nepal

Table 3.1 presents the food production and deficit situation in Nepal since 1990s. With steady growth in population and hence requirements, annual fluctuations in the level of food deficit at the macro level is directly determined by deviation in production, which in turn is largely determined by variations in the production of paddy. Although the deficit, defined as the percentage of requirement, has never exceeded 12.5 percent at the macro

level, there is large variation across regions and ecological belts. In the 1990s the deficit averaged at 5.2 percent.

Table 3.1

Year	Production (000 Mt)	Requirement (000 Mt)	Deficit	
			'000 Mt	as % of requirement
1990/91	3 619	3 487	+ 132	+3.78
1991/92	3 373	3 562	189	5.31
1992/93	3 292	3 634	342	9.41
1993/94	3 585	3 724	139	3.73
1994/95	3 398	3 883	485	12.49
1995/96	3 917	3 948	31	31
1996/97	3 973	4 079	106	2.6
1997/98	4 027	4 178	151	3.61
1998/99	4 098	4 279	181	4.23
1999/2000	4 452	4 383	+ 69	1.57
2000/01	4 513	4 430	+83	1.87
2001/02	4 561	4 527	+34	1.75
2002/03	4786	4671	+115	1.24
2003/04	4925	5285	360	0.93
2004/05	5102	5085	+17	1.33
2005/06	5505	5612	107	0.98
2006/07	5802	5606	196	1.34
2007/08	6281	5821	460	1.79
2008/09	6421	5982	439	1.73
2009/10	6742	6758	16	0.99
2010/11	6954	6815	+103	1.15
2011/12	7855	7985	130	0.98
2012/13	8598	8612	14	0.99

Note: + indicates surplus.

Source: Environmental Statistics, Nepal, CBS, 1998 and CBS 2012.

Although the shortage fluctuated, the situation seems to have enhanced in the latter part of the 1990s, as the average deficit, which was around 8.5 percent during 1992-94 declined to about one percent during 1998-99 and it turned into surplus in 1999/2000 and 2000/01. In the year of 2004/05 and 2010/11 the food deficit remains low among other years. However, the surplus remained below 2 percent of the requirements in both years irrespective of the national situation; the Mountains and the Hills have always remained vulnerable to food shortages. The Tarai, on the other hand, has always been a surplus food producer. All development regions except the East are vulnerable to food shortages, although these vary between regions and years.

### **3.3: Food Policy and Programs in Nepal**

Nepal is a mainly mountainous country with power infrastructure, poor transport and communication. Agriculture is the foundation of its economy of the country, is stalled by comparatively productivities are very low as evaluated with other countries in South Asian region in the whole world and by a inadequate land resource base. Insufficient capital, lack of road facilities are not adequate access to inexpensive of modern and creative farming technologies that resulting in producers relying on traditional agriculture in the country. These policies have been place to encourage in agricultural research, implementation of technology, development of infrastructure and their weak impact by both the civil war in the country, failures of the institutions which resulted in food insecurity in Nepal (FAO, UN; 2013:33).

Food insecurity is a basic issue in the country which needs high significance policies of development. World Food Summit (1996), with 184 other countries made a assurance to decrease the number of unendingly malnourished people of the country by partly the year 2015. There is a little development in the country in total production of food since late 1990s and the collective distribution is regarded as sufficient to accomplishment of the population of the country. Despite of the rising huge quantity of the food in the country, 48 percent of the children are malnourishments and about 47 percent of the populations are less than the dietary necessities in Nepal. This distinction specifies simply rise of food supply in the country is not sufficient to make all the household and individual food

access at national level supply to food secure. That understands the food security and food policies in the country, a detail study of food security situation and food policy at national level is necessary. Therefore, this study asks for to make out food policy and programmes in Nepal, that running by Govt. of Nepal. Accomplishment of policies, classification of food insecure groups in the country and attaining a better understanding of the food security determinant are significant for designing successful food security programs (Khadka 1989). Hence, this study effort to identify the potential to increases agricultural productivity to progress domestic food security status among three ecological regions.

### **3.3.1: Nepal's Food and Nutrition Security Plan:**

The interim constitution (2006) distinguishes food security as fundamental human right of every individual of the country. Therefore, Govt. of Nepal has approved a plan for food security that signifies to safeguard the right to sufficient food security for all. The challenges of food security is to do this while maintaining proper conservation of natural resources, equitable production, improved quality of food products, improved agricultural productivity and decreases vulnerability of underprivileged population (children, women, old, marginalized tribes, people of occupational caste and people living in inaccessible areas) (Baidya; 2008: 25).

The five most important objectives of Nepal's food and nutrition security plan are:

- to improve the food (nourishment) situation in the country;
- to boost standards and security of food stuffs that are accessible in markets;
- escalate the country's self-sufficiency for fundamental food stuffs;
- to improve the admittance to food by the communities prone to food and nutritional insecurity among the people.
- to improve ability for running food insecurity that occur from crisis situation of the country.

### **3.3.2: Agricultural Policies**

In Nepal, the country's overall economy is dependent on agriculture. In 2008/09 nearly 34 percent of the GDP was from agriculture and allied sectors (including forestry and fishery), and this sector employs nearly 70 percent of the total workforce (MoF 2009). Agriculture Perspective Plan 1995- 2015 (APP), signifies the huge policy circumstance for the agricultural development in the country. The most significant objectives are: poverty alleviation and improve living standard of the people in all areas, to escalate factor productivity for an accelerated growth rate of agriculture; to create more employment opportunities; long-term and short-term strategies for implementation for the development of the agriculture, to provide clear guiding principle for preparing periodic plans and programs in future and conversion of subsistence agriculture into commercial agriculture through diversification and exploiting proportional advantage; and to identify problems and immediate solutions of the problems. The package for the green revolution for plain area of the country and commodities of high value for the hills and mountains regions are strategies to attain catch- up growth, decrease poverty, and reach market facilities and protection of the environment. Mountain, hills and Terai regions are based on their definite relative advantages are chiefly to APP precedence and the concept of rural growth connected. Tenth Five-Year Plan (2002-2007), known as a periodic plan, National Agriculture Policy (2004) and Three Year Interim Plan (2007- 2010) illustrate on the basic set by the Agricultural Perspective Plan and the share of common thread of diversification of agriculture, inclusive growth and reduction of poverty.

The policies are creating the growth of agriculture, opportunities for enterprises and farms while protection of the environment and accomplishing food security (Nepal Agriculture Research Council, 2010). The TYIP, objective is to be accomplished by enhancing economic growth, ensuring food security of the country, efficient and effective utilization of technical information, management of natural resources and development of agriculture. Agriculture and livestock progress are to be pleased as the direct sector in this respect. In 2013, officials estimated that Nepal is likely face a deficit of around 900,000 tons of rice due to unfavorable weather conditions. Rice production in 2012-13 is estimated to decline around 11 percent to about 5.07 million tons. The government has

declared that around of 33 districts out of 75 districts in are food deficit in 2013-14, compared to around 27 districts in 2012-13.

### **3.3.3.1: Food Security and Agriculture Policy in Nepal**

Nepal has an extended and diverse history of enlargement activities and accordingly has a comprehensive series of policies, initiatives and strategies to promote food security and agriculture. Nepal's overall development strategies have traditionally been outlined in appearance of Five Year Plans the last of these (2007-2012), ran from 2006 to 2010. In Nepal, National Agriculture Sector Development Priority plan (NASDP 2011-2015) associated the Country Investment Plans are: (i) to build agriculture sector more competitive and business oriented in worldwide market, with increased production of agriculture, (ii) to guarantee food and nutrition security in the country, (iii) to decrease poverty by escalating employment opportunities and income generating opportunities in agriculture and other sectors, (iv) to reduce unfavorable possessions of environment, climate unpredictability and climate change situation in the agriculture sector, (v) to increase cooperatives for development of agriculture, (vi) development of the human resources for the supervision of a sustainable growth of agricultural process ( NASDP 2010).

Measurable outcome indicators for the TYIP (2010/11-2012/13) so far are framed as increases in crop and livestock production with corresponding increases in per capita food consumption. The indicators include: food crop production increase by 25 percent, pulse production increased by 40 percent, fruit production increased by 10 percent, potato production increased by 12 percent, vegetable production by 20 percent, milk production increased by 10 percent, and meat production increased by 30 percent. Other measurable indicators such as increase in Agricultural GDP, increased incomes of households of VDC's and other household food security indicators are being formulated. The Agriculture Perspectives Plan (APP 1995-2015) is framed by Nepal agriculture sector by the 20 year, with a twin focus on reduction of poverty and sustainable growth of agriculture and strong importance on technology inputs that create a situation of food security in the country. APP considered framework is further expressed from side to side

the National Agriculture Policy, which stay behind to date the framework of the official policy for all interventions, though enlarged and supplemented by a variety of definite sector policies.

The National Agriculture Policy is seen as a means to attain the goals of APP, somewhat a new planned document, and focuses mainly on; (i) natural resource stand protection and disaster hazard management, (ii) a measured shift towards production of commercialization, (iii) to increase production activity through development of technology. Although not clearly stated, there is a strong emphasis in the NAP towards the formation of an enabling environment through improvement of Government capacity for service delivery (Koirala 2009). The NAP is supplemented by individual commodity policies and a number of specific sector policies, these are: (i) National Seed Policy 2000), (ii) National Fertilizer Policy 2002, (iii) National Irrigation Policy (2003), (iv) National Water Plan (NWP 2005), (v) Agri-business promotion policy (2006), (vi) Agriculture Bio-diversity Policy (2007), (vii) Nepal MDG Progress Report (Draft 2010) by NPC, and (viii) Nepal Master Plan for the Forest Sector (25 year plan 1989 to 2014).

The NASDP also covers analysis of key issues and challenges confronting agriculture as articulated in the TYIP (2010/11-2012/13). This plan development has involved a board stakeholder consultation. The NASDP also supports the achievement of the Millennium Development Goals and attempts to correspond technical services related to MDG one and MDG seven. Recognizing that it is vital to provide a more complete framework for the key objective of improved food and nutrition security, the Government has also enunciated the need to develop a comprehensive National Programme for Food Security and Nutrition (NPFSN), and has requested specific assistance of its development partners. FAO has carried out several inception missions for this purpose since 2008. The most significant mission, jointly deployed with USAID, was finished in April 2010, and recommended a series of concrete actions for launching the Programme, first and the primary establishment of a nationally owned Programme Formulation Team. The main concerns recommended for the NPFSN closely reflect those of the NASDP.



### **3.3.3.2: Country Investment Plan**

Nepal Agriculture and Food Security Country Investment Plan (CIP) is the finale of a national development, that involving consultation with development partners and stakeholders, experts, as well as in analysis of deepness of the agriculture and consistent sectors. CIP follows logically from the objectives delineated for agriculture and food security in the Nepali Govt. The Three Year Interim Plan (TYIP 2010/11-2012/13) that is further articulated in the NASDP for the Medium Term (NASDP 2010/2011-2014/2015). The NASDP document facilitates necessary planning and resource enlistment and identifies medium term perspective priorities and main concern areas requiring support by the development partners and the Govt. of Nepal. The formulation process of the NASDP has involved broad stakeholder consultation at many levels leading up to its validation.

The CIP goal is to poverty reduction and domestic food uncertainty on a sustainable basis and to make stronger the national economy. Towards the CIP outlines ten agriculture and food security programmes identifying sub- program/components and activities that will be carried out by the GoN Ministries, in particular, the Ministry of Agriculture and Cooperatives over the next five years. CIP is designed to take advantage of the previously recognized opportunities and builds upon the continuing and planned development programmes, as well as community led programmes, in other sectors such as infrastructure of the rural areas, irrigation, health, rural energy, forestry, etc., implemented by various ministries of the country, donor agencies, NGOs and also the private sectors.

There are four aspects to the CIP programmes. First, to improve agricultural production and productivity through a mixture of suitable technologies that can result in environmentally sustainable agricultural practices. Second, improve farm incomes and boost the livelihoods of rural people, particularly disenfranchised groups. Third, distinguish the need for ensuring food safety both for enhancing value addition in agriculture and also for consumer's protection. Finally, to appropriately pressure on investing in human resource development of all stakeholders for ensuring sustainable

outcomes, and also improving the government's own institutional competence to ensure better planning, project, delivery and management (CIP, Nepal; 2010:45).

### **3.4: Nepal Khadhya Surakshya Anugaman Pranali ( NeKSAP)**

The most wide-ranging food security monitoring system in Nepal is the NeKSAP (*Nepal Khadhya Surakshya Anugaman Pranali*) which has been established by the UN World Food Programme 1996 and 2008 in collaboration with various national institutions. The NeKSAP collects information from many sources such as; weekly, monthly and annually and analyzes field level data for food security monitoring as well as early warning information to inform food policy. As part of its food facility, the EU is funding the strengthening and roll-out of the district food security phase classification approach in Nepal and setting up a food security monitoring unit within the MoAC. The project aims to build government capacity by institutionalizing the NeKSAP. In order to achieve this, a joint mission was organized by the ministries. The mission reviewed on hand information system practices, identified gaps and proposed opportunities to strengthen and build on these existing systems in order to develop a comprehensive system firmly embedded in the government structure. The key goal of the mission was to evaluate the NeKSAP, propose development and propose an action plan on how to institutionalize and relocate this system to the Government of Nepal with possible connected to other applicable information systems.

The most wide-ranging food security scrutinize system currently operational in the Nepal Food Security Monitoring System (NeKSAP) which is currently managed by WFP in cooperation with the Ministry of Agriculture and Cooperatives. The heart of the NeKSAP are the district food security networks (DFSN) which are formed by staff and representatives from district-based organizations and institutions, including the Chief District Officer, District Agricultural Development Officer, Local Development Officer, District Framework Document Nepal Khadhya Surakshya Anugaman Pranali (NeKSAP 2012) .

### **3.5: Public Distribution System in Nepal**

Public distribution system of food is very limited in Nepal. At present time, mid meals scheme are being afforded to children in 14 district of far and mid western regions primary school in the country. This scheme is encourage school enrolment and to develop the nutrition standard among the student. This is more valued program but it's covered very limited areas. This program is based on government's own resources is not adequate to prolong this scheme once WFP withdraws support of food to this program is unsustainable also.

In the contemporary era there is no food distribution scheme for lactating and pregnant mothers. This public distribution system's coverage is very narrowing because the many food storehouses are situated in remote areas and the food unable to reach the underprivileged people. There were rebellious and illustrate looting the stock of the food that available at some food depots in the country. The coverage of distribution of food is reducing also because lacks of funds are available. Public food distribution system in Nepal was never a crucial operation and barely had an impact on the country's food distribution system also. However, food distribution system in Nepal has been criticized also as program, which guarantees food security of government officials' situation in the remote areas in the country (Baidya 2004).

#### **3.5.1: Food Distribution**

On the consumption and prices side, food based safety net programs aim to enlarge economic access via distribution of food at subsidized prices. In the case of Nepal Food Corporation (NFC) or conversely distribute food as an inducement as in the case of school feeding programs for the Food-For-Work program coordinated by World Food Program (WFP 2009). The NFC currently distributes subsidized food in 30 remote hilly and mountain districts in harmonization with district-level committees. Since NFC procures from the open market, its operations are subsidized mainly via transport subsidies as food is transported via air. Thus NFC passes on this subsidy to consumers by selling food grains to target beneficiaries (identified by the local governments) at ideally lower than market prices. Various studies that have analyzed the efficiency of NFCs operations have identified significant gaps and inefficiencies in its functioning. Seddon &

Adhikari (2003) observe that until the late 1980s, NFC mainly catered to Kathmandu which consumed 45-50 percent of the food supplied. From the 1990s, NFC was rationalized under the assistance of Asian Development Bank contract after which Kathmandu city and other reachable areas do not get subsidized food among the people. But in spite of its reforms, there are still seem to be many deficiencies in NFCs operations. By 1996 NFC's losses amounted to around NRs. 905 million, mainly due to high costs in transport, marketing and operations (APROSC 1998).

Prakuryal et al. (2008) also observe that targeting errors remain NFC is estimated to have met only about 36 percent of its aim quota for the unreachable regions of Nepal as against 64 percent for the reachable regions during the period 1998- 02. NFCs operations remain expensive because of the transporting rice of the high rate by air, for example, is typically four times the price of rice in the *Terai*. From the consumer point of view, NFC prices in some regions are estimated to closely correspond to prevailing retail prices of coarse rice in Hill and *Terai* regions (UN WFP, FAO 2007). Also as seen former the actual quantity of food distributed by NFC is a very small split of the total production. Contemporary era, distributions of food in remote parts of the regions have been extremely decreased by the conflict situation in the country, as food depots were closed. Prakuryal et al. (Ibid.) estimate that regardless of transport subsidy, NFCs transport and operating costs are still high relative to the private sector. It is needed to critically evaluate the current operation of NFC and work out ways and explore alternate mechanisms to ensure food reaches the deprived in a cost- effective and speedy manner. Other targeted food distribution efforts underway with the financial and logistical support as well as actual food supply from WFP are outlined of Rural Community Infrastructure Works Program (RCIW). Approximately 480000 benefit of the poor people from Food-For-Work projects every year, community based projects and consisting of rural road construction such as irrigation of the land and conservation of the soil structures, and generation of income projects. These efforts cover around 25 districts in Nepal. The food/ cash transfer component is valued at US\$ 4.5 million. The wage rates are located based on market analysis at 5 kg rice or Rs 200/ labor for a day (Sah 2010).

### **3.5.1.1: Food for Education Program (FFE) & Mother and Child Health Initiative:**

one of the programs is food for education is directed at increasing the nutritional status, school attendance and enrolment of the children, particularly the girl children, a take home ration of oil and providing mid-day meal scheme for girl student. In total 3600 schools are covered across 18 districts of the country. Mother and Child Health initiative: This program aspires to develop the nutritional and health status of pregnant women and nursing mothers and their young children in Nepal. That has been providing necessary nutritional food support in every month take home ration of equipped food (Maharajan & Chhetri; 2006: 4). The total beneficiary of 64000 people operates in 11 districts with an annual average.

While a regionally differentiated strategy is necessary it may be useful to coordinate and rationalize all these independent programs in order to efficiently raise incomes of the vulnerable population. The key issue in such programs is to estimate their reach to the real poor of the country. A particular and independent assessment of these initiatives will enable policy makers to earmark the most successful models and implement them in keeping with the needs of different communities in different regions for most long lasting results. This will also enable policy makers to identify the most suited roles each the existing current actors can play.

### **3.5.2: Income Attractive Actions**

Numerous income attractive activities have been launched in the country. Some activities are targeted to least advantage poor, e.g., leasehold forestry, food-for-work others to poor households with based on scanty resource, e.g. the development of small farmer programmes. Even these programs have been relatively successful in escalating food opportunity among the poor; these programs are very limited coverage in the country. Furthermore, strengthening of divergence has forced numerous programs to shut down in several districts, e.g., in Far- west, the Kamiaya has supported this program.

### **3.5.3: Price strategies in Nepal**

There are no definite initiatives to control rise of food price in Nepal but the government has failed to frequent governmental actions against black marketers and hoarders in the country. Government has listening carefully more on lessening provide the restricted access to permit market instrument itself to control food prices in the markets. This

policy seems to be running as contemporary eras have witnessed comparatively rises of food prices in available areas. On the other hand, there is a statement of high food price rises in remote areas. So, the authority has failed to produce a team to tackle this situation.

#### **3.5.4: Food Distribution at Subsidized Prices**

In Nepal, there is no large scale of public distribution system of food was addicted. In the remote areas, there is only inadequate food supply at subsidized prices. In these areas, the benefiting are mostly civil servants working and this policy has been criticized actually for not connecting the poorest areas. So due to limited funding and uprisings the treatment of this policy is lessening.

#### **3.5.5: Direct Income Transfer Policy**

This system introduced by the government for the senior citizen or above 60 years a monthly allowance of 100 rupees. Due to various administrative hurdles this has been failure to reach the needy people in the country. Effectiveness of this policy the food security situation is acting as barricade also. However, it must be noted that the pension amount is so small that it perhaps would have no collision on the food security situation among the old age pensions even if were really accomplishment the senior citizen.

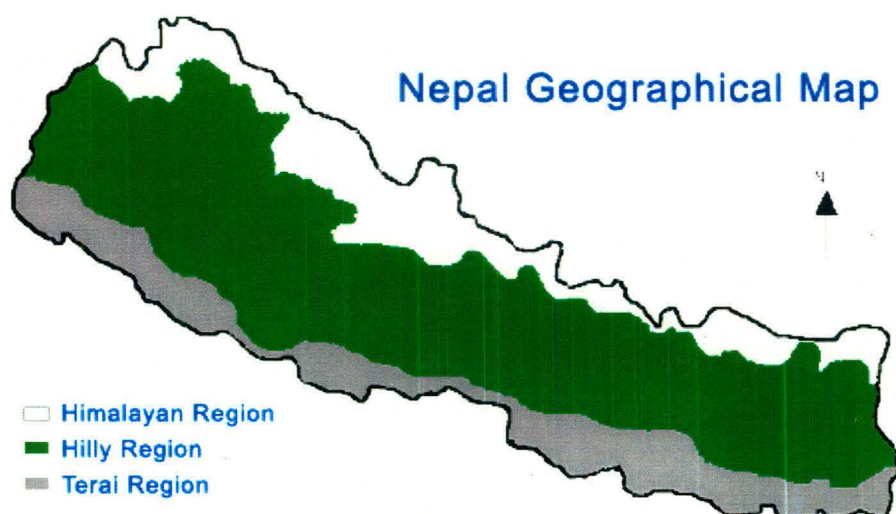
#### **3.5.6: Eliminate Seasonal Hunger and Aftermath of Natural Calamities**

In Nepal, there is no special measures have been taken by the government particularly to addressing the issues of seasonal hunger in all areas. There is certain month in which the hunger situation is more divergent, the government has no definite information on available of seasonal hunger. We can say one there is no specific measures have been taken yet. Food-for-work as regarded to a positive encouraging extent which addresses the seasonal hunger in the country. In unfastened agricultural seasons at that time the people of areas are waiting for the next season to work. Those who are dependent on daily wages initiate to face of food shortages.

In Nepal, the natural calamities are frequent in all regions. In every year, excess of 1,000 people are died by these calamities and a lot of households are severely pretentious or their lives dislocates. The severe affected families are faced the severe prospect of starvation among many other problems of these situations. The Central Natural Calamity Fund is maintained to address these issues and evacuate in the time of calamities. Red

Cross to afford emergency relieve package to severely affected people in all areas are working of these funds. There is no specific policy or plan includes food rations in the country at that time.

### 3.6: Policies and Programs in different ecological regions (Terai, Hill and Mountains)



Source: CBS, Nepal: 2011

Geographically and ecologically Nepal's landmass broadly divided into three zones; the *Terai*, the Hills and the Mountains. Administratively Nepal has 75 districts with 3915 Village Development Committees and 58 Municipalities. The 75 districts are spread over five development regions such as: Mid-Western, Far-Western, Western, Eastern and Central region though these regions are not functional administrative units. Majority of the land (geographical area) in Nepal falls in the Mountain and the Hill regions with a share of 35 percent and 42 percent respectively, while the *Terai* accounts for only 23 percent of the total land (MoAC 2009). The spatial spread of population on the other hand shows a high concentration in the *Terai* belt. According to the 2011 census, the population of *Terai* accounted for 50.27 percent; the Hills accommodated 43 percent of the population and the Mountain 6.73 percent of the population (CBS, Nepal: 2011).

### 3.6.1: Ecological belts of Nepal

For administrative and developmental purposes the country is separated into five development regions: Eastern, Western, Central, Far-western and Mid-western which run north-south. There are 75 districts, more than 4,200 Village Development Committees (VDCs) and 58 municipalities. It is a multiparty democracy with system of Village Development Councils and Village Development Committees at the grass roots level and in the district level the District Development Councils and District Development Committees at the district level. At the centre there is a National Development Council and a bi-cameral Parliament with 205 elected members and the senate with 60 indirectly-elected or nominated members (CBS; Nepal: 2011).

Table 3.2

	Mountains	Hills	Terai
Altitude range*	3 000 to 8 840	300 to 3 000	60 to 300
Climate	Temperate to alpine	Subtropical to temperate	Tropical to subtropical
Topography	Steeply sloping mountains with valleys and river basins	Sloping with valley and river basins; cultivated terraces on the hills	Plains; part of the Indo-Gangetic basin
Dominant agricultural System	Livestock-based	Cereals, horticulture and livestock	Cereals, horticulture, Livestock
Surface area (percent)	22.7	50.2	27.1
Cultivate area (percent)	0.3	48.1	51.6
Population (percent)	7.3	44.3	48.4

\*Metres above mean sea level.



### **3.6.2: Three Ecological Regions**

Each of the three main ecological zones has its own unique endowments of resource, system of farming and cropping system leading to differences in productions of commodities, productivity and production levels of the country.

**Terai:** The Terai, bordering India, has 23 percent of the total land of this area with 47 percent of the total country's population. The land is plain land, comparatively fertile and it has producing irrigation infrastructure about 55 percent of Nepal's food grain supply. The population density/ha of agricultural land is 6.6. Paddy is the main crop of this region and the Terai produces the bulk of country's wheat in the winter season and also oilseeds and maize with some jute, tea and tobacco in the Eastern part. Potato, fruits, pulses and vegetables are also grown. It is the most productive agricultural zone. Cattle and buffalo are also raised chiefly for draft power, milk and some goats.

**Hill:** The Hill Region (700m to 4,000m) has 42 percent of the total land area with 45 percent of the total country's population. The population density/ha of agricultural land is 9.6. Maize is the main crop in most hill areas although paddy is the main crop in several hill districts. Most of the millet production takes place in the Western hills with barley grown as minor crops. Potato, sugarcane, oilseed, fruits, pulses and vegetables are also grown with some coffee and tea in the Eastern Districts of this region. Cattle and buffalo are also raised mainly for milk and draft power along with sheep and goats.

**Mountain:** The Mountain Region (2,500m to 8,850m) with 8 percent of the total population and has 35 percent of the total land areas. The population density/ha of agricultural land is 8.8. Maize and potato are the main crops of this area. Millet, buckwheat, barley and various pulses, vegetables and fruits (apple) are also produced. In this area, the agricultural yields are extremely low with a single yield per year. Cattle and Yak are also raised mainly for draft power/transportation and milk along with sheep and goats. This region has few roads, little electrification and few health facilities (Adhikari 1999).

### 3.6.3: Food Security Situation in Nepal at District level

Table 3.3

Belts	Deficit Districts	Surplus Districts	Total Districts
Mountain	10	6	16
Hills	15	23	38
Terai	8	13	21
Total	33	42	75

Source: A report by FAO, Nepal: 2013

In Nepal, 33 districts are severe food deficit districts and 42 districts are food surplus districts in the country. Mountain and Hilly areas 25 districts are severe food deficit. In the sense, the people are not getting minimum standard of living opportunities like; food, drinking water, sanitation, education, health care and employment opportunities etc.

### 3.7: Various sources of livelihoods and sources of income which determine food security

In Nepal, the traditional livelihood opportunities such as: production of non-timber items and marketing in somewhere in the country. It has been decrease by limitations on physical gathering and general panic of uncertainty. If the people are to collect fuel wood, food and non-timber jungle products are prohibited, it is likely have an adverse consequence on the poor people. Affecting of food security and livelihoods of the rural poor are more generally of some disruption. In the contemporary era, there are no simply explanations for statements to the result those problems. Rising prices of necessities items, increased migration from rural to urban and closure of necessary services, probably see in Nepal also famine rising in more already the food deficits areas in the Far Western and Mid Western areas in the country ( Nepal Economic Profile 2013).

#### 3.7.1: Working as a Casual Laborer

In Nepal, in the village areas the casual laborer is adopted generally, particularly the poor households are occupied in causal labor for their income source. Agricultural labourer during the agriculture and non-agricultural season are working in different occupations

like; carpentry, pottering and work in infrastructures of government construction etc. Casual laborer is widespread working professions because in the rural people the agriculture is the important job. However, agricultures in rural areas the mutual exchange of labor is common in Nepal. This exchange system helps small holder to eradicate their own labour shortages during crest seasons cash wage without incurring. For transporting goods are done by potter and local merchants and bags of people those who are coming to outside of the district (job holders, visitors, tourist and the district and country's outsider working) are done by them also. In local areas, numerous of people are visit to places outside the country mostly India to work as informal laborer. Young people from the insignificant farm households in the country are in search for job for their economic and social needs. As the report of World Bank (2012) about 20 percent of households in the country temporary migrated to India for causal labour.

### **3.7.2: Occupational Work**

In the country, the professional caste groups are attached in a social relationship of the upper caste, which usually pay them an unchanging amount after harvest of grain.

Bista system is still exists in the rural areas of the country, that the traditional patron client affiliation particularly the relationship between tailor and ironsmith. Kami, sarki and damai they are the lower caste households in the country there is no basic support for their occupational work. The food insecurity situation is growing rapidly in these communities also. The damais are more dependent on their occupational work but the government has done nothing about their occupations. They are dependent only in Bista system and collecting agricultural products in harvest season from them. This system is also a measure to eradicate income shock for their professional caste. So many of the rural areas occupational people have tainted their chief livelihood to waged laboring or cultivating to cope with decreased services for their demands.

### **3.7.3: Sale of Livestock and Agricultural Products**

Sale of agriculture products mostly cash crops, sale of animals like poultry, milk, cow, goat and buffalo are the common in domestic strategies for food scarcity households of income generation. In higher food secure families sale is found in sale of agricultural products. It is due the information that these households have supplementary land and

LSU and can construct more livestock products and cash crop for marketing purposes. In relation to caste/ethnicity, coping plan through livestock sale is found higher in *chhetri* and *bahun* households than *magar* and professional castes. But the sale of agriculture products is found higher in *bahun* and professional castes in rural areas. The later one is certainly a suffering sale of agricultural products.

#### **3.7.4: Forest Products Collection**

Forest products collection and selling is widespread in rural areas in the country. In rural areas all households have access to government or community forest resources. Both direct and indirect collisions on the household's food security of the forest products accessed. For home food consumptions of the people can carry together directly households consumptions. The people can also collect forest products such as; wild fruits, herbs, bark, firewood and leaves that can be used to make medicine sell and spice these products for additional cash income. Collection of fodder, leaf litter, grass and animal gazing are common practices in rural areas in the country. Almost all households some kinds of forest products are collected by them and other households collect wild foods are about 55 percent for home consumption. Occupational caste and chronic food insecure people are depending more on collection of uncultivated foods to unfarmed foods to accomplish household's food demand.

#### **3.7.5: Borrowing of Food or Money**

In Nepal, food insecure households are borrowing grain or money in food deficit periods at many parts of Nepal. The poor and underprivileged people lend money or food from his/her neighbors, relatives and friends. In horrible cases they go to local people those who are advantaged and landlords of the rural areas. In food insecurity situation the people are visit to local traders to borrow food grains as a loan. In the rural areas poor and weaker sections households rely on familiar credit sources with high rate of interest. In rural area, the people received food from different familiar sources ranges 20 to 60 percent. In India, the Self Help Group are playing a crucial role for employment opportunities for the households but in Nepal, there is no this type of group for eliminating unemployment among the poor people. The present loan distribution is taking households to attain food based on food security status and caste and ethnicity in Nepal.

In such a way, constant food insecure household in Nepal, *chhetri* and professional castes in rural and urban both areas more on lend for food (UNDP 2011).

### **3.7.6: Additional Coping Strategies**

Occupational work, pension, temporary migration to outside the local area (within and other countries), paper making and pottering use of incomes for handling food insecurity in the country is known as additional coping strategies. Insignificant trading is another type of coping strategies in unreachable and rural areas. Some people are doing this business for maintaining their food demand. But the income of this business is not adequate to food security. Income generation products such as; dalo, mats and doko etc., rope prepared from the wood crafts and fiber plants (storages of ghee, curd preparation) are seen in rural areas.

## **3.8: Role of food security institutions in Nepal**

### **3.8.1: National Planning Commission**

National Planning Commission (NPC) is the apex advisory organization for the formulation of the national development policies, plan and evaluation of the periodic plans and programmes. The NPC has five divisions, such as: Social Development Division; Economic Management Division; Infrastructure Development Division; Agriculture and Rural Infrastructure Division; and Poverty Monitoring Division. Recently, the Food Security Monitoring Task Force has been convened by a member of the National Planning Commission with participation by secretaries of Ministry of Health, Ministry of Commerce and Supplies, Ministry of Agriculture and Cooperatives, Ministry of Finance, Ministry of Local Development, with Joint Secretary of Agriculture and Rural Development division as its member-secretary. The major task forces of the body are: to evaluate the food security situation, to determine a food security monitoring mechanism and to prepare a long-term food security perspectives plan in the country. Another vital body of NPC is Nutrition and Food Security Steering Committee (HLNFSSC): that chaired by vice chairman of NPC (NPC GoN 2013).

### **3.8.2: Agriculture and Cooperatives Ministry**

Main goal of the Ministry of Agriculture and Cooperatives (MoAC), to improve the standards of living of the people through sustainable agricultural development by transforming subsistence farming system to a competitive and commercial one. The major Divisions of the Ministry are i) Planning Division i) Monitoring and Evaluation iii) Gender Equity and Environment iv) Administration and v) Agribusiness Promotion and Statistics. In MoAC, various committees are formed which are related to climatic change, relief programme, food coordination and food security. Food Security Working Group is also vital body of MOAC (MOAC 2013).

### **3.8.3: Directorate of Agricultural Extension, Agricultural Department**

The Agricultural Department in Nepal under the Ministry of Agriculture and Cooperatives is the primary organization responsible for the development of agriculture of all areas of the country, particularly the crop sector. The overall objective of the department is to sustain and help attain food security in the country and reduction of poverty transforming agriculture through diversification and commercialization (Ministry of agriculture and Cooperatives, Nepal, 2004). The Department has 12 Programme Directorates. One of the main Directorates is Agricultural Extension Directorate. This Directorate among others is involved in crop monitoring activities.

### **3.8.4: Promotion of Agri-business and Marketing Development Directorate, Dept. of Agriculture**

This institution the Department of Agriculture is the major government organization accountable for carrying out various actions relating to promotion of agribusiness and marketing of agricultural products. Directorate has three technical sections; these are: Marketing Research & Statistics Management, Agribusiness Promotion Programme and Agro Commodities Export Promotion Programme etc. The main function of the Directorate is: to construct and strengthen agricultural marketing infrastructures, such as building new markets and farm house etc. The Directorate is collecting, among others, wholesale and retail prices of altogether 46 food grains, potatoes, vegetables, fruits, fish, oilseeds, ginger, garlic, chili, etc twice a month thru district agricultural development offices.

### **3.8.5: Kalimati Fruits and Vegetables Market Development Committee**

One of the main and important activities is the collection and dissemination of marketing information such as market arrival by commodities and sources and prices. The arrival and the price trend of various vegetables indicate the fluctuations in supply and availability. The directorate receives information from all the districts. However, 21 districts are selected for the purpose of estimation of national average. The directorate supplies price information for 11 districts to the World Food Programme for the preparation of the Monthly Market Watch publication. The Directorate has the Marketing Research and Statistics Management Branch which publishes the cost of production and marketing situation of various crops by district.

### **3.8.6: Department of Livestock Services**

The goal of the Department of Livestock Service is to contribute to the poverty reduction in the country through livestock development. The department has four directorates namely Animal Health, Livestock Services Training and Extension, Livestock Production and Livestock Market Promotion. There are five Regional Livestock Services Directorates, 75 district livestock services offices and Livestock Service Centers and Sub-Centers. The Livestock Market Promotion Directorate is responsible for livestock marketing information collection and dissemination, provide market support services and improve technical capabilities of farmers and others involved in marketing and market management. It collects prices of milk and milk products, meat, eggs, live animals, hide and skin, raw materials for feed, etc from the district offices on a monthly basis (DLS, 2012). The Department collects information on livestock situation from the district on a monthly basis. The information is submitted to the Ministry. There is the need for strengthening livestock situation monitoring, analysis and dissemination on time. This calls for, among others, system development, as well as capability improvements.

### **3.8.7: Central Bureau of Statistics**

CBS is under the National Planning Commission Secretariat is the national agency for the design, collection, consolidation, processing, analysis, publication and dissemination of statistics. It also functions as the national coordinating agency. The organization has three divisions namely Social Statistics, Economics Statistics and Planning and Human

Resources Management. The Social Statistics Division covers population survey, household survey, GIS and other social statistics. The Economics Statistics Division is responsible for manufacturing establishment census and survey, national accounts, agricultural statistics, environment statistics, price and business statistics. The third division looks after planning, coordination, human resources and administration. The CBS has 33 Statistics branch offices. The main functions of the organization are: to provide necessary statistics to Government for the formulation of plans, policy and programmes, to collect, processing and analysis of data related to the socio-economic sector and to organize trainings, seminars and workshops in the field of statistics etc. It conducts a population and housing census every ten years, an agriculture census every ten years, and a manufacturing establishments survey every five years. It carries out surveys of crop and livestock thru statistical branch offices. One district office covers more than one district (CBS 2011).

### **3.8.8: Department of Hydrology and Meteorology**

This department is under the Ministry of Environment. The department has four main Divisions such as Hydrology Division, Climatology Division, Meteorological Forecasting Division and Coordination Division. The DHM provides information to National Agricultural Research Council (NARC) which is also responsible for agro-meteorological crop yield assessment. The DHM has set-up eight agro-meteorological stations in different agricultural research stations. However, there are problems of adequate manpower with technical know-how. There is the need of collaboration among NARC, DHM, and MOAC to come with agro meteorological crop yield assessment and early warning (MoE, GoN 2013).

### **3.8.9: Ministry of Commerce and Supplies**

This institution is the main organization for the management of supplies of basic essentials including food items and also monitoring market situation. The main functions of the Ministry of Commerce and Supplies are; to make plan and programme development on food supply to ensure food security, to formulate policy, planning and implementation related to commerce, supply of essential commodities, mines and mineral exploration and to protect consumer rights and welfare. Another main function of this



organization is the Ministry is responsible for monitoring the food supply situation and distribution of food in the deficit districts. It is also actively involved in disaster management. The Trade and Export Promotion Centre (TECP) is the one of the major organizations involved, among others, in the collection, processing and dissemination of foreign trade statistics. It gives suggestions to the concerned government organizations' to formulate policies to develop and expand country's trade and to organize national and international trade fairs to promote international trade.

#### **3.8.10: Nepal Food Corporation**

The Nepal Food Corporation (NFC) was established in 1974 under the Development Board Act, 1964. The corporation has 8 Zonal offices, 27 branch offices and 59 depots. Altogether there are 6 departments, which are: Planning, Sales and Distribution, Internal Audit and Monitoring, Procurement, Administration and Finance. The total staff strength is 601 of which the central office has 120 staff and the rest in the zonal, districts and depots. It has 160 warehouses with the total capacity of 97,620 Metric Tons. The main functions of the organization are: to manage of food grains supply for the successful implementation of policies of the Government of Nepal, procurement, transportation, storage, sale and distribution of food grains, protect the interest of farmers and consumers, maintain stock of food grains to ensure food security, develop infrastructures such as storage, mills and mobilization of food grains received under food aid from friendly countries and international organizations. During the Tenth Plan epoch 31,760 metric tons of food grains was circulated at subsidized prices in 30 unreachable remote food shortages districts. The distribution of annual average target for the current fiscal year is 11,980 metric tons. The target is fixed based on the demand from the district committees, total budget allocated by the government, previous year distribution volume and stock position. It maintains the emergency reserve stock of 15,000 metric tons. Moreover, it is mandated to continue reserve stock of SAARC of 4000 metric tons (NPC, GoN 2011).

### **3.8.11: Ministry of Home Affairs**

This institution is the lead agency for management of disasters in the country. The MOHA is mandated to be the focal point for disaster relief and rescue, as governed by in 1982 the Natural Disaster Relief Act. Some of the main management of disasters strategies are: protect and reduce the loss of life, carry out rescue and relief works in disaster pretentious areas and property and to alleviate the sufferings of the people (MoHA 2013).

### **3.8.12: Disaster Management Committee**

This committee chaired by the Minister for Home Affairs. The members are Ministers for Housing and Physical Planning and Health, Secretaries of various ministries and Commission, Nepal Army, Police, Red Cross Society. The Committee recommends the government to speak out the areas pretentious as the disastrous areas. It also formulates policies regarding relief and rescue works and prepares programmes and implement or direct to implement the policies and programmes. The Local Disaster Relief Committee is the main agency in implementing the relief and rescue works at the local level. In order to manage and operate the rescue, relief and rehabilitation works on time effectively and efficiently there are provisions, among others, of the District Disaster Relief Fund and Central Disaster Relief Fund. The natural disasters are mainly due to flood, landslides and drought. Their occurrences are quite frequent (MoHA, GoN 2013).

### **3.8.13: Child Health Division (Dept. of Health)**

This department has three Sections: Community-based Integrated Management of Childhood Illnesses (CB-IMCI), Expanded Program on Immunization (EPI), and Nutrition Program. The main objectives of the organization are: reduction of the protein-energy undernourishment in children under 5 years of age and maternal women, reducing the incidence of anemia among children and women, to practically iodine eliminations deficiency disorders and sustains the elimination, to practically eradicate vitamin A deficiency and sustain the elimination, reducing the infestation of intestinal worms among children and pregnant women, to reduce the prevalence of low birth weight and improvement of household food security to guarantee that all people can have sufficient food access, availability and utilization needed for healthy and active life.

### **3.8.14: District Food Security Network**

Monitoring of food security needs a constant and interrupted data for distribution of food at district level. In Nepal, very different geographical areas are particularly demanding for technical and financial resources are very limited. The structure, functioning and membership of the DFSNs in each district is been decided by local stakeholders. The DFSNs are coordinated by the spokesperson of one of the most important local administrative bodies either the Chief District Officer or Local Development Officer, with role of secretariats ensured by the local representative of the Agricultural Ministry. For the purpose of consistency, it may be proposed that CDO could serve as the chairperson of these networks, with LDO as the co-chair person and District Agriculture Officer as the member secretary. The networks convene quarterly to absolute the analysis templates and produce a draft food security phase classification map of the district. There are mall technical working groups; formed by the Field Monitor of WFP and two to three DFSN members are usually recognized to facilitate the work (District Food Security Network, 2004: 32). The main responsibilities of the DFSN are: to monitor the crop situation, market situation, food distribution, inputs supply, health and nutrition status and level of food stock all communities in the districts, to coordinate and promote the exchange of information related to food security among district food security agencies and approve the draft District Food Security Bulletin.

Across the mountains and hills of the country there is strong confirmation that increasing dependence upon a allowance economy, while rising wealth, is not attaining sustainable food security (WFP 2009). This is predominantly so in the Far Western, Mountains, Mid Western Hills and Karnali regions. Due to deficit of food, chronic poverty and hunger so the people are migrating from own country to another country like; India and overseas. In the later period farmers will facade even greater agricultural stresses and it is perceivable that an unintentional wave of 'climate migration' in the country could happen within the next 15 years. Migration may be necessary in some cases, chiefly from constantly highly isolated and food deficit areas (basically Mountain and Hills areas). Nevertheless, this should engage high level support to guarantee higher skilled migrant workforce and suitable city planning. Even the majority productive areas of Nepal (Terai districts)

countenance significant threats related to food security and climate change. A regarding amplifies in the occurrence and severity of pests, disease infestations and flooding, are already causes huge loss of agriculture. There is need a vital investment to build sustainability in the livelihoods of agricultural reliant households in the country (which represent about 80 percent of the total population of the country) requirements to become the climate change priority at national level. Agriculture is the main sources of livelihood of Nepal. To increase a more and more food policy and progrmames in all regions (Terai, Hills and Mountain) for reduce food insecurity situation in the country.

*CHAPTER 4*

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*PROBLEMS OF GOVERNANCE IN  
NEPAL*

## Chapter- IV

### PROBLEMS OF GOVERNANCE IN NEPAL

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#### 4.1: Prologue

Governance involves a set of principles and rules defining the organizational structures and the responsibilities, accountabilities, functions, entitlements and powers of those who govern and governed in an organization. It includes the processes by which decisions affecting the organization are made. In general, governance can be good or bad, good when collective goals are served well, the process of decision making are observed, governs, performs their functions and exercise their power problem and organization is sustained. It is bad when only the goals of a few, especially the governors are served, prescribed processes are breached, power and entitlements are abused, and when the organization's survival is threatened or the organization fragments or dies. Thus, transparency and accountability on the part of those who govern are key elements of good governance as they ensure that the interest of the wider membership is served and because of this, their support for the organization remains ensuring there by its sustainability and survival (Hernandez; 1999: 316, 317)

#### 4.2: Nepal: Problems of Governance

Nepal enters the 21<sup>st</sup> Century; its appearance of colossal, imperative and multifaceted problems in decades ahead immediately. The triumph of a form of people's power in Nepal defines the captivating dream the people seek. The Constitution of Nepal in 1990 makes it very clear the state shall save "liberty, life and property of the citizens and give social justice to all the people of the country and maintain internal consistency. It also looks for ways to motivate development and transform. The current political trends one can assume the next century will be very exciting for the country, as the political communication will be revolved between the state and citizens who inspire for supplementary democracy. Since the people reclaim their independence, they are reclaiming their justice, right to self government and universal and legal rights and

declaring for greater autonomy of the country. The people of Nepal had prospects of constructive reformation in the country after the democratic government came into power by ending all forms of feudalism. People of the country were waiting to see their day dreaming to make Nepal as a Switzerland of the East. But unfortunately, when they came to power (the ruler) they believed that democracy meant do anything and everything. Nepali people are getting fed up with their politicians, who have left the nation's problems far behind. As outcomes of the new Nepali people are facing corruption, political instability, injustice and many more instead of good governance, social justice and democracy (Dahal 2000).

Ethnic groups or ethnicity have significance in today's politics because this phenomenon is associated with several forms of conflict. Schermerhorn (1996) has defined an ethnic and caste group is a collectivity within a larger society of the community having actual or supposed common ancestry, historical part share a glorious memories, one or more symbolic elements defined cultural part as the embodiment of their people hood.

When conflict between dominant and non-dominant group arise, smaller ethnic groups with similar social, racial, and cultural traits mobilize themselves. In later part of twentieth century, many countries were in the throes of ethno national turbulence. The centralized state structure in the advance industrialized and developing states left little space for 'sub-national' ethnic identities. When majority communities monopolize resources, ethnic- mobilization movements designed against exploitation get encouraged (Baral 2001).

Pluralism in politics requires institutional arrangements for ensuring an active involvement of its citizens to affect the course of policy. Pluralism demands more freedom and opportunities and not the 'constructivism criticism' demanded by the erstwhile monarchical authoritarian regime in Nepal. So political pluralism requires greater participation of the individual, coordination and responsibility, which is a facet of good governance in the country. Good Governance is a more is a more extensive concept and is expected to be efficient, less corruptible, provider of social justice, people based and task oriented. It should also be simple, austere and accessible to the ordinary people. Thus, in Nepal, despite being a 'polytechnic kingdom', to use Urmila Phadin's term,

correlation ship between the democratic system and ethnic has not yet emerged its crisis of democratic governance can squarely attributed to the failures of its leaders and parties (Phadin; 1990: 40).

Now a days, the country are facing many problems: political instabilities, corruption, poverty, Bhutanese refugees, tribalism, weak administration, crisis of leadership, low saving rates, lack of infrastructure facilities, shortages of skills of the leadership, weak entrepreneurial tradition, etc. the efforts of conscious or unconscious of the leaders of the country to avoid facing these radiate a severe doubt on the country's readiness to congregate the challenges for next decade. There is a massive unmet demand for civic education, primary education, the purpose of which is to help both men and women provide themselves for help them think of public good overcome the popular skepticism about the situations of remote areas in the country. That existing institutional arrangements of governance (Dahal 2001)

They also describes, at present, the conversations on democracy have been clouded by functional motives of political parties and personalities of the leaders evoking a short of zero-sum game. If all the parties of Nepal search for an arrangement of tolerance, the game can become now a win. The parliamentary politics has shown twelve years in the country to be a symbol of failure of collective elected representatives as well as governance. Nepal has 102 caste/ethnic groups and 80 or more than those languages are speaking in the country. The ladder of ethnic and caste groups distance from the majority urbane Bahun, Chhetries, Thakalis, Newars, Marwaris to Rautes and Kusands (those who are living in the forest and leading roaming life in the country) (CBS 2011). This type of ladder imposes complication in the consistent formulation and accomplishment of the expansion process.

According to Dev Raj Dahal (1996), the problems of governance has based on three ways of conflict. These are: structural, manifest and latent or suppressed. Structural pattern of conflict based between the government and Maoists. Because the government could not fulfill the demand of the people. The second pattern of conflict is manifest conflict that based between the conflict and all opposition political parties such as: Communist Party of Nepal- Unified Marxists- Leninist (CPN-UML), Nepal Sadbhabana Party (NSP),



Rastriya Prajatantra Party (RPP) and minor left wing parties are based on cooperation, consensus and competition. The third patterns of conflict (latent or suppressed) based between the government and social forces generated by property rights of the women, indigenous, political representation of minorities, ethnic and regional groups on a member of entitlements and opportunities, organization of Dalit on trade union, human rights organization etc.

#### **4.2.1: Issues of Governance and Food Security**

Nepal, officially the Federally Democratic Republic, is a landlocked sovereign state located in South Asian region. With an area of 147,181 square k.m. and it has population about 28 million (Census 2011). Nepal is the world's 93<sup>rd</sup> largest by land mass and the 41<sup>st</sup> most populous country. In 1990, Nepal entered a new era of multi party democracy following a mass movement against the 30 year old royal regime. Nepal is now governed by a democratic constitution in practice; however politics has increasingly been mired in bad governance due to the failure of political parties to achieve the minimum expectations of the people. This is reminiscent of the period following the end of Rana regime in the 1950s. Within a brief span of 10 years, the country has experimented with several types of government such as; single party majority, minority, right-left coalition, right-left centre coalition, and majority government led by the NC party. There are three types of government are failed in Nepal after 1996. Monarchy, Multi- Party Democracy and Maoists.

Food insecurity is a serious menace in Nepal. In Nepal, the people has been facing a shortages of food in different parts or different regions for many years now. The problem becomes particularly serious when considering that the population has been increasing but the agricultural output in the country is very low. So a large section of the people suffers from food and nutrition insecurity in the country, the most affected people are landless people. The food crisis is there due to failure of governance in Nepal. Shortages of food during the March and August (pre- harvest seasons) have been part of life in rural areas. In 1996, the start of Maoist insurgency in many parts of the Nepal, the people has been anxious about the conflict impact of the rural people they lives near the global poverty line. In the contemporary era, much information are available in the country on

the conflict impact on food security, nutritional status, productions of agriculture and market access has been unreliable. World Food Program (2002) has mentioned this weakness monitoring which started in the mid and far western districts of Nepal.

The food deficits results identifying from conflict, strike, booming and as divergent to unceasing underdevelopment etc. In 2005, a Non-Government Organization's in Nepal assessment of food found that the dietary and health position of the people varied noticeably area visited by this group. It also inveterate that the conflict had been a channel for the worsening in the living conditions of most of the population in the country. The emigration of young people from rural and remote areas of Nepal has long been detained as a cause of decline of agriculture. It has also been recommended that food security was made much poorer due to depletion of livestock by the Maoists or security forces of the country (Seddon and Adhikari; 2003: 145, 187).

Seddon and Adhikari uphold that farming has been kept up by elder people who have largely remained on the farms, while the animal's depletion has affected by specific communities, but it has not a general fact. The author has argues the most important impact of the conflict on food security in the country, has been the reduction in physical movement, which has decreases the volume and goods transported values and provided of services. According to the farmers, the Maoists of local areas now had control of the local profitable business, including herbal trade and forestry.

The area in the country was rich in one meticulous herb is known as yasha gumba, which was required medicinal properties. WFP (2006) has mentioned monitors over half of the 75 districts in Nepal and will be extending its monitoring to 19 new districts in the same year. Representatives of the WFP in Kathmandu, Erika Joergensen, argue that the results reproduced unceasing food insecurity in the mountains and hills, but did not point to an about to happen food crisis. Because these area are far away from the capital city of Nepal. Food for work programme that played a crucial role in hills and mountain areas that programs have led to construction of road in some districts. But the few people are engaged in this field. The registers are maintained regularly. The work is only done in pen and paper. The poor people are not getting sufficient work for his/her daily life. The programme is food-for-education programme had led to a increase in attendance at schools, mainly among girls and to remove dropout in the schools.

NGO partners and WFP had introduced Quick Impact Programmes to 10 badly affected districts to increase food security in these districts. Additionally, a new software and satellite communications technology was being initiated to enable WFP in Kathmandu to track the national food security situation in these areas more accurately on a weekly and instead of every month basis. Yusuf Hammache, Asia Desk officer for ACF in Paris, said that was an opportunity to dismiss polarized views in Nepal is either an expansion challenge or facing an apocalyptic predicament. For example, on the Terai or Kathmandu conditions (the southern plain beside in Indian border) and some parts of the Far West were matched to an expansion approach as economic exchanges the facilities continued to function comparatively well.

The Baburam Bhattarai led government like its predecessors has not escaped criticism from other political parties for the poor handling of the economy. The government has not been able to control the shortages of gas, petrol, diesel, kerosene and the rising prices of food. There have been allegations of increased corruption and opposition parties are calling for the resignation of the government. Numerous national and international development agencies have expressed concerns over the failing economic situation in Nepal.

#### **4.3: Maoist insurgency: impact on food security**

The insurgency is not, though, the only element of the conflict. In the state security a force in Nepal police and army and other political organizations has opposed to the Maoists are also aggressively involved in the divergence.

Their objective is to compress or repress, in different ways to defeat the Maoist insurgency and, as a result, and at Maoist supporters (or rather at supposed Maoist supporters) and then straight their actions against the Maoist guerrillas in defence and support of those endangered by the Maoists of that time. The impact of their activities and actions against the people are likely other things being equal, they were targeted the certain sections of the people including the poor and weaker sections. They destroyed the agricultural farms, post offices, police stations and other government institutions. The attacks on infrastructure constituted a threat to 'community' and 'national' development infrastructure of considerable value. Usually negative response to the attacks on infrastructure, especially on what might be termed development of the infrastructure by

the development community, and by common people more anxious with schools and post offices (over 400 post offices had been damaged during the conflict (Nepali Times, 15-21 November 2002).

Underdevelopment and lack of funding are the major cause of Maoists destructions in the country at that time. Encouraged the Maoists to proclaiming that they would be finish this form of movement. Young people in rural areas are more and more faced with a choice of joining the Maoists or fleeing to keep away from recruitment. Traditional seasonal migration patterns are enlargement, with likely effects on crop production levels. This is removing some of the most able bodied household members with direct effects on livelihoods and food production. The traditional system in food-deficit hill areas was for men and older boys to migrate to the low lying in Terai regions (where the harvest and the most fertile land in the country). They would go back with food and supplies of food just before harvest in the Terai areas.

#### **4.3.1: Food production and distribution**

During the insurgency food production severely affected. As regards disturbance to output of agriculture, suspicious examination of the agricultural statistics at a local level in the country might unplanned the outcome of problem to production of the rice, maize and wheat, but given the limitations of error known to outbreak the information of agriculture and frequently substantial effect of climate and other circumstances on local productive activities and outputs, it is doubtful that these would make known any clear tendency or even a unexpected drop in the last year or thus, under at all conditions. Production of the agriculture particularly on food production (livestock, cereals and other crops) at district level in all regions had severely affected because that time the governance system were totally failure.

The negative possessions of the divergence on food production particularly will be transmitted in a diversity of ways as well as reduced access of land, abridged ability to relate inputs, reduced availability of labour, reduced ability to implement the necessary agricultural processes (weeding, ploughing and harvesting, etc.). Reduction of land accessed to land may result from land seizures and elimination, abridged physical mobility and access to land or departure from the surrounding area on the part of the farmer, etc.

The major characteristics of the conflict has been the huge number of displacement of people and unintentional migration from the rural areas in the country, particularly in the mountain and hills areas most exaggerated conflict, particularly to the district headquarters, small rural towns and the Hills, Terai and Kathmandu and to India. Kathmandu post quoted the Local Development Officer of Dailekh district as 10,000 people left the district up to August 2002, Narayan Municipality suggested that nearly 25,000 people had required permission to leave the district.

The Himalayan Times 21 Dec. 2002 the reporter argue from Kanchanpur (a Terai areas district) that about 10,000 Nepalese entered India within past few weeks from Gaddachowki police check post. One more report states that about 9,000 to 11,000 people enter India through the same post every day. The majority of these displaced persons were landlords and wealthier peasants, but many were not obviously members of the rural elites, signifying that there may have been other reasons for their dislocation than their class status. In rural areas the security forces are preventing people from transport more than one day's food supply at a time to refute Maoists food supplies. Significant impacts on food access in the country as people generally have to take month's supply on average 3 to 4 days walk from market. The destructions of bridges by Maoists which can turn a 30 minute walk into a 3 day hike are very degenerate. Apart from some land expropriations in the Terai in the country, there has been comparatively little in the means of 'land reform' or alteration in agrarian relations (cooperatives development or collective farming) undertaken by the Maoists although there have been some such efforts in 'model areas' where the Maoists have established firm control and no visible impact on agricultural production.

#### **4.3.2: Food stocks and stores during insurgency**

In the year of 2001, food stocks were looted, disturbing food-for-work schemes which are extensively associated with a broad range of development programmes of the infrastructure including repair and maintenance of stores, construction of the road and irrigation works. In the same case also, they tend to demand food supplies from farms either directly or indirectly through loading with people and demand to be fed.

That times the security forces of the country also said to be punishing people for accommodating the Maoists by food removing to prevent this type of support to the

rebels. These types of activities will unquestionably have an unfavorable effect on the capability of local communities to afford adequate food themselves for their own necessities. Author also argues that the guerrillas and militia are not always under control and the victims are the common man who originally welcomed the rebels as an alternative to police excess. The difference between the police and rebels they displaced is getting distorted. In remote areas in Nepal, mid- western villages where most people lead a hand-to-mouth existence, they having to provide food and shelter to 10 to 12 Maoist rebels have become a severely tough burden to tolerate. No one provokes elevated a voice in protest for fear of inviting the actions of the people. The memory of a CPN (Maoist) worker being killed because of his negative response to feed the Maoists is all too fresh (Sharma; 2001: 25).

#### **4.3.3: Evaluating the impact on livelihoods, lives and food security**

Generally, one could say that each people in Nepal is affected to some extent, if only at the intellectual and emotional level. More beneficially, one could recognize, in principle, those whose lives and livelihoods have been 'affected' in some way. This population would probably number in the millions maybe as many as 5 million or between a fifth and a quarter of the population over the entire period of the People's Movement in the country, with the immensity of these affected areas since the momentous appreciation of violence over the last year or so. In a conflict situation, the menace to 'life and limb' constitutes one of the most understandable threats to personal security of the people and to the lives and livelihoods of ordinary Nepalese. The huge numbers of those killed and offended those who have suffered serious human rights ill-treatments and members of their family and neighbors, those who have been on the inside displaced, may add up to between 500,000 and 1 million. The dread of physical insecurity of the people from the Maoists and, even more so, from the security forces who have found it complicated to differentiate between Maoists. The supporters of Maoists and the mass of ordinary Nepali people in the rural areas affects far larger numbers, perhaps as many as 2 million more than that, inhibits a whole range of economic, social and political activities particularly those that engage travelling or coming together in exact locations.

The effect on livelihoods of the people and on food security in the country more exclusively, while there is considerable confirmation of a general impact on the country's

economy as a whole, which will unquestionably affect the lives of the majority of the population in some way, there is little hard evidence of major disruptions to livelihoods of the people and food security situation in the country at national level. Some regions of the country have been extensively more affected than others and some districts more than others, both by the clash itself and by the impact of the clash on already underprivileged and susceptible populations of the country. It is to these highly susceptible regions a lot of which are not just at severe risk of food shortages and food insecurity in the country at all regions, but which exhibit all the signs of having reached that point some years ago where one might truly speak of food crisis, that we must now turn (Aditya; 2001: 9).

#### **4.4: Political Transitions**

Nepal understands a speedy change in its political situation. More than a few rounds of understanding, discussions and agreements have concluded into the last concluded of the 23 point agreement reached between the Seven Party Alliance (SPA) and the Maoists that could stain a penetrate in the long stalemated political situation in the country. That agreement led to finally announced Nepal is a Federal Democratic Republic country and its integration in the third amendment to the Interim Constitution of Nepal in 2007 (Pyakuryal 2008:32).

The Interim Constitution's amendment officially announces abolishment of the 240 year old monarchy in the country. People's Movement (Jan-Andolan 1) (1990/91) reestablished democracy in the country by overthrowing the Panchayat system that was based on absolute monarchy and replaced it with constitutional monarchy. The author argues that the ensuring period of 1990-2002 was classified by infighting and slash among the major political parties which made unyielding efforts to give out their own party and the interest of the individuals. In Nepal, the continued to have an upper hand in influencing the political parties in his favor. During this period the behavior of political parties and politicians was very far from encouraging in terms of their commitment to enduring, constructing and democratic balancing and the individual interests with the imperatives of good governance practices. That time, the monarchy of the country was all in all and the king took in the end all power of executive and legislative dissolving the

parliament in February 1, 2005 by himself. This created a situation for organizing a united people's movement for the country, including the CPN (Maoist) parties, for the defeat of the tyrannical monarch and re-establish democracy in the country by all the political parties. The Second People Movement (Jan Andolan II) (April 2006) ruined the autocratic rule of the king and reestablished the dissolved parliament. Governance unitary system and exclusionary institutions and practices were being continually challenged and the success of People Movement II has paved the way for a political, social and economic transformation if Nepal (Pyakuryal; 2008: 26).

The demand for recognition, equity, inclusion, water, health, fair political representation, and land access, education for all and other social and political and legal rights has been more profound in most countries which are governed by transitional government. Other sensitive issues faced by the transitional governments are the design and implementation of the government structures and access to resources. There are claims and counter claims for land, fair distribution of development projects food security issues etc. There are also issues of re-visiting current local government structures with a possibility of restructuring. Admittance to and control of resources (forest, water and mineral) segregation of state borders all represents formidable challenges to transitional governments. It is commonly known that Nepal politics became a big business, because when the politician gets into positions their first precedence is to be financially secured where they don't require worrying about any other community security system for their future. They enter in politics entirely profit from it. The democratic instrument of the country and the power of the people is government. The work of the government is the work for public interests and solves their problems and conflicts. Author has mentioned the purpose of the government is to protect weak against strong in the country (Baral 2001: 28).

#### **4.4.1: Nepal's Political Transition 2006 - 2013**

In April 2006, the rule of The Monarchy was brought to an end by nationwide mass protests, paving the way for Nepal's political leaders and the Maoist leadership to negotiate a peaceful transition to a stable democratic government. An interim government which would work towards establishing sustainable peace and democracy was formed.



Nepal's political transition began officially after the signing of the Comprehensive Peace Agreement (CPA) between the Communist Party of Nepal-Maoist (CPN-M) now United Communist Party of Nepal Maoist (U-CPN-M) and 7 major political parties in May 2006. The signing of the CPA signaled the end of 10 years armed conflict which cost the country an estimated 13000 lives and the country billions of rupees in lost income, revenue and destruction. The transition to a stable federal democratic republic is still ongoing 6 years after signing of the CPA. After the signing of the CPA agreement an interim government led by the late Girija Prasad Koirala was formed in May 2006 to supervise elections to the Constitution Assembly (CA) (Ken Afful 2013). The key proclamations by the Interim Government in 2006 are, the abolition of the monarchy in the country, declaration of Nepal as a democratic republic, practice of untouchability as a crime of the society and announcing legislation to punish it and promote the wider empowerment of the Dalit community in the country, declaration of Nepal as a secular state and development of the socio- economic conditions of the people etc.

#### **4.4.2: Progress and Challenges of Nepal's Transitional Governments**

The achievements of the transitional governments over the last 6 years have been mixed. The late G.P. Koirala's Interim Government oversaw the successful conduct of Nepal's Constitutional Assembly election in 2008. The records of four Transitional Governments are formed after the CA election (2008- 2012) have been less encouraging. Nepal has experienced a era of prolonged conflict in the country and political hesitation which destabilized the effectiveness of its institutions in both food producing and civilizing access to it.

Table 4.1

<b>Transitional Governments 2006 – 2012 and later</b>			
<b>Prime Minister</b>	<b>Structure of the Govt.</b>	<b>From</b>	<b>To</b>
<b>G. P. Koirala</b>	National Unity Government?	May 2006	August 2008
<b>Puspa Kamal Dahal</b>	Coalition Govt., UCPN-M	August 2008	May 2009
<b>Madhav Kumar Nepal</b>	Coalition led by UML	May 2009	June 2010
<b>Jhalanath Khanal</b>	Coalition led by UML	February 2011	August 2011
<b>Baburam Bhattarai</b>	Coalition Government led by UCPN-M	August 2011	March 2013
<b>Khil Raj Regmi (acting)</b>		March 2013	February 2014
<b>Sushil Koirala</b>	Nepali Congress	February 2014	Continued

Source: <http://clebsnepal.com/uploads/exposureprogramme/list-of-prime-ministers-of-nep-58.pdf>.

According to the reports of some major donor agencies, some significant development has been made in advancing the peace process in the six years (2006 - 2012) since the signing of the CPA. The election to the CA and the formation of the various committees of the CA was a first major step in formulation of a constitution. On November 1st 2011 the Prime Minister was able to secure agreement with the other main political parties on the reintegration and demobilization of Ex PLA combatants. The demobilization of the PLA ex combatants including proposed integration of a number of ex-combatants into the Army and voluntary retirement of other ex-combatants have gone relatively smoothly under incumbent Prime Minister Dr. Baburam Bhattarai according to reports (Bhattarai 2011).

There have also been modest improvements in the economic performance of Nepal as reported by different donor agencies. ADB (2008) mentioned that, “*With the end of the conflict in April 2006, the development space has expanded considerably. The steady*

*improvement in Nepal's portfolio performance in recent years was sustained in 2008 with a higher contract award ratio of 23.45 percent of the total outstanding portfolio, comparable to the achievement in 2007. Similarly, a disbursement ratio of 15.35 percent was achieved*". In terms of progress in dealing with caste, ethnic, gender and religious based discrimination, there has been a sensitive awareness among marginalized/exclusive groups who have been emboldened as a result of the aftermath of the conflict and subsequent political changes to rise up and to fight for their rights. That kind of discriminations generates food insecurity among the people. In Nepal, the demand for recognition, inclusion, equity, fair political representation, employment and access to land, water, health, education, economic and other social and political rights has been more profound since 2006.

In the past 6 years the transition governments have been confronted with formidable challenges. The governments formed since 2006 have consisted of a coalition of several parties in the CA. After the CA election (May 2008), the governments have been led by the UCPN-M (Dahal and Bhattarai) and CPN UML (Nepal and Khanal). Prime Ministers who are nominated by their parties have to form coalition governments in Nepal by accommodating various politicians from different parties into their cabinets. In this way, the governance problems started in Nepal. The PM often has little control over the members of their cabinets. The cabinet members of these irritable governments pursue their parties agenda in the cabinet even if it goes against the governments own agenda. Cabinet Ministers have often openly criticized their own governments in public.

Some Cabinet Ministers have been accused/convicted for various offences including corruption, kidnapping, extortion and other serious offences. Other contentious issues that the different Transitional Governments continue to struggle with are still the unresolved issues of land and properties seizures during the conflict period. The current government led by UCPN-M has attempted to resolve the land and property issues with little success (Afful; 2013:16). Lack of access to basic needs and other resources (water, kerosene, petrol, gas and electricity) have often led to social and political unease among the population. The demarcation of state borders as the current government mulls over the idea of creating ethnic based federation continue to present formidable challenges to the current transitional government.

#### **4.4.3: Challenges of Constitution Writing**

Nepal's transitional governments have found it extremely difficult to perform their core tasks of ensuring the successful writing of the constitution and carrying the peace process to its logical conclusion. The various transitional governments since 2008 have not been able to convene the deadlines for constitution drafting. According to the CA's schedule of the government, the first draft of the constitution should have been unconfined for public comment by January 2010. The Bhattarai led government's efforts to speed up the constitutional drafting ended unsuccessfully with the termination of the CA on May 27, 2012. The CA had a challenging task of completing the new constitution drafting by May, 2012 before the dissolution of the CA the country was made to believe that there had been a penetrate in resolving the controversial issue of state reorganization of the constitution. As we all witnessed it was not to be as the CA was dissolved.

#### **4.4.4: Challenges of Federalism in Nepal**

A major constraint to the formulation of the new constitution has been the finding a consensus on what form of federal rule should be implemented in Nepal. On 28 December, 2007 the interim Parliament of Nepal passed the third amendment bill to Interim Constitution by a devastating majority, declaring Nepal a federal democratic republic. The State Restructuring Commission of the CA which is one of the 11 thematic committees to draft certain aspect of the constitution submitted its statement to the government proposing 11 state federal structures based on ethnicity and language. There has been a widespread unease about federalism based on ethnicity. The President of Nepali Congress Sushil Koirala in rejecting the proposal stated that federalism based on caste, ethnicity will divide the country. He reported on (News.com: March 6, 2012) *"Federating the country is a serious issue. The federalism based on the cast and ethnicity will divide the country. So, we should think seriously before taking final decision."*

According to 2011 Population Census, there are 59 Ethnic groups, 92 different languages and 103 distinct caste/ethnic groups. The argument is that the country division based on such a diversified groups that will create significant governance problems. Constitutional lawyers argue that the division of the state on the ethnic lines may invite conflict among

different castes/ethnic groups that assume they have been ignored. Nepal economic stability has been threatened also by shortages of essential commodities such as petroleum products (liquefied gas, petrol, diesel and kerosene) and long hours (in the winter up to 18 hours) of load shedding a day. According to the World Bank reports (2011) has mentioned, *“Poor reliability and access to power are the most serious infrastructure bottlenecks to growth. Increasing access to electricity in a timely and cost-effective manner is one of the most significant development challenges facing Nepal today. Efforts to reduce the 16 hour load shedding gap during the dry season have been unsuccessful. Ironically, Nepal has one of the largest untapped hydropower resources in the world – an estimated 83,000 MW of hydropower potential and is surrounded by two of the fastest growing, energy, hungry countries in the world”*. Hydropower companies in Nepal have also faced industrial action such as strikes, lockout, intimidation and other activities that continue to threaten the private sector power producers.

According to the Asian Development Bank (2009) poverty reduction and development prospects pivot on achieving lasting stability and peace in the country.

The Bank, warned however that the slow and unsettling transitional period designates the process of peace is still fragile in the country and full with important risks and complicated challenges for growth activities. The long nonattendance of elected local bodies in the government since July 2002 due to a disturbed political environment has been a key restraint to governance of the country, development work and delivery of the service at all level, basically at local level. The assessment of the Bank which is repeated by other international development agencies is still relevant in 2013.

#### **4.5: Socio Economic Conditions of the People**

Amartya Sen argues (1981) the definitions of food security have stimulated from a focus on supply to questions of food distribution and access. Originally, food security meant avoiding temporary deficits in the cumulative food supply and easy understanding was that distribution indicators are highly connected by means of the true but unmeasured indicators of individual or households food access.

In spite of an increasing food abundance of the world, food related crisis and famines occur to continue. The food security disparities within countries are common even if the country has enough food in collective during the normal times in the country. The increased of observation in the sufficiency of food disparities by certain groups, in spite of overall sufficiency of food supply to include food access element. So the understanding of the food insecurity conceptually has gradually evolved over the past twenty five years to comprise not only temporary problems of insufficient provide at national level but also constant problems of insufficient access of food and unbalanced distribution at the household level. In contemporary era, the food security is extensively defined as 'enough access of by all people at all times for an active and healthy life'. Insecurity of food is, therefore, the incapability of an individual or household to meet necessary levels of utilization in the face of irregularity of production, incomes and prices. Sen (1981) argues that the production of food and income level signifies the ability of individual or household's food access. He uses the concept of privileges to clarify the difficulty of an individual's food access in the country. Entitlements included two proportions: exchange and endowment of resources. Endowment incorporated all forms of capitals (physical, natural, human social and financial) and that has a value of exchange. However, the socio- economic characteristics of the household's specify level of resource endowment and capacity level of food exchange in the community. Ownership of assets inequality particularly size and type of land ownership in the country and livestock holding. Human capital particularly the number of adult members and educational level as well as other forms of capital can affect the production of food, off-farm income access, which can improve the ability of households to obtain food other than production of food. The general ways of food acquiring in these areas are own farm production (survival production) and purchase from the markets. Other ways of acquiring food includes as gift, exchange or barter with non-food items and food loans. Food production in own farm was found to contribute 82 percent and 71 percent of the total availability of food and total requirement of calorie respectively (Koehler; 2011: 6).

In total households of the country, the food insecurity incidence, gap of average food insecurity and square of food insecurity gap are 74 percent, 0.33 and 0.14, respectively. The gap of food insecurity average is lower in Bahun than in other caste/ethnicity. This

gap is 1.5 times higher in Occupational caste in the country than Bahun but the severity is 2.5 times higher than other caste. The food insecurity incidence is highest in Magar but the intensity and severity of food insecurity is lesser than Chhetri and Occupational caste in Nepal. The cause is that most of the Magar households community fall in latent food insecure group with less than 50 percent calorie deficit situation, whereas, in the cases of Chhetri and Occupational caste in the country, huge numbers of households fall under the continual food insecure group with more than 50 percent calorie deficit situation in the rural areas of Nepal. Similarly, both depth and strictness of insecurity of food is higher in small farms and laborers, small livestock holders and households having less household expenses. It was found that equal and higher level of food insecurity incidence is not related directly to higher depth and severity of food insecurity. This analysis indicates that resources distribution have influence on the household's food security status in the country. Large livestock holders and land, salaried jobholders and businessman and households with high-income level population (substitute of household's expenses) are extra food secure (Koehler; 2011: 9).

Based on farmer's perceptions, insects and diseases, lack of improved seeds, lack of knowledge and training to the farmers, lack of compost and fertilizers, rain fed farming and lack of irrigation facilities in the agricultural land, and traditional methods of farming are major problems in the Nepal for food security. The uses of manure are very low and chemical fertilizers are rarely used. Erosion of soil is very high in the country. All these problems affected the production of these major crops in Nepal directly. However, proper usage of technology, such as; use of compost and its time of application in the farm, green manuring plants, gravitational force using in irrigation, legumes of cultivation and nitrogen-fixing plants in the yielding system, construct and manage irrigation by organizing people, marketing and transporting facilities, etc., with some extra efforts can make a large divergence in towards to contribution increasing the yield. These efforts are do not necessarily require more cash but do require some organization of the existing system, concept in the mutual aid in the centre and confidence building of the people. Such types of localized efforts do contribute in attractive the local production of the country, as a result the food insecurity alleviating of the households (Koehler; 2011: 16).

#### **4.6: Good Governance in Nepal**

The interest of increasing policy interest in decentralization in the country suggests that evolution of a participation of political regime that lead to develop the responsiveness and accountability of nominated or elected authorities to the citizen. This is a high-quality craze as it guarantees consistency between public preference and the services of public goods provided to them. Multi-structural geography and social diversity in the country offer a resonance basis for a sole path of decentralization which would consent to the production of public goods, policies and services to meet the countless aspirations of the people. At the same time preserve an accommodative national umbrella that has characterized the unity of the Nepali people. Good governance uniformly needs self-discipline and integrity of those in power, civil society and corporate sector of the country (Dahal 2000).

In Nepal, in-between social links and institutions did not figure much in discourses on the state, the economy and the society. After the re-establishment of multiparty democracy in the country, people have been demanding more information, greater accountability, responsiveness, control and ownership in the governance and expansion processes. The inefficiency and weaknesses of the centralized political and administrative superstructure in Nepal have come in the way of improving the qualities of life of the majority of people are definitely a obstruction to successful democracy. This is why major donors such as; international agencies have been laying increasing emphasis on policy reforms today, focusing on human rights, economic liberalization, democracy, decentralization, civil society and good governance as crucial conditions for development assistance the country (Baral 2000).

The demands of public openness, inevitability and fairness in decision making have made the reinvention of decentralization of prerequisite. A decentralization and implementation policy in Nepal has wide ranging implications for organizing the functions of micro and macro agencies of the state at the horizontal level and the redefinition of relationships of the state between vertical institutions of the society. The constitution is the legal document of the country, is a different things for the the different political parties in the



country. The result is that every change in government intensifies the ambiguities inherent in decentralization policies at all levels in the country (Baral, 2000: 124).

The heart of local governance in Nepal, the Village Development Committees (VDCs), District Development Committees (DDCs), and municipalities, suffers from a crisis of leadership as they are trapped by a series of paradoxes between resources responsibilities, between accountability and power and between legislative framework and ground realities.

#### **4.6.1: Goals of Governance and Food Security**

- i. National Security** that is anticipation of external and internal threats to citizens and the state. National security is necessary for all individual of the country. Because food security is a components of national security.
- ii. Rule of Law-** this include provisions of citizen equality before the law, fundamental rights, limitation of state authority and separation of powers. The interim constitution declared that the food is the basic fundamental rights of all citizens in Nepal. The state should be provides the basic necessities of the individuals, which include food, shelter and clothes. So the rule of law is very essential for ensuring food security.
- iii. Giving voice to participation to all people-** Participation is the vital goal of governance, is giving voice and participation of all citizen constituting citizenry right to participation in decision making and life, liberty and property are necessary to decrease their alimentation and make their leaders accountable for other actions. Discrimination of distribution of food, basically the discrimination based on caste, class and ethnicity etc., and between upper and lower. So the participation is necessary for all individual of the country that ensuring food security.
- iv.** Finally, fourth goal of governance is **the stipulation of public goods and services to all people in the country**. It involves fairness goals encouragement of economic development, ecological balance, justice and social equalities. It is the major goal of governance in Nepal. The people are not getting minimum standard

of living opportunities at all level. So the stipulation of public goods and services to be equal and fair in the country.

In Nepal, the people are more expected to contribute in reforms if there is a sense of impartiality and fairness in all areas. The need to settle with social assortment while at the same time with regard to their rights of equal citizenship has posed new polity challenges of Nepal. It suggests that the central government authority requires to be reconstructed by the role of all constitutional bodies including the ministries, constitutional councils, inter-ministerial harmonization and communication. It also require to reduce the flexible authority of power holders, strengthen the national integrity system through check and balances to restrain arbitrary action and corruption and improve the service quality through the integration of budget sectors, policy implementations, programming, evaluation and monitoring.

*CHAPTER 5*

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*CONCLUSION*

## Chapter- V

### CONCLUSION

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Nepal remains one of the poorest countries in South Asia in terms of monetary as well as nonmonetary measurement of poverty. Wide ranging of poverty exists in the country. Geographical, gender, rural-urban and caste ethnic discrimination makes poverty and food insecurities in the country. The rural poverty particularly in the Far Western and Mid Western Mountain/Hills remains a core issue of poverty in Nepal. This necessitates the details study of food security at household level and various factors affecting it in the region. Understanding the trouble from micro perspective could be a vital input for designing successful poverty reduction program. Therefore, this study will analyze the household poverty condition and food insecurity through occurrence, depth and strictness analysis together with its relationship with household's various socio-economic variables. The consequence of two decades of chronic food aid has undoubtedly been mixed in the county. In spite of how much attempt has been spent for community development and the disincentives created by food aid schemes in the Hilly areas are obviously hindering the major structural reforms necessary for their rural economy. Programs and policies which would contribute to strengthening a foundation of sustainable livelihoods for people in these highly susceptible areas should be implemented through investments in local agriculture system and agricultural support for their rural based economy. Food aid has contributed to the provision of instant relief in emergency situation in the country.

#### **Testing of Hypotheses**

In order to test the hypotheses the study has undergone several literature surveys relating to the relevant issues on food security in Nepal. After reviewing and critically examining those available literatures, the study has proceeded to test the hypotheses. Various studies like; (Adhikari, 2003) has mentioned that the government of Nepal has failed to provide food security in Mountain regions because of poor transportation policy, political conflict etc. Later on (Shrestha and Aryal; 2011) argues that the state has also failed to play a constructive role to provide food security in different regions of Nepal.

These organizations are of the people struggling to improving livelihoods and enhanced income activities for the food security. But the government has little plan for these organizations. Not enough funds are giving by the government to develop the food security situations in the country. These organizations should be strengthening to improve the food security and enhancing food sovereignty and maintain their multiplicity forms, structures and functions.

After a longitudinal study by different stalwarts along time horizon, the study has agreed with the framed hypothesis that state has completely failed to play a constructive role to boost food security among three regions.

Similarly, the second hypothesis of the study has been tested with the help of earlier literature and available data source. In 1996, the Land Resource Mapping Project indicates a larger portion of total area in Nepal is under cultivation. Hence, a good infrastructure perhaps leads to food security in Nepal. In the same token (World Bank 2010) directly or indirectly shows that there is need of infrastructural development for sound agricultural development. It proves that, infrastructure is the only weapon for providing food security to Nepal.

The termination of this work implies that the contemplation of household socio-economic characteristics is very necessary for unbeaten food security management programs in Nepal that address the issues of food insecurity problems. The major danger to food security in Nepal essentially Hill and Mountains areas are the lack of land access and very low food production. Due to inadequate nonfarm and off-farm income opportunities and high intensity of reliance on own food production in such areas in Nepal, policies designed to progress production of agriculture will have a positive consequence on household food security in the country, although at unreliable degrees, regardless of caste/ethnicity or major job holdings. Production increasing efforts can be initiated rearranging and using local technology on food production, local systems with core concept of mutual assist and confidence building.

The government has relied extremely on air transport for grains delivery at the mountain and hill regions. That shifting to ground transportation will not only reduce the costs but

also create more employment in these areas. This, by itself will contribute to food security in the country. The long run policy, the government has to take steps for the greater spatial integration of the markets. It has to build physical infrastructure and marketing. And creating proposals for pulley link between different areas or regions have been in the discussion but have not been implemented. The difference of Nepal with experience of other countries is quite bleak here. Like, Bangladesh invested in the integration of markets through way to road connections and sufficient water ways in the country. As a result, liberalization benefits there have been much more even than Nepal.

For the above argument the present study agreed that infrastructure development is a base for agricultural development for the country. Hence, it is necessary for providing food security to Nepal.

### **Findings**

Food insecurity is a major problem in Nepal. The major findings of this study are: the food policies are not sufficient to provide food security in the country. dissimilar forms of sustainable agriculture which also takes into account the forest and pastures and other natural resources are also limited, so the people are not getting minimum standard of living opportunities like; self and sufficient drinking water, basic healthcare services, adequate food, shelter, transportation and communication to all areas and all other necessities. Because the policies are made for fulfill these necessities but the policies are failure of related these necessities. The government should conscious about these issues. The modern knowledge comes up in solved various problem.

There are some developments over the years in the education and health in rural areas but it still remains the case that the poorest and remote areas people have the least successful access to these services provided. This is not a matter of access of health care facilities, primary education is strong proof to suggest that nearness to a motor able road can reduce the cost of travel both service providers in the country.

Poverty and vulnerability, on the other hand, is not just a matter of food insecurity although eventually this is one of the vital components of helplessness. The physical situation of Nepal is a complicated one, with uneven terrain and an unpredictable climate

of any seasons. Rain fed farming and widespread livestock production are dangerous and those who are poor, landless or have access only to limited plots of non-irrigable land or no water facilities land on vertical slopes poor yields and 'natural disasters in farming (animals mortality, landslides etc.). On the other hand, the political and social environment in Nepal is barely one that provides security and support for the underprivileged and disadvantaged; the government agencies providing much needed goods and services fail to reach them, or remain unreachable; and when government agencies do reach them, it is often those agencies more worried to manage and restrict the livelihood activities of the underprivileged and disadvantaged than to help and support them the police, forest guards and the bailiffs, etc. When they meet the state, it is more normally in its role as guardian of law and order than as an agency for expansion or for social justice. Although some INGOs have for some years now adopted a 'rights-based approach' in their work in few areas.

The increasing food prices seem to be the leading economic indicator of food insecurity. Food security is the result of expanding human demand for food, irrigation and crop variations through the use of fertilizers. The food security of future generations is now greatly dependent on investing heavily in family planning, on educating girls and creating more employment opportunities for women. A household is said to be food secured when it has the necessary purchasing power to buy food grains and access to the required food grains. What is important for households and individuals is the availability and sufficiency of food intake, i.e., whether the quantities really consumed meet their consumption necessities. This intake can be produced or procured, but since both production and income/prices constantly change the easy and practicable solution is to evolve a national buffer-stocks policy. The food aid also helps but is not advisable for a long-term basis. So the need for a national scheme deals with the delivery of food to the poor and international food aid to stabilize food availability in the country. The poor adjust the expenditure on food because the major share of their incomes is spent on food grains.

The objectives of this study are: first, to examine the food policies in the country. The study has analyzed the current food policies, which are not sufficient to provide enough food to all households. Second, analyze the role of food imports and aid in ensuring food

security. In Nepal, the food imports and aid are not significantly good. Because, the Terai regions are the only plain and best cultivated land in the country. So the entire populations of the country are depended on Terai region for food. Third, study the role of food distribution system in the country. NFC is playing a crucial role to distribution of food in Nepal. Various food programs like; school feeding programme, Food for Work programme coordinated by NFC. The NFC currently distributes subsidized food in 30 remote hilly and mountain districts in coordination with district level committees. Fourth, examine the different issues concerning food security in the country. The major objective of this study is how these issues are properly addressed and tackled by a simple manner to ensuring food security.

The enhanced and sustainable livelihoods mean that people have capability to survive with food insecurity situation if it happens at all. The economy conservation will help boost food production while at the same time care for bio-cultural diversity. The practices will have demonstrated results in escalating bio-mass and natural capital of the country. The natural capitals could be such practices will have demonstrated results in increasing bio-mass and other natural capital. These natural capitals could be: enhanced soil energy, elevated soil productiveness, fewer land degradation, wetlands, and good stock of forest managed sustainably, maintaining local bio-diversity, protected watersheds, pastures and production of food and use of clean energy. Improvement of these natural capitals through economy conservation based practices assists improves household income and food security for its members.

Land-poor households have less human capital (education), natural capital (poor quality land and less access to irrigation facilities), physical capital (building and equipments, livestock holding), financial capital (less access to loan service and low saving), and social capital (no membership in social organization and slender social network). The resource ownership and the caste/ethnic discrimination have ultimate result on food security. The significant tasks in advance are to encourage local organizations as park ranger of sustainable agro- system in the country.

Not any one of the households had received any shape of direct food support from the government or non-governmental organizations to maintain food security status among the people. All these manifestation from the review of national circumstance and the



observation field suggests that it is high time to engage in encouraging food and agriculture structure in the country on the perspective of sustainable agricultural development.

Consequently to encourage sustainable agriculture in the country, we must connect in the policy processes to field practice through caste awareness, strengthen the capabilities of local farmers, innovations of the new technology to the agriculture, front liners in finding ways to scale the beneficial ones through the organizations and networking as well as construct evidences to inform policy markers.

The major challenges of Nepal's food security situations, which are; different level of development, open border with India, weak connectivity and market linkages rural out migration etc. The study found some suggestions that are; stability of food prices, adequate production through enhancing productivity, increasing investment to construct grain storage space through public and private sector participation, the development of efficient and equitable systems of procurement, distribution and storages of food. Production of food crops up to national average level lone would greatly enhance the food security level of the people in the three ecological divisions.

### **Shortcomings**

The present study is an attempt to evaluate the different food security policies and draw backs to such policies in providing food security across different regions of the people of Nepal from 1991 to 2013. It has tested the hypotheses and drawn some conclusion on the basis of availability of earlier literature and data sources. Though the study has not undertaken any field survey, it has certain limitations and shortcomings, which are as follows:

Firstly, the study covers only a limited time framework that is from 1991 to 2013. It is because of two reasons. One, the relevant policies regarding agricultural development in Nepal comes from 1991. Two, the limited time to my research work also compels to study a certain time period.

Secondly, the study has not intervened physically to the people of Nepal regarding the food security policies and not even has asked any questions to the households of Nepal regarding the availability and accessibility of food.

Thirdly, the has not undertaken any direct remarks by the policy makers, political spheres as well as academia, because of limited time period as well as limited resource available for the study.

Fourthly, the findings of the study are strict to the context of Nepal. No comparisons study has taken place.

### **Recommendations**

The study have some basic recommendations to ensure food security such as; (i) increase investment in agriculture sector, (ii) invest in infrastructure development, (iii) food and seed buffer stock at national level, (iv) focus on food based nutrition intake, (v) safety nets for food and agriculture inputs, (vi) invest in small irrigation, (vii) looks forward for increasing cooperation in food security among SAARC countries.

Besides the above recommendations, there are few more suggestions for strengthening the food security policy in Nepal, which are as follows:

- Enhancing food security would necessitate building farming capacity, promoting innovation and providing infrastructure, attracting new investment, farm inputs and credit.
- Agricultural development thus is the best sensible solution to help small and marginal poor farmers, so the rural poor become productive and improve their living standards.
- The issue of public distribution as a strategy to alleviate widespread poverty in most developing countries under consumption levels is very important. The food shortages result in price curved, which make it difficult for the poor to purchase adequate food supplies. So the government's responsibility lies in the stabilization of food grain prices through a public distribution system.
- It is significant to develop the basic needs of the people on a sustainable basis. As the needs depend on both natural and social capitals of various types, protection economy plays a significant role in this regard.

- The weaker or underprivileged people's rights in Nepali society have remained unfulfilled in many parts of the country. Gender discrimination, untouchability, bonded labour and other forms of oppression, social injustice and exploitation remain deeply and extensive in rural areas in the country. These are the major reasons of food insecurity. The state should establish the protected agencies, conscious groups and create more awareness among the people through education, road show and intellectual debate in television, radio and news papers etc.
- Food security is a demand-side problem due to lack of purchasing power. It could be solved through raising agricultural wage rate. This is possible by further development of agriculture and land reform measures to weed out unequal land distribution. It is important since non-workers suffer less from malnutrition.
- Agricultural development is not only important from the farmer's point of view, but also it leads to the upping of the agricultural wage rate thus benefiting a large section of agricultural labourers.
- Education is the backbone of Nepalese society. Education to the people has to be imparted efficiently (particularly in the hill and mountain areas), to build and develop human resources. This enables them to earn a better income and a decent living. This also solves the gender biasness in child malnutrition in the country.
- There is an urgent need to establish food processing industry which will not only give remunerative prices but will also provide alternative employment opportunities to the workers and simultaneously raise the wage rate.
- More qualitative research is also necessary in order to take further steps in the promotion of sustainable food security in Nepal.
- 'Evergreen Revolution' is necessary for Nepal and South Asia as well. Since widespread poverty, chronic food insecurity and rapid population growth are phenomena easily identified in the South Asian region and in other developing region also we should develop our own concepts and formulate plans of development and social transformation and should not merely follow the western model.

- In Nepal, food aid programs have not exhibited a human right based approach. State has responsibility to fulfill and protect the basic rights of the individual. The food aid program should be implemented on the basis of human rights principles and with an understandable exit strategy.
- Improving poor access of household to food by adopting pro-poor development strategy and providing the employment in non-farm on a substantial scale, construction a well manage system and transparent of safety nets to offer income support to very poor households in Nepal.
- Mutual support and cooperation are necessary for these organisation for improve the living standard of the people. Vital role of these organisation should be establishes a local food system, mutual help generation, greater participation of corporate agriculture in the country.
- In Nepal, establishes a food culture is necessary for handling the food insecurity situations, because this culture is necessary for the local people. Food culture is like a food festivals and donations of food in some areas to tackle the insecurity situations.
- The need for technological change to increase labour, land, input and productivity and improving connectivity to increase market access resulting to reduce the transaction costs of getting inputs and services from market to farm and farm to market.

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