The New Deal for Engagement in Fragile States calls for practical ways to improve development assistance and achieve sustainable peace in fragile and conflict-affected situations (FCAS). The Asian Development Bank’s (ADB) experience in Nepal shows that FCAS present the most challenging—and, at times, unpredictable—development context. Political and social issues in FCAS can affect implementation of a development project. Considering that FCAS vary and are usually contextual, understanding the local context should be a prerequisite for a coherent and relevant development assistance.

To understand the local context in Nepal, ADB has been adopting a conflict-sensitive approach since 2010 by using a peacebuilding tool that was required in the country partnership strategy, 2010–2012. Under the country partnership strategy, 2013–2017, ADB extended its support to continue the conflict-sensitive approach. Between 2013 and 2014, ADB and International Alert conducted a fragility assessment of three selected ADB projects in Nepal to better understand the social context in which the projects operate and to assess the outcomes of the application of the peacebuilding tool. This publication presents the how-to’s, experiences, and lessons of fragility assessment on three ADB projects in rural infrastructure, urban

---

1 The New Deal for Engagement in Fragile States is a key agreement between fragile states and partners to change the policy and practice of engagement to work together promoting peacebuilding and statebuilding in fragile and conflict-affected countries. This includes providing more timely, transparent, and predictable assistance; promoting the use of country systems; adopting joint donor risk-mitigation strategies; and aiming at more effective capacity development. International Dialogue on Peacebuilding and Statebuilding. A New Deal for Engagement in Fragile States. www.newdeal4peace.org/

Fragility in Transitional Situation

Since the signing of the Comprehensive Peace Agreement in 2006, Nepal has emerged from a violent conflict and made great strides toward achieving the commitments of the peace agreement. The Madhesi movement of 2007 that protested against the interim constitution regarding exclusion issues added a new dimension to the transitional situation. After the Constituent Assembly (CA) elections in 2008, political and peace processes took off. However, the 2008 CA failed to promulgate Nepal’s constitution due to lack of political consensus on the contentious issues of state restructuring, judiciary, forms of governance, and electoral system. The CA missed the deadline of 30 November 2011 despite the third deadline extension. Although the major drafting task was completed, a deadlock on the key issues led to the dissolution of the CA in May 2012, creating a political vacuum and further complicating the situation. As a result, parties announced the second CA elections in November 2013. Building on the foundations of the first CA, the current CA has narrowed down most, but not all, political differences on fundamental issues of the constitution.

The second CA committed to promulgate the constitution by November 2014 and explored the possibility of local elections, which could also be an opportunity to address local governance issues and to improve operational space. The current focus of the Government of Nepal and international organizations is to ensure that the achievements of the peace agreement are sustained, the country does not relapse into armed conflict, and grievances are addressed. Recognizing the need for sustainable peace, the government has included peacebuilding and human rights issues in its long-term national plans and programs. The Ministry of Peace and Reconstruction has adopted peace-sensitive approach to development and made efforts to mainstream it in key ministries by reactivating the “peace focal persons.”

Nepal has a diverse demography composed of more than 100 ethnic communities and over 95 language groups. Broad categories of caste and ethnicity include Hill Brahmin and Chhetris, Terai’s Madhesi, Dalits, Janajatis, and Muslims, among others—all of which composed of several subsegments in specific geographic clusters. Complex caste and ethnic structure, social exclusion, vulnerability to climate change, and political instability pose the most critical challenge to development.

Nepal is also vulnerable to natural disasters such as flash floods, landslides, droughts, and frequent glacial outbreaks. Most of these calamities are attributed to steep terrains and perilous mountains, and to human activities to some extent. Nepal is also prone to earthquake, which may cause infrastructure damage, casualty, and internal mass displacement. It has been predicted that, due to climate change, Nepal would see significant infrastructure damage and economic losses equivalent to 2.2% of annual gross domestic product by 2050.

---

2 Comprising 28.5% of Nepal’s total population, the Brahmin/Chhetris reside in the Himalayan foothills. They are native Nepali speakers and are the largest caste and religious group in Nepal. See The Great Himalaya Trail. http://thegreathimalayatrail.org/ethnic-group/brahmin-chhetri-people/

3 The Terai is located in the flat southern region of Nepal bordering India, covering 17% of Nepal’s total land area. The Terai is known as Madhes in the Nepali language and its indigenous inhabitants are called Madhesi, comprising 30% of the country’s total population. Despite fertile land resource and economic significance, the region was neglected by the government, hence the Madhesi movement transpired in 2007. See IRIN Humanitarian News and Analysis. www.irinnews.org/report/70027/nepal-background-of-the-terai-s-madhesi-people

4 The Dalit population, labeled as the lowest among the 100 caste groups in Nepal, suffers from socioeconomic discrimination. About 49% of the Dalit population is below poverty line. It has the highest rate of school dropout, and literacy rate is at 33% only. See IRIN Humanitarian News and Analysis. www.irinnews.org/report/91437/nepal-discrimination-continues-against-dalits

5 Janajati is a Nepali term for indigenous people. The Janajati population is spread across the country, and is perceived as excluded from the mainstream. Most of these people live below poverty line. See United Nations. Nepal Information Platform. www.un.org.np/node/10312


With the Millennium Development Goals (MDG) target reaching close in 2015, Nepal’s progress as of 2014 points out that targets are achieved in terms of child mortality and maternal health. In addition, a decline in fertility rate has contributed to Nepal’s poverty reduction goals. The country needs more concerted effort toward tangible MDG results, the success of which is possible only under the statebuilding and peacebuilding goals of the New Deal for Engagement in Fragile States (footnote 1). Nepal has shown slight progress in the Global Peace Index 2014, ranking 76 against 83 in 2013. However, according to the 2014 Global Peace Index, the country stands at risk along with other 10 countries, which means that Nepal shows symptoms of fragility and has yet to improve in key peace indicators, such as political legitimacy, service delivery, and economic reforms. One of the prerequisites to attaining the MDG goals and contributing to the improved ranking in the Global Peace Index is to continue to understand the local context through fragility assessments and to respond to them accordingly.

Fragility at Subnational Context

While the political dynamics and the security situation have gradually improved at the subnational level, many of the root causes of conflict are yet to be addressed adequately. Prerequisites for transformation include equal access to justice and other public services, decentralized development of infrastructure, improved market and job creation, revival of the rule of law, and institutional capacity. While sexual and gender-based violence against women and girls remains a significant security challenge in both rural and urban settings, child labor and child abuse are of equal concern. A lack of awareness of women’s rights, patriarchal systems, harmful traditional practices, ill social norms, and a lack of financial independence of women have all heightened violence against women and girls and impacted on the protection of children.

Although youths from the hills traditionally migrate to India for seasonal jobs, a new trend has surfaced from a rapid urban population growth, such as labor migration from the hills to urban centers in Nepal or the Gulf countries. Tensions have also arisen due to conflicting views about federalism, resulting in ethnic protests (i.e., Undivided Far West movement, Limbuwan/Khumbwan movement, Tharuhat demands, Madhesi movement of 2007) pushing for greater inclusion of different ethnic groups in statebuilding and state restructuring. Lately, such protests have been reduced. However, local and national political dialogue may spark conflict again if decisions are not favorable to the ethnic minorities.

---

How to Understand a Fragile Context

In addition to the review of secondary literature and supporting documents, the study team used qualitative data collection, including workshops, focus group discussions, key informant interviews, site visits to subprojects, and direct observation. The key steps taken were:

1. Desk-based research and review, including the review of International Alert’s previous research and of existing secondary literature and supporting documents to identify risk factors in similar development projects.
2. Finalization of research methodology, including the formulation of final research questions and the development of research tools, data collection tools, and analysis framework. The research team also met with the three project managers to discuss about the fragility assessment and its objectives and to validate the methodology. This dialogue was key to helping the project managers understand the assessment’s rationale and objectives, as well as to ensure their support and buy-in.
3. Consultations in Kathmandu, including key informant interviews with experts and ADB project implementation staff to refine research questions, identify locations and contact persons for fieldwork, and finalize the target groups for interview in the districts.
4. Field-based data collection at ADB project sites, involving the three districts of Nepal, where the research team interacted with a wide range of respondents including the project staff, government representatives, political party representatives, local business people, traditional community leaders, subproject recipients, security personnel, representatives of women groups, forestry user groups, and relevant civil society and community-based organizations.

The three projects assessed are (i) Decentralized Rural Infrastructure and Livelihood Project (DRILP),11 (ii) Secondary Towns Integrated Urban Environmental Improvement Project,12 and (iii) High Mountain Agribusiness and Livelihood Improvement (HIMALI) Project.13 The key assessment findings can be highlighted in terms of postconflict environment, issues of formal institutions, presence and performance of informal peace structures, socioeconomic dimensions, geographic linkages, and security issues—or all aspects that are outlined in the peacebuilding tool (footnote 2). In general, the assessment showed that infrastructure rehabilitation has been slow, resulting in several issues that put pressure to the urban government. These issues include conflict-induced displacements and emerging causes of migration; lack of local governance (creating a visible vacuum in service delivery and affecting the institutional reputation and perception of the rule of law); growing trend of youth migration due to lack of employment; resource competition especially over land and water; discrimination based on gender, caste, and ethnicity; cross-border matters; and emerging security issues.

The following cases highlight some of the factors shaping the sustainability of peace and stability in the districts assessed during the study period. The analysis is based on the information collected from three different project locations and the synthesis report of International Alert.

---

CASE 1: DECENTRALIZED RURAL INFRASTRUCTURE AND LIVELIHOOD PROJECT (DRILP)

The DRILP aims to reduce rural poverty in 18 conflict-affected, remote hill and mountain districts and increase their access to economic opportunities and social services. The primary focus of the project is to enhance the social and financial capital of the poor, Dalits, ethnic minorities, and women—all estimated to be 70% of the subproject area population. DRILP puts a strong emphasis on community involvement and support for livelihood restoration activities and not merely on infrastructure development. The project allocates $18 million of loan and $7 million of grant for 5 years. The assessment was conducted in Baitadi district in the Far Western Region. The assessment activities in the field included individual meetings with key institutions, group interactions with nongovernment organizations (NGOs), workshop with line agency staff, and visit to Salena–Melauli road. The team also conducted a meeting with the road-building groups, local social and political leaders, and consultant group.

A. Drivers of fragility

Unemployment. In general, the lack of employment opportunities and the crippling social services have caused frustration, especially among the youth. The absence of livelihood engagement in Baitadi district has caused a large number of young people seeking jobs abroad (creating underemployment in agriculture) and others resorting to crime. Although the project has provided temporary employment in road infrastructure and other supplementary activities, there is a risk that absence of longer-term livelihood opportunities will result in mobilization of youths for some political agenda which could increase the risk of violence and insecurity.

Labor migration. Slow economic growth, limited local job opportunities, and a lack of market development have resulted in a high rate of cross border migration to India and the Gulf countries. Although this has significantly contributed to the local remittance economy, those returning workers with higher income tend to resettle in a more fertile land in the adjoining Terai districts.

Competition over natural resources. Disputes related to natural resources, such as land, forests, and water have increased. Communities often expressed their dissatisfaction and grievances (e.g., the lack of drinking water supply in the urban center) toward public service providers. There is also a concern that the conflict over land tenure, if unaddressed, will escalate leading to political and civil disruption, hampering development. The Baitadi district is also affected by the resource access movement of the Haliyas, following their release from the bond and absence of government’s initiatives for resettlement. Exploitation of forest products (e.g., informal trade of herbs) is one of the community’s means to meet financial needs.

Weak governance and public service delivery. The lack of elected bodies not only has affected the planning, implementation, and monitoring of local development activities; it has also affected people’s perception of local institutions, funds accountability, effectiveness of local development funds, and political capture of development programs. Further, frustration and grievances of communities toward poor public service delivery may result in conflict with local authorities and political parties in the district.

14 Haliyas are land-based bonded laborers.
Sexual and gender-based violence against women and girls. The negative impacts of widespread superstitious beliefs, such as Chhaupadi\(^\text{15}\) and Deuki\(^\text{16}\) on women’s physical and/or mental health still persist. Public discourse on issues such as rape, domestic violence, and other forms of torture against women is not considered as a socially acceptable behavior. Occurrences of early marriage and polygamy are also prevalent in Baitadi. All forms of gender-based violence either become the responsibility of the victims or are addressed in a private setting.\(^\text{17}\) However, the government’s declaration to eliminate the Deuki system, combined with civil society’s awareness-raising activities, has drastically minimized its occurrence. Deuki is no longer practiced traditionally.

**B. Project response and peacebuilding opportunities**

The DRILP in Baitadi district has employed 35,070 locals through road construction as well as supplementary activities.\(^\text{18}\) The Salena–Melauli, one of the two roads being constructed, connects to the Pancheswar hydropower project.\(^\text{19}\) The locals hope that the Pancheswar project will provide direct and longer term employment and enterprise development including access to electricity, education, and health services—all of which are expected to ultimately contribute to peacebuilding.

The Salena-Melauli area consists of mixed households engaged in agriculture, service sector, and remittance for income. The Salena-Melauli road provides improved access to agro-based marketing services, convenient mobility to the service centers, and increased opportunity for people working abroad to make investments in the village of their origin—all of which have helped minimize local grievances.

Baitadi can harness the potential of tourism, nontimber forest products, as well as high-value agriculture and herbal plants. The value chain of such products (cultivation, collection, processing, marketing) can give farmers opportunities for increased income, which is an imperative for peacebuilding. The citizens expect that the road would not only facilitate farming or forest-based activities but also enhance religious tourism, thereby contributing to improved local economy.

There seems to be a declining trend for harmful social practices because of prevailing laws against them and several NGOs engaged as watchdogs or facilitators for creating awareness. The project’s approach of forming building groups, consisting of various caste groups, has helped reduce the existing caste-based discriminatory practices, thus improving social cohesion. Such groups also supplement the NGO works on removal of harmful social customs by demonstrating a group mechanism to achieve a common goal. The “women-only building groups” have highly contributed to women’s economic...
empowerment, which in turn has lifted their social status (Box 1). In addition, socioeconomic activities are gaining prominence in the district through cooperatives. Cooperatives have been a major vehicle to empower women and promote inclusiveness in the project areas.

**Box 1: Rural Roads Empower Women and Girls**

At the beginning, the project faced challenges on women mobilization due to the lack of motivation among women to engage in activities other than household chores. The project’s “women-only building groups” then became an inspiration for other women to join. The project was able to recruit a few from the households headed by women wherein women can make decisions independently. Having seen these women producing income of their own, other women started responding gradually. Soon men responded positively by sending their family female members to the project activities.

During the assessment, women from a building group cited that “access to road will improve our mobility to market places and urban centers, make us travel for meetings, expand our cooperative membership, and provide opportunity to our girls to go to high school.”

One woman said this: “I have multiplied my income by raising chicken out of the money earned from this road construction. I am looking for some funds to secure my chicken farm. I hope to maintain my longer term financial needs from raising chicken.”

**CASE 2: SECONDARY TOWNS INTEGRATED URBAN ENVIRONMENTAL IMPROVEMENT PROJECT**

This project aims to improve the quality of life of the people and to reduce poverty through municipal infrastructure development and community development programs. The major components include (i) improvement of drainage and sewerage, upgrading of urban road and lanes, improvement of solid waste management systems through 3R (reduce, reuse, recycle); (ii) health and hygiene education, skills training to women and to excluded and poor people, investment in small-scale community facilities; and (iii) strengthening the financial, technical, and institutional capacity of municipalities. The project is implemented in four municipalities with $61.3 million allocation for 5 years. This assessment is conducted in the Birgunj, a border town in Parsa in the eastern Terai region. The assessment team met with the chief executive officer of the municipality, conducted workshop with the project staff and key partners, met with the business group, and visited the waste water treatment plant and the landfill site for waste management.
A. Drivers of fragility

Identity and ethnic-based tensions. Parsa district has been affected by dual conflicts: the Maoists movement of 1996 and the Madhesi movement of 2007, causing 1,200 cases of looting and claiming over 100 lives.20 The Madhesi movement, aiming at social inclusion and decentralized decision making in a new Nepali state, created tensions between the Pahadi (hill people) and Madhesi. The Madhesi felt a great deal of animosity toward the local and state administration perceived to be dominated by the Pahadi. This forced many Pahadi to leave between 2007 and 2009.21 Displacement of civil servants created disruption in planning and implementation of local development activities. While related tensions have been reduced at the moment, small incidents can trigger violent conflict as the cause of the movement has yet to be addressed.

Rapid urbanization. Significant business and commercial activities in Parsa district’s urban center have taken place during the postconflict period. There is an increasing trend of rural population moving to the urban center for jobs in accelerating infrastructure development or in the capital city or abroad. Respondents felt that this has changed relations between individuals, groups, and communities, with more people moving to new neighborhoods, more female-headed households in rural areas, more divorces, and higher insecurity in the community. There is also an increasing pressure on the municipal government’s capacity, specifically on safe drinking water, sanitation, sewerage, parking space, market place, and others services. Increased migration to Middle East countries and Indian cities leads to labor shortages in the agriculture and industry sectors.

Rural–urban gap. According to Census 2011, poverty incident in the villages is 33% in Parsa, and 7,000 individuals migrate overseas. Parsa is a major trade route with more than 60% of the international trade flow, and plays an important role in Nepal’s industrial output.22 The district’s social status shows a visible gap between the rural and urban areas and across ethnicity in terms of overall quality of life, education, health, sanitation, and other municipal services. The Muslim population and the Dalit community are equally affected in terms of access to services. The rural population in particular is suffering from gender-based violence; child marriages; trafficking of girls; alleged witchcraft; property ownership issues; and lack of access to education, livelihood, and legal services. The paralegal committee reported 29% cases of domestic violence in 2011 and 27 girls missing from suspected trafficking in 2012 (footnote 12). An uneven distribution of public resources contributes to the exclusion of many remote villages from governance and development processes.

Weak governance. Political instability in the country and a lack of locally elected bodies since 2002 have not only affected the planning, monitoring, and implementation of development activities, but also the delivery of public services and the accountability of funds in Parsa. Untouchability and discriminatory practices based on caste and gender impede the participation of women and socially marginalized communities (e.g., Dalits) in the development processes and governance structures.

Security environment. Despite over 60 police posts in the district and a special cell for women and children in the district center, multiple cases of crimes are still reported and often referred to the court. While threats, extortion, and forced donations have reportedly decreased, and a few believe the problem will not persist, others still fear that threats might return given the leadership capacity of security agency. Weak rule of law is also blamed for increased political interference in security and justice services. Criminal groups, mainly comprising of young men driven by unemployment rather than a political motive, often find hideouts in the cross border territory. These groups are accused of extortion, local crime, and smuggling of drugs and weapons.

---

22 Over 250 medium and large industries operate in the Bara-Parsa industrial corridor.
**Land registration and ownership.** Several landowners fled Parsa during the Maoist movement and the Madhesi movement, leaving some lands uncultivated and some fields with absentee owners. Land is one of the key causes of local disputes in Terai areas. As the price of land increases, especially in urban centers, so does the competition over land resources, affecting the acquisition and compensation process of development projects (Box 2). Landlessness affects socially marginalized groups, like Dalits and other underdeveloped communities, and hampers development in the district.

**Open border with India.** The 107-kilometer stretch of porous border with India is susceptible to informal trade, drug and girls trafficking, and illegal small arms transactions. Criminal armed groups are present and find easy hideouts across the Nepal–India border. Security services have been able to control hemp farming in Parsa, but the Birgunj–Raxaul border is being used for the illegal trade of drugs transported from Makwanpur and Chitwan districts. Girls trafficking from the Makwanpur and Chitwan districts have been reduced, but the sending districts have been extended to more remote regions in the far west through the Birgunj–Raxaul border. According to Maiti Nepal, an NGO involved in anti-trafficking, more than 3,200 cases were intercepted in Birgunj in 2012 alone.

B. **Project response and peacebuilding opportunities**

Despite tremendous land issues in Parsa, a piece of land was acquired to build the landfill site and the wastewater treatment plant. The project bought the land from Itiyahi Village Development Committee in the adjoining Bara district. The compensation has been provided according to the policy of ADB and the government. Although it took some time to complete the transfer, the landowners have been paid full in cash to their satisfaction during the assessment. The construction of the treatment plant bordering the town of Raxaul is ongoing. Livelihood enhancement training is provisioned to the landowners to mitigate potential grievances. To maintain transparency, the identity of the people who were compensated was made public by displaying their names in the notice board.

Birgunj, as an important entry point for tourists from India, has a tremendous opportunity to create livelihoods and businesses. The project’s collaboration with the private sector actors has created a favorable environment for the project implementation. Soured relation between the business group and the municipality has been remedied lately with the improvements in the sewerage and drainage, sanitation, and waste management, which are all important to fostering an environment for business and uplifting the credibility of the municipality. Regular communication between the private sector and the municipality has raised municipal taxes in support of the project. When there was a rumor that the project would be annulled, the private

---

**Box 2: Addressing Land Issues**

The social assessment and technical team identified a piece of land for the landfill site in Bishrampur and Itiyahi Village Development Committees in Parsa-Bara border. The land was purchased from 51 residents of Naguwa Village Development Committee. At first, the owners were reluctant to sell the land of their ancestors. It took 3 months to convince them to sell. The Rate Evaluation Committee, led by the district administration officer, fixed the price range of NRs275,000–375,000 per unit for compensation. The owners were not convinced and demanded more than NRs800,000 per unit. Following the Land Acquisition Act, the Rate Evaluation Committee instructed the Land Registration Office to transfer the deed to the government. It took another month to get the issue resolved. The project manager noted that without the government regulatory provision, it was not possible to negotiate with and convince the landowners. The landowners were then compensated without further dispute. They demanded the construction of a community health center to mitigate potential health hazards caused by the landfill site and a crematorium for religious rituals. The project acknowledged these demands by incorporating them in the budgetary allocation provisioned under the Community Development Program. In addition to the need to act under certain rules and regulations, being flexible to the community demand is a key lesson learned in this case.


---

sector created a critical mass to advocate for the continuation of the project. The business community advocated the project implementation and acted as important stakeholders for garnering the people’s support and sensitizing political parties to key issues.

The assessment showed that there was transparency in the bidding of NGOs, selection of service providers and beneficiaries of community development programs, contracting for infrastructure work, land acquisition process, staff hiring practices, and procurement. The project follows due process in making decisions by displaying notices and by inviting applications or calling for bids, thus helping minimize reputational risks. The project implementation team followed ADB guidelines on procurement and beneficiary selection while an international competitive bidding process was followed for procuring civil works to improve stormwater and wastewater management.

The assessment also showed that the project was sensitive to cultural practices and demonstrated conflict sensitivity in hiring staff. A male social development officer was hired because the community was more responsive to men. However, to maintain gender equality, female social development officers were also hired. This combination, reported successful, achieved a gendered participation in the community development programs. The project’s gender and social inclusion plan has been collecting disaggregated data on the project’s social development indicators such as gender, social inclusion, literacy, and marginalized groups. The project uses the data for choosing the beneficiaries of the community development programs. There has been a significant inclusion of women and the socially deprived in the skills development activities of the community development programs. For instance, the Dom community, which ranks the lowest in socioeconomic indicators, has been selected for sanitation activities, whereas Muslim women dominate in the sewing and cutting training.

Both the project’s social mobilizers and the community development program have raised awareness of the project in the community.

The submetropolitan office conducts social audit, where an overwhelming number of participants show up and raise issues and questions. This encourages citizen participation and has been one of the project’s good practices of managing fiduciary risks on governance which, in turn, minimize public grievances (Box 3).

Declaration of Bara–Parsa industrial corridor as a special economic zone by the government could contribute to promoting industry and development of the area. Addressing labor issues in Parsa, not to mention the improvement of existing industries, could create a large number of jobs.

Parsa is well connected to Kathmandu and to the East–West Highway. Many village development committees are reachable by roads, except during monsoon, showing possible scope for improving market-based economy in the district through commercialized agriculture. Parsa is the country’s largest customs transit point and links Kathmandu with the Indian market. It shows a potential for economic growth given the improvements in its infrastructure and as a prominent entry point for tourists.
Box 3: Structured Approach to Risk Management

The Ministry of Local Development is responsible for implementing and monitoring the Public Expenditure and Financial Accountability and Fiduciary Risk Reduction Action Plan, which is executed through the local bodies. The local bodies have classified the fiduciary risks as process, results, and corruption-related risks depending on the nature and level of the development activity. Following this, the local bodies should conduct social audit, where all of the activities and performances of a service delivery agency are examined, assessed, and analyzed with direct involvement and participation of a wide range of stakeholders.

During a social audit, a question was raised on the tailoring training allowance provided for the participants under the community development program. Selected participants were provided with NRs50 per day as an incentive to attend the training, from which 15% income tax and 13% value-added tax were deducted. The participants who were not aware of the tax deduction policy protested against the regulation before the project office. More than 100 participants demanded explanation. The project management team made an attempt to convince the group of the necessity of tax policy. The project team even took a longer time to explain to the group that the training certificate cannot be provided without complying with the financial norms. Finally the project staff were successful in making the participants understand the prevailing taxation rules and convincing them to accept the certificates and due allowances.

The lesson learned from this was that before launching project activities, participants should be informed on existing rules and procedures. Both transparency and strategic communication play important roles in the community participation and acceptance of the project activity and the structured risk management provisions.

**CASE 3: HIGH MOUNTAIN AGRIBUSINESS AND LIVELIHOOD (HIMALI) PROJECT**

The HIMALI seeks to reduce poverty in high mountain districts by improving income opportunities, particularly for women, and nutrition of poor farm families by increasing livestock and agricultural productivity. The project has received financial support of $20 million for 5 years in 10 districts. This assessment was conducted in Sankhuwasabha district of the Eastern Development Region. The assessment team met with implementing partner agencies, interacted and conducted a workshop with NGOs, visited the handloom plant and forest nursery of subgrant recipients, met with peacebuilding women, visited Federation of Nepalese Chamber of Commerce and Industry and Agro Enterprise Center, and met with selected recipients.

**A. Drivers of fragility**

**Unintended interference and forced donations.** In the past, conflicting groups extorted goods and resources from the government, business people, and civil society organizations. This practice was used heavily during the Maoist movement as a fundraising mechanism, and is still being done by some groups outside the mainstream parties. Interference of such groups can also affect the working capacities of local government offices. For example, a Maoist
A splinter group threatened the district agricultural development officer for operating training sessions during a district bandh declared by the group.

**Internal displacement.** The Local Peace Committee (LPC) members reported that many people affected by the conflict were displaced to Khandbari, the district headquarters of Sankhuwasabha district, and do not enjoy the same economic stability as before the insurgency. Many have had to find new sources of income, as they can no longer work on their land. Some were affected by the land grabbing during the conflict, and their lands have not been returned so far. Sankhuwasabha was identified as one of the hill districts where the return rate of land grabs was very low.24 Heavy internal migration not only has impacted the municipal services including water supply and sanitation, it has also created a competition over scarce land resource (e.g., deforestation).

**Slow rehabilitation of state institutions.** During the Maoist movement, the major state service agencies mainly related to administration, health, education, and security were relocated to the district center. The lack of public services, such as security presence and custom office outside of the district center, caused the proliferation of informal trade of high value crops across bordering town in Tibet. Because it takes 7 days of walk from the center to a large part of the district and with only one police post in Kimathanka,25 prompt response to reports of security concern are not possible. This situation has affected the government’s ability to raise taxes and earn revenue for local development.

**Challenging access to justice.** Security issues are often resolved through political negotiations rather than state or formal justice mechanisms. This opens space for political interference in the security and justice system, where getting justice favors the most powerful and politically well connected. Placement of district courts in areas other than the district center has also created an issue in access to justice, mainly by challenging the coordination between the police agency and the court.

**Rapid socioeconomic change.** As across the country, significant socioeconomic changes have taken place over the last 2 decades in Sankhuwasabha. This has influenced livelihood choices, where families who traditionally engaged in agriculture as their main economic activity are migrating to the district center, capital city, or other countries for jobs. Respondents felt this has changed relations between individuals, groups, and communities, with more people moving to new neighborhoods, more households headed by women, more divorce cases, and more new relations and alliances. Along with the general trend of migration from rural to urban centers and an increased remittance in the district, people are increasingly attracted to housing, land, or trading rather than agriculture sector. This has caused exorbitant increase in land prices with minimal interest in high value crops.

**Presence of land mafia.** An increased practice of land trading and land plotting in Sankhuwasabha has given rise to land dealers who buy areas of agricultural land, split it up, develop it, and sells plots or buildings for a higher price. Some of the impacts of this trend are land fragmentation, haphazard use of the limited piece of land, and reduction of agricultural productivity. This practice also brings economic activity in the district to a standstill, as disposable income is tied up with fixed assets. Respondents also cited land-related disputes, where developers got bankrupt due to inability to sell and fled without paying investors or creditors. Several cases of these are filed in the security agency.

**Proliferation of domestic weapons.** Respondents reported a high presence of domestic weapons in...
Sankhuwasabha which, they fear, could increase rates of domestic violence. Absence of police posts in the remote parts of the district could also pose a challenge to the security system.

**Ethnic identity-based tensions.** Sankhuwasabha falls in one of the Limbuwan and Khumbuwan areas where ethnic-based disputes are often reported. Although the Sankhuwasabha presence was minimal during the time of this fragility assessment due to their defeat in the CA elections, they have still been demanding their ethnic rights and political space in the new constitution. The issue is a potential conflict trigger until the constitution is promulgated.

### B. Project response and peacebuilding opportunities

Sankhuwasabha earns high revenue from its natural resources. There are opportunities in harnessing hydropower and high-value crops and natural resources (e.g., tea, coffee, cardamom, livestock, wool, yak cheese, herbs, medicinal plants, nontimber products). The 2012–2013 fiscal year of the Government of Nepal showed that the sale of cardamom alone amounted to NRs990 million and the medicinal plants (e.g., chiraito, allo, rudraksha, amriso) sale amounted to NRs100 million, with most of these requiring no production investment. Hence, by motivating local farmers, the HIMALI Project would have the opportunity to capture such value-adding products and raise citizens’ income.

Sankhuwasabha is a major remittance-income district. The International Money Exchange, one of the many remittance delivery services in the district center, reported that the highest remittance earning per day sometimes goes up to NRs800,000 for one agent alone. The combined total of the remittances received in a day can go up to NRs10 million. This is an opportunity for the project to capture potential participants who can invest in commercial agriculture for sustained income, instead of having them invest in housing projects.

The district demography is made up of diverse caste and ethnicity. Although Sankhuwasabha has been somewhat affected by ethnic conflict, the locals maintain social harmony as much as possible and are not much bothered by religious or any ethnic-based state structuring issues. Since the issue is a politically driven agenda, the locals believe that the opportunity of engaging in multiple ethnic group activity can help keep the social fabric in place. In achieving so, the project may adopt as a group responsibility a more flexible approach of issuing grants. Capacity building of ethnic groups, including other users committees on local reconciliation and negotiation, will strengthen the scope for peace in general.

The Local Peace Committee (LPC) and some traditional peacebuilding practices seem quite active in the district. The LPC officials are respected and are invited to development project meetings and consultations. The LPC has also been engaged in peacebuilding training and awareness programs. As an institution for transitional justice, the LPC has significantly contributed to the overall peacebuilding environment in the district, thus promoting a positive project operational space.

Rural Reconstruction Nepal, a national NGO, is implementing the Peace Building from Below project, covering six village development committees of Sankhuwasabha and other villages in adjoining Bhojpur district. The project, supported by Gesellschaft für Internationale Zusammenarbeit seeks to promote institutionalization of the mechanism within the community groups to harmoniously settle local conflicts so as to maintain and promote community cohesion. The Peace Building from Below project has supported community-led peacebuilding initiatives in project districts through reconstruction, rehabilitation, and reconciliation of conflict-affected people at the grassroots level by implementing various activities designed to improve their socioeconomic, mental, and physical well-being—thus fostering an environment conducive to development project operations.

Although the HIMALI project has not formally networked with the NGOs so far, there are opportunities to partner with organizations such as Mercy Corps, which has a soft project to build the users groups’ capacity in mobilization, management, organization, and identification of resources. The HIMALI can tie up with such initiatives to save the initial effort of capacity building of the recipients.

Business groups and NGOs in the district center believed that this project could contribute in bringing
the much needed national visibility to the district, as well as in enhancing benefits of technical agriculture knowledge. It can also be an excellent opportunity for diverting funds to a more meaningful and sustainable dividends. The project is viewed as a good example of materializing the government’s policy of commercialization of agriculture, thus enhancing the government’s institutional reputation.

**Box 4: Applying a Flexible Approach**

Nisan Kumari Rai is a conflict-affected person who was displaced to the district center from the high altitude after the Maoists killed her spouse. Losing her land and having to raise three children by herself, she survived by using her skills in allo weaving. She was identified by the High Mountain Agribusiness and Livelihood (HIMALI) Project as a potential beneficiary and brought within the project scope. As a single woman and conflict victim, she is unable to meet the HIMALI grant requirement—in which she is required to contribute 50% of the matching fund given a 2,000-meter limitation for collecting allo. After assessing her situation, the study team reported this issue to the project manager at ADB. Through ADB and the project implementation team, this issue has been amicably resolved by applying a flexible approach, i.e., adjusting her grant matching prerequisites. She is now a grantee of allo farming and weaving and has plans for having 7–8 looms. Factory infrastructure is currently under construction. She is the only woman and a conflict victim in the district receiving the project grant at this point.

Source: Asian Development Bank and International Alert.

**Lessons Learned**

Overall, the fragility assessment exercise has given opportunities for continued dialogue with development partners and counterparts, creating space for improvements. The assessments are not only an attempt to identify key drivers of conflict, but also a scope for assessing peacebuilding strategies or approaches to inform country strategies and program planning. They also set a background for determining baseline peacebuilding indicators. The local political context, actors, and operational issues are relative and vary in terms of nature and scale, given the varied geopolitical context of selected project sites. Because land issues are the most common source of disputes in the community works, all projects have built-in Grievance Redress Committee to help resolve such disputes. The team realizes that there are specific considerations or factors in conducting fragility assessment, namely:

**Institutional arrangement.** A meaningful fragility assessment requires institutional leadership on conflict-sensitive approach to development. Resource allocation, staff deployment, and
incentivizing staff to oversee the approach show an institution’s commitment. A fragility assessment also calls for a mutually acceptable purpose and process, or a common buy-in between development partners and implementing agencies or between the national and subnational actors. It should be treated as intrinsic to a business or engagement policy and not as a stand-alone process. A conflict-sensitive approach should therefore be built in to the project cycle. A fragility assessment exercise can be an excellent way to deepen understanding of the local context and to help design projects.

**Personal skills set and methodology.** To enrich the results of the fragility assessment, due importance should be given not only to consultation and participation, but also to respect and recognition of local knowledge and protocols. Honoring first-hand local views on conflict sensitivity helps improve leadership, ownership, and continuity of the process. Local knowledge in the field has helped validate secondary information and personal observations on key issues. Given the sensitivity of local issues, especially on governance and security matters, it is also important to maintain confidentiality. The fragility assessment was an opportunity for transferring technical knowledge and skills to various levels of project staff to strengthen capacity of partners in conducting such exercises. Consultation with implementing partners at the central level has helped create sensitivity among the local stakeholders in the assessment and helped them eventually attain their ownership. It has also helped them seek advice on the methodology and indicators of the assessment.

**Values and benefits.** Listening to multiple groups and sharing observations enhances accountability of assessment results, which in turn helps derive a common approach to conflict resolution. Development partners with host country counterparts conducting assessments and sharing knowledge help build a common understanding and get joint conflict resolution, if any. The HIMALI project was able to resolve issues regarding project criteria in support of a conflict-affected woman (Box 4). Such assessment helps in understanding various types of risks (e.g., country, partner, project, reputational, security, and fiduciary)—the knowledge of which can aid in the design process.

Transparency and inclusive response in the assessment provide more realistic information and ensure shared accountability. Recognizing the value of the assessment, the team of the Secondary Towns Integrated Urban Environmental Improvement Project agreed to conduct a similar exercise during the periodic coordination committee meetings. Such fragility assessment is helpful in identifying key indicators or baseline for peacebuilding. Although most indicators are qualitative in nature, some quantitative indicators can be identified and measured over time. However, the identified issues are to be considered contextually for realistic planning of projects, determining them in terms of specific results frameworks and monitoring. For example, the stakeholders in Baitadi showed less sensitivity to women’s security issues while Sankhuwasabha interviewees identified the role of women in peacebuilding as a key factor in community stabilization.\(^26\) Validation of the results confirms that knowledge of the local context is a necessary consideration in project planning and management. The findings can also be verified during formal reviews and final evaluations.

**Challenges**

The fieldwork had to be conducted right before or immediately after the national elections of the new Constituent Assembly 2013. This has caused some challenges regarding the availability of target respondents; as many were out of the project sites and were involved in voting, vote counting, and other election-related activities. However, the study team made additional efforts to follow up the field works with interviews over phone calls to fill some of the gaps.

Commitment to the required amount of time and effort to coordinate a multipartner engagement is a key challenge to such assessment, given the labor-intensive nature of the task.

Engaging in a conflict-sensitive approach also requires building confidentiality and trust between the participating organizations, which may be hard to attain, especially in terms of purpose, expected outcomes, and modalities.

It is challenging to distribute the time between planning and fieldwork, resulting at times in compromised quality. Communication between the stakeholders and other key contacts in the field to set up meetings or events, for example, takes unpredictable time. Such situation often might run counter to desired quick results. Due to engagement of multiple actors in the process, conducting field activities, writing reports, and sharing sessions require more quality time. Given organizational mandates, policy guidelines, and working culture of individual organizations, coordinating time could be even more a challenging task.

Deviation from the assessment framework could happen because of an overwhelming response from the stakeholders who might ask several questions, raise concerns, and help the team think through new dimensions and indicators of fragility.

Effectiveness or usefulness of the assessment methods depends on the local situation, intellectual capacity of respondents and their level of response, and emerging crises in a given location. Hence, a more flexible and semi-structured methodology works better because it allows necessary changes. For example, the necessity for a line agency staff to attend a crisis meeting of the municipality in Baitadi affected the workshop; hence, the team changed the method of conducting smaller group discussions.

Assessments have helped the project staff to identify their knowledge gap on risk assessment, conflict-sensitive approach, and management of emerging issues in three projects. Given the level of skills developed in individual staff on conflict sensitivity, it should not be taken for granted that all staff members are equally cognizant of the concept.

**Recommended Strategies**

**Mainstream the conflict-sensitive approach.** ADB has successfully implemented the peacebuilding tool since 2010 in the project designs and to some extent in project monitoring. There should be an institutional commitment to continue the practice not only in view of improving the quality of project designs, but also of the evolving local context. Without an internalized culture of conflict and peace sensitivity and without peacebuilding criteria as central project objectives, sustaining the use of peacebuilding tool can be challenging. Regular discussion of peace sensitivity issues and fragile situations during monthly or quarterly meetings of the project teams can help mainstream the conflict-sensitive approach. Discussions should ideally include any changes in peace and conflict dynamics and how the project is impacting the local situation.

**Increase expertise.** The presence of an ADB peacebuilding specialist with the expertise and mandate to take peacebuilding impacts into account has made a difference to the ability of ADB to respond to the local context, advise design teams on contextual sensitivities, and ensure that peacebuilding remains in the institutional agenda. However, one specialist as a consultant is not enough. More project staff should be sensitized on peace-sensitive approach and trained on using an analytical framework such as the peacebuilding tool (footnote 2). Tailored engagement of staff may also be required to help project design
become more responsive to the specific nature of fragility in a particular sector.

**Incentivize staff.** Incentives, such as through training, appreciations, empowerment, accountability, including performance indicators, could transform how ADB engages with the local context and delivers peacebuilding dividends. Furthermore, financial resources may be required to incentivize the project staff and consider the conflict and peace impacts of their work. The nature of work in fragile and conflict-affected situations (FCAS) can be labor-intensive, and demands a set of skills without overlapping with the sector expertise. Those who have specific responsibility of project implementation should also be incentivized for putting up efforts on peace-sensitive approach.

**Identify peacebuilding indicators.** As an additional task over evaluating project effectiveness on performance and funds disbursement, risk assessment is also viewed as an impediment to daily work. In addition to core project indicators on specific sectors and thematic areas (i.e., gender, social inclusion, environment, governance) peacebuilding indicators should be identified and monitored to help enhance project effectiveness and support project design. Harmonizing such indicators with a government-led results framework could be a practical approach in sustaining implementation quality.

**Integrate peace sensitivity into implementation.** At present, the peacebuilding tool is used mostly during project design stage as a risk mitigation tool, which appears to be more focused on managing risks and doing no harm. ADB needs to move beyond just managing risks toward encouraging activities that actively promote peace and development. This could be achieved through the integration of the peacebuilding tool into project implementation. In addition to specific reviews of the project status, periodic assessment of projects from a peacebuilding perspective can help development players understand issues and provide space for adjustments, as necessary. Allocation of financial resources in project design may be required for such specific assessments.

**Be flexible.** Flexibility in project design and implementation is required to enable the project teams to adjust activities and approaches in response to the emerging needs in fragile situations. Giving some space and authority to project implementation teams help them in making necessary changes.

**Share risks.** Working in partnership with other donors helps maximize collective impact of pooling efforts and finances. Concerted donor approaches not only help in understanding and managing risks, but they also create a common understanding between counterpart organizations on the risks, reduce management costs, and increase the pace of disbursement. A constant joint risk assessment between partners also strengthens knowledge and skills in working in FCAS (See Appendix).

**Conclusion**

Adopting a conflict-sensitive approach and working in line with resolving FCAS in a peaceful and equitable manner is the first key step toward building peace. Development projects have a clear role to play in FCAS if they are planned and implemented from a peace building lens. This perspective can be especially crucial in the case of Nepal, where highly unequal distribution of power and resources can exacerbate conflict.

In recent years, ADB has made significant strides not only in identifying and managing risks for its projects, but also in actively promoting peace and going “beyond doing no harm.” In Nepal, risk assessments, risk mitigation measures, a

Public confidence is an indicator of peace.
Appendix: Risk Assessment Frameworks

Organisation for Economic Co-operation and Development categorizes risk as contextual, programmatic, and institutional (Figure 1), which is found useful in providing focus for the assessment and delineating the purpose for monitoring. Contextual risk (country, situational, or external) refers to a range of adverse outcomes that could arise in a certain context, such as political destabilization, return to violent conflict, failure to develop, and humanitarian crisis. It also includes the risk of harm spread beyond the country’s borders. Programmatic risk (or intervention risk) relates to the risk of program failure, which may include failure of a program to achieve its objectives or exacerbation of contextual risk. Institutional risk (or internal risk) relates to the range of potential adverse consequences of intervention to the implementing organization and its staff. These consequences could range from management and fiduciary failure to reputational or political damage.

Since associated risks vary in terms of external factors, design provisions, management efficiency, suitability of interventions, and emerging issues, it is more convenient to separate the categories intended for monitoring. For instance, the external risk factors are usually related to internal political issues or regional dynamics, in which development partners have hardly any position to intervene. In such cases, a specific or customized management, a more flexible approach, and a contextual operational focus may be required. It should be kept in mind that the interventions are harder to implement in complex political context, where the service providers including the donors may have to face unsafe or threatening operating environment. However, while understanding the differential risk factors, the interrelationship of the three categories of risk should be considered. For example, geographic difficulties or security threats (contextual risk) can be challenging issues in data collection or communication, which in turn creates a problem in program management (programmatic risk). It may also tarnish institutional reputation (institutional risk). This framework can be applied in the peacebuilding tool by separating the purpose of the risk assessment. Table 1 presents a suggested framework to understand and manage risks in fragile and transitional contexts.

peacebuilding tool, and a peacebuilding specialist are already in place. However, challenges remain to fully operationalize peace and conflict sensitivity into the project implementation and to ensure that all opportunities to reduce development’s negative impacts and maximize positive benefits are being capitalized on. Therefore, a further shift in institutional focus toward integrating conflict and peace sensitivity, together with senior staff and partner buy-in, training, additional peace and conflict expertise, and flexible project designs will still go a long way. It is also vital that the implementing units are given more space and training to focus on the processes that can help projects contribute to peace, rather than focusing purely on quantity and speed of implementation.

Given the fact that Nepal is aiming to graduate from a least-developed country to a developing country status by 2022, there is a trend of measuring the project progress on quantitative terms. There is also a need to address the challenges of underlying structural causes of conflict. A more serious assessment of the context is necessary to understand the key challenges that Nepal faces in moving out of the protracted political transition and accelerating its graduation from the least-developed country status. The important agenda toward sustaining peace and stability include inclusive and environmentally sustainable growth, balanced human and regional development, and enhanced productivity in the niche areas. A concerted effort in assessing the local context, understanding the issues, and addressing the underlying challenges would help sustain peace and move toward the desirable development goal.
Table 1: Suggested Framework for Understanding and Managing Risks in Fragile and Transitional Contexts

<table>
<thead>
<tr>
<th>Managing Fragility</th>
<th>Understanding Context</th>
<th>Understanding Actors</th>
<th>Planning for Capacity Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Design Phase. Conduct periodic conflict or context assessments using peacebuilding tool.</td>
<td>Know the past conflict and track emerging issues that tend to create or escalate conflict.</td>
<td>Know and document the past and new players of conflict. Understand them in terms of language, culture, caste, religion, ethnicity, constituency, employment status, exclusion, and any other identity issues. Examples of these groups are community leaders, political parties, business groups, and religious leaders.</td>
<td>Document knowledge of local context and sensitize staff teams or interagency teams on conflict-sensitive approach to development to build institutional commitment and ownership. Integrate conflict mapping exercises into each project coordination committee meeting to help sensitize the team and build a shared understanding.</td>
</tr>
<tr>
<td>2. Project Monitoring Process. Constantly update the changing context.</td>
<td>Assess if past grievances are addressed and identify the remaining issues for resolution.</td>
<td>Continue to update and document events, incidents, nature of grievances and how it evolves over time, conflict trend, and windows of opportunities.</td>
<td>Train project staff on the use of peacebuilding tool for conflict analysis and enable opportunity for its periodic use.</td>
</tr>
<tr>
<td>3. Implementation Phase. Maintain transparency in processes (i.e., hiring, selection, contracting, financial management) as provisioned in the project management plan or policy.</td>
<td>Be familiar with the community perception of the institution engaged and regularly assess it. Such assessment helps understand the profile of conflict, new triggers, potential violence or grievances, and scope of peacebuilding.</td>
<td>Understand how these actors perceive the institutions, their respective views on the project, personal interest and goals, intended capture of project benefits (e.g., forced donations, pressure for jobs for cadres, interference in contracting process).</td>
<td>Practice use of analytical tool by updating information on the context and actors in the matrix, thus following the culture of risk analysis in operations. Comply with transparent procedure which strengthens institutional image in the long run. Attach some staff incentive for maintaining such working culture (e.g., appreciation letter, public recognition).</td>
</tr>
</tbody>
</table>

Figure 1: Organisation for Economic Co-operation and Development’s Framework for Understanding Risk

Contextual risk:
Risks of state failure, return to conflict, development failure, humanitarian crisis. Factors over which external actors have limited control.

Programmatic risk:
Risk of failure to achieve programme aims and objectives. Risks of causing harm through intervention.

Institutional risk:
Risks to the aid provider: security, fiduciary failure, reputational loss, domestic political damage, etc.

<table>
<thead>
<tr>
<th>Managing Fragility</th>
<th>Understanding Context</th>
<th>Understanding Actors</th>
<th>Planning for Capacity Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Project Cycle. Manage effective communication through proper consultation with stakeholders, community, and beneficiaries.</td>
<td>Be aware that the regular interface between the project and the citizens help build a positive response and continued support in implementation. Hence, communicate as matters change in implementation.</td>
<td>Conduct individual or group meetings with such actors to make them aware of the project practices, policies, and provisions. Bear in mind these actors may not be familiar with all the project technicalities, hence make an attempt to inform them of the project benefits.</td>
<td>Continue to interact with actors, observe the context, validate the information, and document it for future use. Be prepared to address emerging issues that can affect project operations.</td>
</tr>
<tr>
<td>5. Project Cycle. Maintain neutrality with political agenda and political players.</td>
<td>Know the old and emerging political parties, their dynamics and collaborative attitudes.</td>
<td>While maintaining a neutral ground with the political parties, it is also important to bring them toward supportive actions.</td>
<td>Conduct dialogues or meetings and derive resolution techniques to deal with any external pressures that may damage institutional reputation due to partisan approach. Conduct social audits and public hearings which are good practices in dealing with external pressure or political capture.</td>
</tr>
<tr>
<td>6. Midterm Reviews and Assessment. Adopt a flexible approach to design so that emerging issues can be addressed.</td>
<td>Be cautious about emerging issues, communicate appropriately and enact change, and assess if flexibility results in tangible benefits and creates a space for replicating those benefits.</td>
<td>Actively listening to actors is important in maintaining flexibility. However, project leadership should also be able to convince such groups for selecting only the practical and prioritized changes.</td>
<td>Strike a balance between project criteria and procedures and emerging needs or changes. Negotiation skill is valuable as a staff qualification.</td>
</tr>
</tbody>
</table>

**FOR INFORMATION, CONTACT**
- Patrick Safran
  - Focal Point for Fragile and Conflicted-Affected Situations
  - Pacific Department
  - Asian Development Bank
  - Tel +63 2 632 5615
  - psafran@adb.org
- OR VISIT
  - www.adb.org/Pacific and www.adb.org/fragile-situations

---

Photo Credits: Nisha Pandey, International Alert and Sharada Jnawali, ADB