

NEPAL EARTHQUAKE HOUSING RECONSTRUCTION PROJECT

# ANNUAL REPORT

June 2018 - June 2019

MULTI-DONOR TRUST FUND



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HOUSING RECONSTRUCTION  
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# Abbreviations

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CAD	Canadian Dollar
CLPIU	Central Level-Program Implementation Unit
DFID	Department for International Development
DLPIU	District Level - Program Implementation Unit
DP	Development Partner
DPDS	Development Project Design & Services
EHDC	Earthquake Household Damages and Characteristics Survey
EHRP	Earthquake Housing Reconstruction Project
HRRP	Housing Recovery and Reconstruction Platform
GESI	Gender Equality and Social Inclusion
GFDRR	Global Facility for Disaster Reduction and Recovery
GMALI	Grant Management and Local Infrastructure
JICA	Japan International Cooperation Agency
MDTF	Multi-Donor Trust Fund
MIS	Management Information System
MOF	Ministry of Finance
MOFAGA	Ministry of Federal Affairs and General Administration
MOUD	Ministry of Urban Development
NGO	Non-Governmental Organization
NBC	National Building Code
NRA	National Reconstruction Authority
NPR	Nepali Rupees
PA	Participation Agreement
PO	Partner Organization
HRP	Housing Reconstruction Program
SDC	Swiss Agency for Development and Cooperation
STA	Socio-Technical Assistance
PFMSP	Public Financial Management Strengthening Project
UNOPS	United Nations Office for Project Services
USD	United States Dollar
USAID	United States Agency for International Development
UNDP	United Nations Development Program
VDC	Village Development Committee

# Foreword

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The multi-sector recovery and reconstruction process following the 2015 earthquake and aftershocks has been an unprecedented task for the Government of Nepal. Despite a series of challenges, Nepalis have demonstrated incredible strength and endurance throughout the past four years. The Government also showed commendable leadership in laying out the legal and institutional framework to undertake a large-scale reconstruction program by creating the National Reconstruction Authority (NRA). The NRA has played a pivotal role in bringing together the development partners and organizations on the ground to take the post-recovery process forward.

One of the key mandates of NRA is to design and implement the housing reconstruction program (HRP) that comprises homeowner-driven reconstruction of more than 750,000 houses to earthquake-resistant standards with continuous socio-technical facilitation. This is one of the largest post-disaster housing reconstruction programs with various challenges in implementation due to mountainous terrain, weak connectivity, lack of skilled construction workers and material supplies, and staffing issues at the implementing agencies. Despite these inherent challenges, the pace and progress of housing reconstruction thus far is commendable with 60 percent of reconstruction completed.

With the financial contributions from the governments of Canada, Switzerland, United

Kingdom and United States, the World Bank administered Multi Donor Trust Fund (MDTF) is providing crucial support to the housing reconstruction program.

The MDTF has helped the NRA establish a sound implementation framework for the HRP. A few key elements of this framework are: enrollment of eligible beneficiaries based on the housing damage survey; a management information system with a multi-tier grievance redressal system; mass awareness programs and trainings for masons and artisans, together with communication campaigns for safer construction practices and government approved design specifications; a house quality inspection regime to ensure earthquake-resistant construction at several construction stages with guidelines for corrective actions; and above all, an accountable housing grant disbursement system with digital recordkeeping and direct payment of housing subsidies into the beneficiaries' designated bank accounts.

The World Bank Group remains committed to this coalition of major development partners that is pooling resources to help the communities most affected by the earthquakes, and to help build a resilient Nepal.

**Faris Hadad-Zervos**  
Country Manager







# A Statement by the National Reconstruction Authority

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The National Reconstruction Authority (NRA) has completed the first three and a half years of its establishment. The post-earthquake reconstruction and recovery was a challenging task for the Government of Nepal because a lot of hurdles needed to be removed during the post-disaster recovery. Nepali people have demonstrated incredible strength and endurance over past four years and the coming year promises to be a year of building back with more resilience.

The policy, law and organizational structures adopted by NRA have begun to yield positive results. The progress we have made so far is satisfactory through implementing our action plan with the support from all levels of government, agencies and stakeholders. As of now, with the government grants and technical support, 83 percent of the earthquake-damaged houses are already rebuilt or being rebuilt, and people have taken ownership of this reconstruction campaign. We consider the progress made so far in the post-earthquake reconstruction and recovery has been an important achievement. Furthermore, we are expediting all functions related to reconstruction, including policy, law and structural works to fulfill the mandate of NRA by December 2020.

The NRA recognizes the importance of the continued technical and financial support provided by the development partners. Their cooperative approach has been crucial for the NRA to lay the complex groundwork for the housing reconstruction program and to undertake the implementation of this

ambitious program. I am particularly thankful for the technical and financial support received from the World Bank-managed Multi Donor Trust Fund (MDTF) for the Earthquake Housing Reconstruction Project (EHRP). This MDTF channels the technical and financial assistance from the Governments of Canada, Switzerland (Swiss Development Cooperation), United States (U.S. Agency for International Development) and United Kingdom (Department for International Development). The MDTF supported activities have helped bridge the resource gaps, in both financing and capacity, in the housing reconstruction program and provided continued support towards program implementation.

There are still huge challenges ahead of us - financial, technical and logistical. These include providing tailored assistance to the most vulnerable population - the landless, women-headed households, Dalits and Janajatis; enhancing socio-technical facilitation to the homeowners; and transferring knowledge and skills to local level.

Going forward, the NRA remains committed to further our collaboration with the development partners, with the shared goal of building a more resilient Nepal.

Thank you.

**Sushil Gyewali**

Chief Executive Officer

National Reconstruction Authority

Government of Nepal







# An Overview of the MDTF

The World Bank-supported Earthquake Housing Reconstruction Project (EHRP) with total financing assistance of USD500 million (USD200 million original financing; USD300 million additional financing) is one of the largest contributors to the Government of Nepal's Housing Reconstruction Program (HRP). This contribution is further scaled-up through the World Bank-administered MDTF (USD34.54 million) that plays a pivotal role in supporting the implementation of EHRP, as well as the HRP that aims at rebuilding earthquake-resistant core housing units for more than 675,000 eligible beneficiaries in 14 most-affected districts by the 2015 earthquakes. The HRP has adopted owner-driven housing reconstruction approach that is premised on the homeowners constructing earthquake resistant houses under continued socio-technical facilitation provided by the government and development partners. This approach aims at improving long-term resilience through a culture of safer and sustainable housing. Safer construction is ensured by providing the housing grants in three tranches where second and third tranches are contingent upon satisfactory compliance to construction guidelines approved by the NRA. The MDTF support has been crucial in bridging capacity gaps, scaling-up housing subsidies, and providing just-in-time technical assistance and advisory support to NRA on a range of topics.

## The MDTF's value-add

- Harmonization among the development partners by pooling financial and technical resources to support the Government's umbrella program.
- A coordination platform for the development partners leading to complementarity within their individual post-earthquake assistance.
- Reducing transaction costs by working through a single and scalable funding facility.
- Quick mobilization of experts and services reducing administrative burden on NRA.
- Enhanced transparency and accountability under World Bank procedures, whereby the World Bank undertakes the due diligence checks on financial management of the MDTF executed by the Government of Nepal on behalf of contributing partners.

## Key Contributions

- A comprehensive census of the earthquake-affected areas surveying over one million households to collect housing damage and socioeconomic information to determine program eligibility.
- A robust MIS and a multi-tier grievance redressal system in place that has registered more than 200,000 grievances with more than 98% cases reviewed.
- Qualified engineers deployed in the project districts to oversee and facilitate reconstruction.
- Mass awareness programs, trainings, and communication campaigns for safer construction practices and government-approved design specifications.
- House quality inspection regime in place to ensure earthquake-resistant construction at several construction stages and guidelines for corrective actions.
- Deploying Third-party Monitoring Agents for quality audit of reconstruction.
- A streamlined fund flow with digital record keeping and direct payment of housing subsidy into the beneficiaries' designated bank accounts.
- On-demand technical assistance and advisory support to implementing agencies.







# Progress Summary

The World Bank-administered Multi-Donor Trust Fund (MDTF) has helped channel the financial assistance from Nepal's main development partners for housing reconstruction. To date, it has secured USD 34.54 million in contributions from the Government of Canada, UK, Switzerland, and US. The MDTF financed foundational activities for the design and implementation of the GoN's Housing Reconstruction Program (HRP) in general with specific focus on the World Bank-supported EHRP that covers the reconstruction of 151,000 houses in most affected districts.

Among the range of activities supported by MDTF, USD 10 million recipient-executed grant is aimed to provide housing subsidies of 300,000 each to approximately 3,200 beneficiary households. The remaining funds are allocated to conduct damage assessment and beneficiary registration covering all affected districts, provide technical and

advisory support to NRA for program management and implementation support, deploy third-party monitoring agent for quality assurance, and strengthen communication and outreach to beneficiaries on safer housing reconstruction and related policy guidelines.

**Table 1: Financial Contributions**

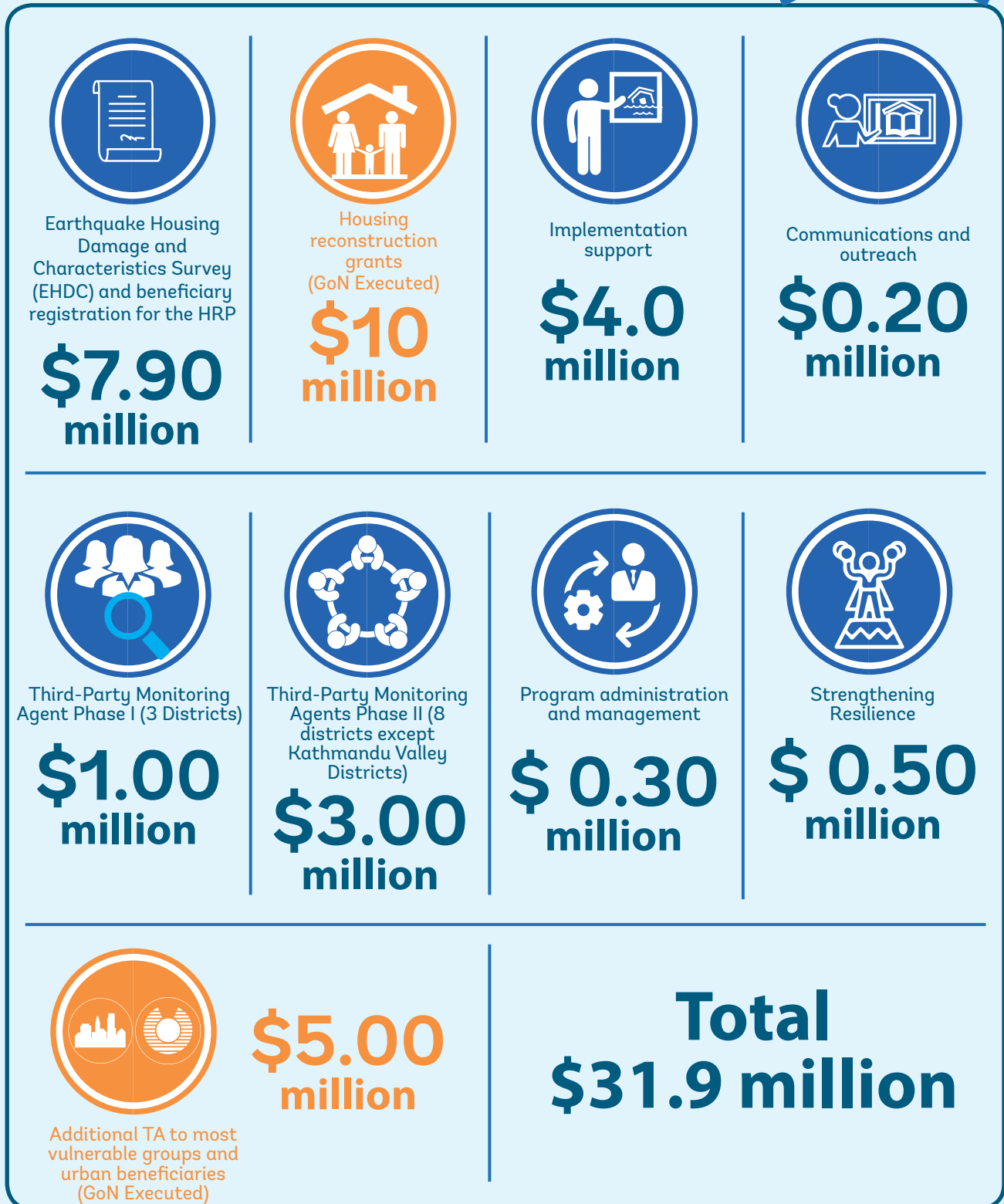
(as of June 2019; in millions)

MDTF Donor	Country currency	Funds Pledged		Funds Received	
		Amount in country currency	Amount in USD	Paid in Country Currency	Paid in USD
USAID	USD	9.60	\$9.60	9.60	\$9.60
SDC	CHF	7.00	\$7.29	7.00	\$7.24
Canada	CAD	14.70	\$11.61	14.70	\$11.59
DFID	GBP	4.80	\$6.04	4.80	\$6.05
<b>Total</b>			<b>\$34.54</b>		<b>\$34.54</b>

In addition to co-financing the World Bank's Earthquake Housing Reconstruction Project (EHRP), the MDTF supports the implementation of the entire housing reconstruction program led by the Government of Nepal.

The EHRP follows the four tenets of the Government's housing reconstruction program derived from international experience and best practices of other housing reconstruction programs: owner-driven construction, equity, safer construction, and transparency and accountability.

Table 2: Fund Allocation



**There are five stages to the housing reconstruction program:**

- The household-level damage survey
- Identification and validation of the beneficiaries
- Enrollment of the beneficiaries to the housing reconstruction program
- Housing grants in installments
- Completion of the reconstruction

**The first three have already been completed and the last two are underway.**

These stages are supported by five pillars:

- Technical assistance
- Communication and Outreach
- Management Information System (MIS)
- Grievance Redress System
- Monitoring and Evaluation

### **Additional TA support from MDTF as Recipient Executed Grant**

**GoN has requested an additional grant support of USD 5 million from the EHRP MDTF. The proposed additional grant will enable NRA to ensure that 'nobody is left behind' by undertaking some of the critical activities. This will include, but not limited to, support to the most vulnerable that are not covered by ongoing programs. The TA program will include the following activities:**

#### **1. Housing Reconstruction Support to Vulnerable including Persons with Disabilities.**

The proposed activity aims to provide focused support to most vulnerable groups, particularly Persons with Disabilities because the specific needs of this group have not yet been duly incorporated in the reconstruction efforts. This activity will also focus on households, especially women-headed, who have not started reconstruction or had to halt the process because of lack of adequate finances or logistical support. The support will include:

- (i) training of engineers, social mobilizers and masons through construction of demonstration houses for the most vulnerable beneficiaries, especially persons with disabilities with priority to disabled women;
- (ii) mobilization for collective action by peers; and
- (iii) testing new models of micro-contracting for turn-key solutions.

#### **2. Economic and Livelihood Recovery for the Most Vulnerable.**

The support through this activity will be targeted to the most vulnerable groups including persons with disabilities and extremely poor. The persons with disabilities face different challenges to establish and

operate small and medium enterprises, so different training methodologies will be developed keeping in view those challenges. The proposed activity aims to prepare and deliver trainings and capacity building activities for income enhancement and livelihood improvement.

#### **3. Technical Assistance (TA) for Housing Reconstruction in Kathmandu Valley Districts.**

The reconstruction in the valley districts has remained slow with less than 30% beneficiaries receiving all three tranches of housing grants as of mid-2019. The proposed activity will:

- (i) explore feasible options for supporting reconstruction in Kathmandu valley keeping in view the complexities of urban setting;
- (ii) prepare solutions to expedite urban reconstruction with associated financing needs such as reviewing housing finance market and recommending measures to improve the same as cost of reconstruction in the valley is higher, especially in cases where adjacent houses are to be protected; and
- (iii) develop recommendations for restoring or retaining cultural heritage dimension of the valley houses.





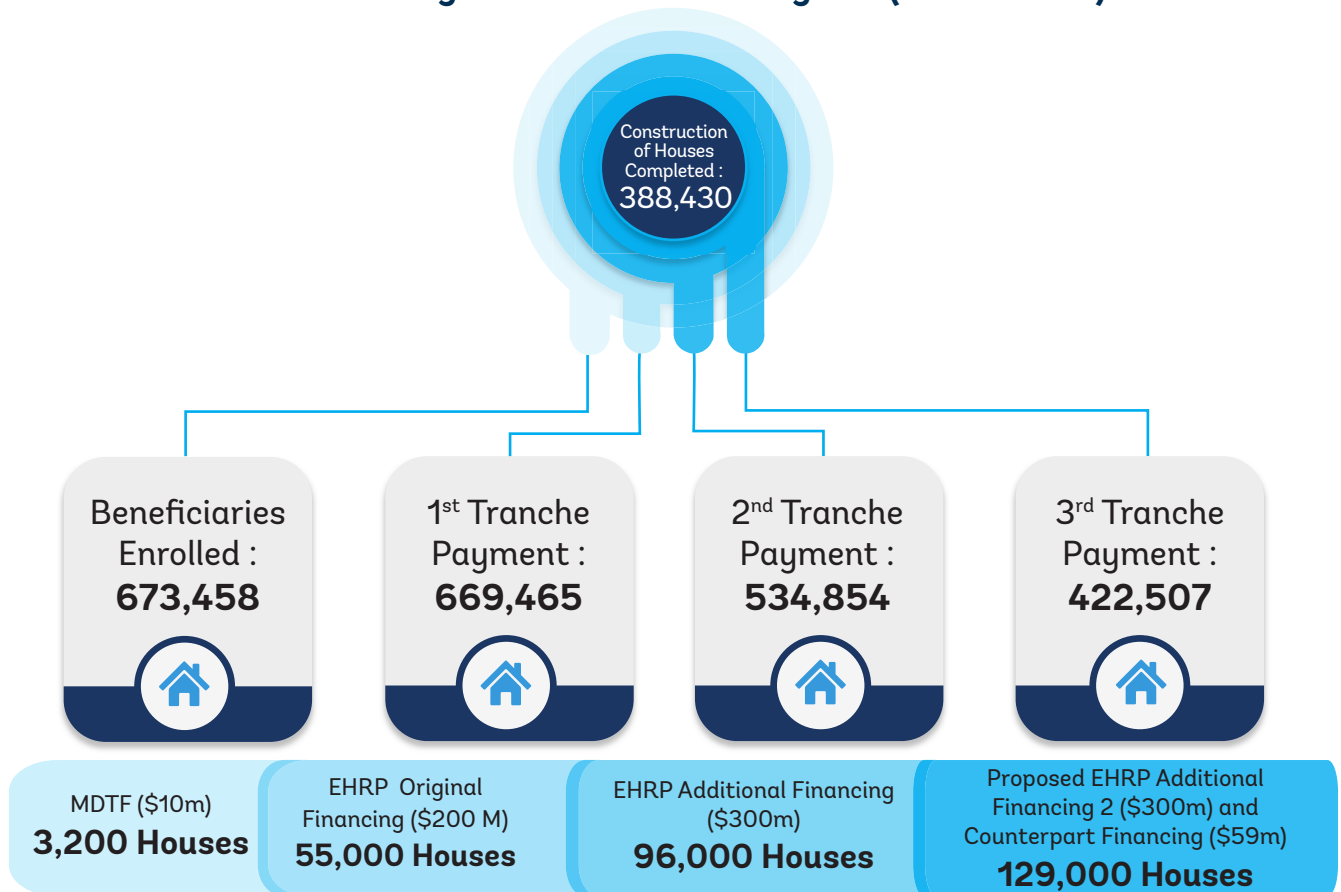


# Progress of the Housing Reconstruction Program

The implementation of the Government's umbrella HRP gained significant momentum this year. The program has enrolled 93 percent of the eligible beneficiaries out of which almost 99 percent have received the first tranche. The pace of roof-level construction activities accelerated during the fall 2018 construction season along with continued training of masons and engineers in earthquake safer construction.

As of June 2019, 542,732 beneficiaries' plinth level construction have been inspected for compliance and applications approved for the second tranche of NPR 150,000. Similarly, 542,732 beneficiaries' roof-level construction have been inspected and approved for third tranche of NPR 100,000. Overall, 388,430 beneficiaries have been reported for completed construction for which the NRA will conduct final output verification.

## GoN Housing Reconstruction Program (14 Districts)



<sup>1</sup> As per the EHRP agreement, the World Bank (USD 200 million) and MDTF financing (USD 10 million) would cover the reconstruction of 55,000 and 3,200 houses respectively in the three districts that are found fully compliant to safer reconstruction standards. The World Bank's additional financing of USD 300 million to the EHRP would cover additional 96,000 compliant houses in all 14 highly affected districts. Second additional financing (USD300 million) under processing aims to add 129,000 additional households with USD 59 million in counterpart financing by GoN.

# Progress Update

## Earthquake Housing Damage and Characteristics Survey (EHDC) and Beneficiary Registration

The Earthquake Housing Damage and Characteristics Survey (EHDC) and Beneficiary Registration was coordinated by the Government of Nepal's Central Bureau of Statistics (CBS) and the National Reconstruction Authority, with technical and logistical support from the United Nations Office of Project Services (UNOPS). This was a vital input to the entire reconstruction effort of the Government of Nepal. The survey, conducted in three phases documented the earthquake damage information of 996,582 households and identified 726,738 potential program beneficiaries from the 32 districts. The assessment classified a total of 1,052,930 houses into five categories, ranging from 'completely damaged' to 'negligible damage'. The process of registering the beneficiaries into the HRP was carried out using the EHDC information.

## Housing Grants

The MDTF allocated USD 10 million recipient-executed grant to co-finance the housing reconstruction component of the EHRP. This allocation will provide housing grants to 3,200 households for rebuilding their houses with multi-hazard resistant features in Dhading, Nuwakot and Dolakha. The World Bank and the Government of Nepal signed an agreement for this grant in September 2017 and the funds were transferred to the Government's Designated Account on March 2018. The grant will follow the same due diligence and output verification procedures in place for the EHRP and will reimburse the housing grants provided to 3,200 reconstructed houses completed and verified to be hazard-resistant. The output

verification documentation of the housing grants transferred from the designated account will be completed by December 2019 with a focus on prioritizing women beneficiaries.

## Technical Assistance and Implementation Support

The MDTF has allocated USD 4 million to provide expanded implementation support and technical assistance to the NRA and provide socio-technical facilitation to homeowners. This support is channeled through individual consultants and firms. The assistance provided so far includes 17 individual and two firm consultants in the fields of communications and outreach, website development and maintenance, Management Information System, Financial Management, procurement, project operations, inspection regime and structural/ earthquake engineering.

## Management Information System (MIS)

The Earthquake Housing Damage and Characteristics Survey (EHDC)<sup>2</sup> has been instrumental in setting up the NRA's Management Information System (MIS), a crucial system for monitoring the physical and financial progress of the project. The MIS hosts and manages information on various elements of the housing reconstruction program through the modules on survey, enrollment, payment, grievance, inspection, training, vulnerability and resettlement. The MIS helps the NRA leadership in informed decision making on the HRP and contributes to transparency and accountability among various stakeholders. A summary of the overall reconstruction progress update generated from the MIS is regularly published on the NRA website ([www.nra.gov.np](http://www.nra.gov.np)).

<sup>2</sup> The EHDC was largely funded by the MDTF grant with co-financing from the Global Facility for Disaster Reduction and Recovery (GFDRR)



Since July 2016 the system has seen many developments through close consultation and coordination with NRA, the MIS Firm and World Bank MIS team. With the constraint in MIS support staffing the project hired three consultants for the development, coordination and management of the MIS and other project related data. The team also

developed the inspection application and facilitated the deployment of the application at the field level to expedite the inspection digitization. The MIS also aims to have up-to-date digitized records of each Participation Agreement (PA) signed between a beneficiary and GoN, and house inspection forms. To date, 78.9 percent of all the PAs have been digitized and uploaded in the MIS.

**Table 3: Key statistics from the MIS (14 districts)**

No. of households surveyed	823,640
No. of eligible beneficiaries	725,930
No. of beneficiary households enrolled in HRP	673,458
No. of Participation Agreements (PA) digitized and uploaded	531,997
No. of inspection forms digitized and uploaded	988,620 1st inspection: 442,331 2nd inspection: 360,595 3rd inspection: 185,694
No. of bank transactions uploaded	720,742 1st installment: 584,317; 2nd installment: 419,266; 3rd installment: 301,517;
No. of beneficiary households for retrofitting	24,368
No. of beneficiary households identified for resettlement	2,518

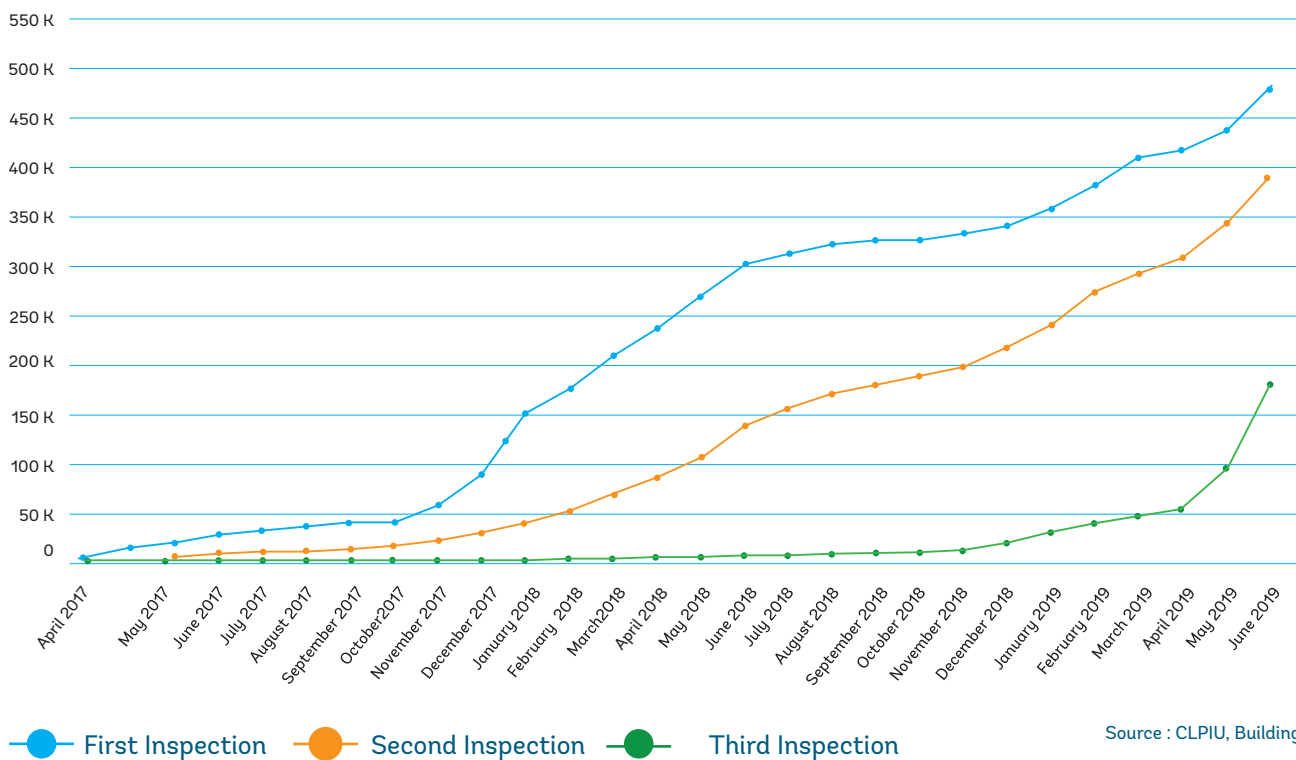




**NRA and Building CLPIU have picked up pace on inspection digitization. To date, 70.5 percent inspections have been digitized and uploaded in the MIS.**

SN	District	Inspections				
		I		II		III
		Paper	Digitized	Paper	Digitized	Digitized
1	Okhaldhunga	19,246	14,719	17,211	15,075	10,500
2	Sindhuli	28,142	21,777	19,119	15,183	5,813
3	Ramechhap	42,795	37,111	36,900	33,069	12,667
4	Dolakha	60,303	45,183	54,520	35,369	12,347
5	Sindhupalchowk	82,884	67,693	70,013	43,187	27,405
6	Kavrepalanchowk	53,409	43,137	37,344	38,226	19,552
7	Lalitpur	10,800	8,997	7,600	6,683	4,732
8	Bhaktapur	8,635	7,407	8,047	7,795	5,766
9	Kathmandu	17,647	13,516	13,632	11,617	6,592
10	Nuwakot	66,519	53,076	50,176	42,964	19,408
11	Rasuwa	11,154	9,804	10,163	8,509	5,765
12	Dhading	62,171	61,775	46,373	53,909	23,127
13	Makwanpur	21,468	16,560	15,915	13,162	9,998
14	Gorkha	57,649	41,576	48,050	35,847	22,022
	<b>Total</b>	<b>542,822</b>	<b>442,331</b>	<b>435,063</b>	<b>360,595</b>	<b>185,694</b>

### Inspection Digitization Progress, March 23, 2017- June 26, 2019



## Third-party Monitoring

An international third-party monitoring firm, Development Project Design & Services (DPDS), Bangladesh in joint venture with Devtec Nepal Private Limited, is on board since October 2017. The firm is conducting independent monitoring and evaluation of the inspection and financial progress in three districts i.e. Dhading, Dolakha and Nuwakot.

With the project's extension of housing grant support the World Bank will hire additional two national third party monitoring firms (Scott Wilson Nepal and Mukesh Associates) starting July 2019 for the additional eight districts (Sindhuli, Ramechhap, Okhaldhunga, Sindhupalchowk, Gorkha, Rasuwa, Makwanpur). The scope of work for all three firms includes monitoring the inspections carried out by Building CLPIU at various stages of construction, the firm also provides technical advice to field inspection teams as needed. For monitoring purpose, the firm is carrying out spot checks of around 5 percent of the houses being constructed under the EHRP and an additional one percent is expected for repeat/follow up visits.

The TPMA has established central office in Kathmandu and appropriate number of field offices at field level. The firm is obliged to coordinate with

concerned authorities, especially NRA as the apex agency as well as CLPIU Building and CLPIU GMALI for spot checks of houses at post-plinth, roof band and after completion inspected by DLPIU engineers. In addition, the firm also provides recommendations to mitigate negative impacts of non-compliant structures and summary statistics in reports.

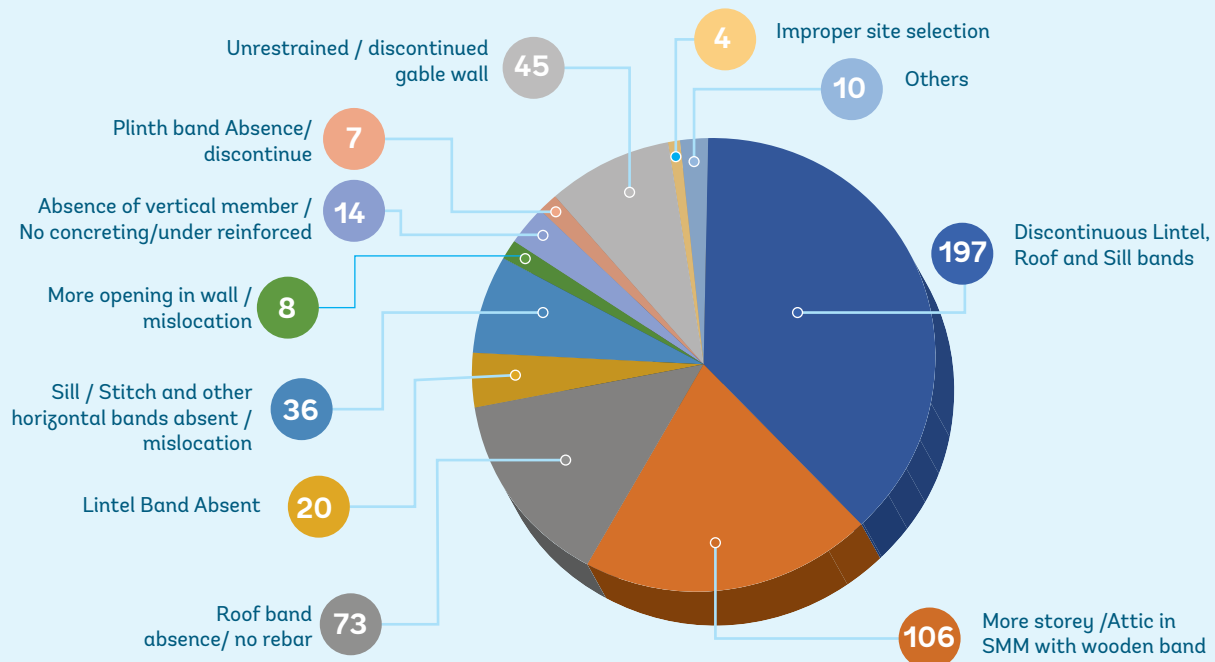
**Summary of findings:** The TPMA firm Devtec Nepal Private Limited carried out spot checks of 9,194 HH during May 2018-April 2019 covering total of 718 wards in Dolakha, Dhading and Nuwakot. These independent spot checks were conducted at various stages of construction, mainly at the Plinth level and Roof band level – which are associated with the release of second and third tranches of the housing subsidy. The spot checks found that around 5.66 percent (520 houses) houses are noncompliant to the housing reconstruction standards set by the NRA with major deviations from the minimum requirements. Most of the major deviations have been observed at the Roof band level with about 95% of these houses i) adding excess story and attic ii) absence or discontinuity of horizontal band iii) roof not connected properly with roof band.



Table 4: TPMA Summary (May 2018 – April 2019)

	No. of houses surveyed	Deviations	
		Major	Minor
Plinth Level	4,322	26 (0.60%)	85 (1.97%)
Roof Band Level	4,872	494 (10.14%)	79 (1.62%)
<b>Total</b>	<b>9,194</b>	<b>520 (5.66%)</b>	<b>164 (1.78%)</b>

### Types of Major Deviations (Number of Houses)





## Performance Against Indicators

The MDTF assistance plays a crucial role for World Bank-financed EHRP as well as for the GoN's umbrella HRP. While the direct housing subsidies and focused technical facilitation are directed at the 3,200 MDTF-funded and 151,000 WB-funded beneficiary households in 11 districts, the TA provided

to the NRA covers the overall HRP implementation. The performance of MDTF is presented in the table below. The MDTF Results Framework will be revised in consultation with the partners to better reflect the ongoing technical assistance and new activities planned under GoN-executed component.

Indicator	Target	Actual	Status
Number of resilient core houses reconstructed (\$10 million grant allocation)	3,200	3,200	918 beneficiaries documented.
Number of direct project beneficiaries	13,760 <sup>3</sup>	13,760	Met
Percent of female beneficiaries	50%	50%	Met
Percent of intended beneficiaries aware of project information and project investments	100%	100%	Met
Number of intended female beneficiaries aware of project information and project investments	6,880	6,880	Met
Percent of registered grievances related to delivery of project benefits addressed	90%	98% <sup>4</sup>	Exceeded



<sup>3</sup> This is the number of households in Dhading, Dolakha, and Nuwakot (3,200) that will be supported by the MDTF grant multiplied by 4.3 (average household size).

<sup>4</sup> The project GRM has received 208,478 grievances in 14 districts out of which 205,584 have been reviewed and addressed. The same percent ratio is estimated for the grievance redressal in three target districts. To be able to get reimbursed for the completed houses by the EHRP and MDTF RETF grant funds, the NRA is required to conduct output verification and submit a report satisfactory to the World Bank.







## Consultations with Stakeholders on Lessons Learned and Way Forward (July 23-27, 2018)

The World Bank organized “Consultations with Stakeholders on Lessons Learned and Way Forward on Housing Reconstruction Program” from July 23-27, 2018. The objective of the consultations was to understand the concerns and issues of the relevant stakeholders and their views on how to improve and expedite the reconstruction activities. These consultations were in preparation for Mid Term Review of Nepal Earthquake Housing Reconstruction Project (EHRP) held from July 30-August 1, 2018. The facilitated consultations were held with 31 local government officials, representatives from 28 banks and financial institutions, 25 field engineers and representatives from 21 civil society organizations (CSOs).

On the final day of the program the World Bank team held consultations with development partners and NRA where the team shared the main findings of the consultations program and held group discussion on lessons learned on four areas: technical assistance, inspection, support to vulnerable people and reconstruction management. Lastly, the groups each made a presentation on priority issues, recommendations and required policy interventions the Housing Reconstruction program needs.

Following is a summary of major issues and recommendations discussed during the consultations:

### Local Government:

- Local bodies unclear of the role and responsibility in the reconstruction process. They would like to be given an opportunity in the implementation of reconstruction to ensure efficiency, accountability and transparency.
- Technicians are not cooperating and coordinating with the Local Governments (LG). Few areas the attendance of technicians is being approved/signed-off by LGs (wards level).

- GoN policy is not facilitating in terms of availability of construction materials at reasonable cost.
- The houses built by I/NGOs (whose programs are already phased-out) are not livable and non-compliant- Who will monitor the reconstruction of I/NGOs? Who is going to certify the compliance of those houses?

### Recommendations from Civil Society Organizations

- The tranche disbursement deadlines should be dropped or extended - at least for next two building seasons in rural areas and the next four in urban areas.
- Scale up the coverage of socio-technical assistance, under a collective approach with common standards.
- Provide targeted support for vulnerable households and consider seasonal support or support for temporary shelter improvement.
- NRA needs to adopt flexible approach in case of vulnerability criteria- NRA's approach of using one vulnerability criteria may result in exclusion of some vulnerable people.
- The coordination among the technical staff deployed by NRA, LGs and CSOs should be significantly improved.
- Regularly monitor technical assistance activities .

### Beneficiaries:

- Beneficiaries were left out even after the re-verification/resurvey procedure was completed.
- Lack of timely information dissemination to beneficiaries as well as concerned stakeholder.
- 80 percent beneficiaries are under huge loan-most of them from informal sources at interest rates as high as 36%, creating a huge debt burden.
- Guthi-land beneficiaries are facing difficulty in getting 2nd tranche.







### Field Engineers:

- DLPIU engineers/technicians need continuous and ongoing training/orientation (e.g. correction manuals, retrofitting, roofing, etc.) – especially as staff retention is a challenge.
- The job insecurity among engineers has affected their performance.
- Retrofitting provisions need to be revisited and more intensive training for technical teams are needed.
- Regular refresher trainings on prevalent guidelines are needed to avoid different interpretation by technicians.
- Align the National Building Code with NRA's Minimum Required Standards.
- Retrofitting provisions need to be revisited and more intensive training needs to be provided to the technical team.

### Banking and Financial Institutions

- Banks tend to delay the grant funds release citing different documentation requirement.
- Banks are facing difficulty in case of multiple

nominations for one beneficiary- there's no uniform authentication mechanism .

- People are taking loans at the interest rate as high as 36%- beneficiary might have to sell the reconstructed house very soon to repay the loan.

NRA and Development Partners agreed on the following activities that will assist in addressing the technical, vulnerable groups, and resource management issues:

- NRA to prepare “technical and procedural guidelines” to improve safety of single-room houses.
- NRA to coordinate with DPs/NGOs for supporting most vulnerable groups.
- Improve coordination among NRA, Local Governments, and partner organizations.
- Analyze and identify activities for Livelihood and Entrepreneurship Support Program.
- Periodic review of policy and guidelines of NRA.









## Hope is where a Home is

53-year old Sunmaya Tamang from Rabiopi village of Kavrepalanchok district in central Nepal stands at the entrance of her newly-built house.

“The 2015 earthquake took away everything I had,” she says, “But I now have a better house. That is an improvement!”

Sunmaya gathered courage to begin laying the foundation of her house after she received the first tranche of NRs 50,000 provided by the National Reconstruction Authority (NRA) to earthquake survivors.

On April 25, 2015, Sunmaya was at home, when the 7.8 magnitude earthquake struck Nepal. “It was a miracle that my family survived,” she recalls, “Now we are all going to move into this house.”

She feels that her new house is built to protect. “Earlier, I had a mud-and-stone house. Now I have used bricks and cement, and the engineer and masons have assured me that it is earthquake-resistant.” She has received all three tranches – a total of NRs. 300,000 – provided by the government to earthquake-affected households.

A lane away in the same village, Kalpana Koirala gazes proudly at her two-storied house. “We lost everything in the 2015 earthquake, including our clothes and utensils,” she says.

Kalpana’s family of four lived in a temporary shelter for a while. “If anyone had told us that we would be living in a concrete house in a few years, I would never have believed them,” she says.

Soon after, they received assistance from the government. “We were informed about the subsidy provided by the government to earthquake survivors and were the first family in our entire village to sign the participation agreement to enroll into the Government’s reconstruction program,” she says proudly, “That amount gave us a lot of courage and hope, a sense of security that someone was looking after us.”

The Koirala family built their house as per safe building standards and have received all three tranches. “This house that you see now, it’s not merely a residence, it is constructed out of our renewed hopes and dreams,” Kalpana ends the conversation with a smile.

On April 19, 2019, World Bank Group Executive Director, South East Asia Group, Kulaya Tantitemit and Alternative Executive Director Mastura Karim visited Kavrepalanchok district to interact with earthquake survivors like Sunmaya and Kalpana.

“It is amazing to witness the resilience and strength of the Nepali people,” said Executive Director Tantitemit, expressing her admiration at the villages that have been rebuilt after the 2015 earthquake, “It was an eye-opening experience to talk to local communities affected by the earthquake, and understand the challenges being faced by them.”

Both applaud the partnering of World Bank with the Government of Nepal together with other development partners in reviving and ensuring a better life for the communities.

## Single Room House Assessment

Before the EHRP Mid-term Review (MTR) of consultations, it was reported that some of the single-room construction appeared uninhabitable and had been driven by intent other than financial and physical constraints and need. The TPMA's monthly reports indicated the prevalence of single room houses being reconstructed. This concern was also raised by MDTF partners citing very small size of the houses. Additionally, field engineers during consultation also raised this issue and expressed the ambiguity in terms of what should be the minimum parameters defining the habitability.

The findings of Pre-MTR consultations were presented in a meeting at NRA chaired by the CEO, where in NRA agreed to specify the parameters for "habitability of single room houses" to facilitate the decision making in terms of compliance.

However, specific data on the number and range of sizes of these single room houses did not exist and the inspection forms also did not have any provision to record number or sizes of rooms being built. NRA required such kind of data set and analysis to implement a minimum size policy. Therefore, the extent of the issue was not clear among the concerned stakeholders and various hypothesis existed on why some beneficiaries constructed single roomed houses. It was agreed that World Bank will carry-out an assessment of Single Room Houses that will assist NRA in making informed decision.

World Bank hired a firm to conduct survey of 558 households in Nuwakot, Rasuwa, Dolakha, Kavrepalanchowk and Sindhupalchowk districts to understand the extent of the issue and driving factors behind the decision to build Single Room House.

### Key assessment objectives were to:

1. Estimate the proportion and probable number of SRH in the district;
2. Document ranges of sizes of SRH, typology and compliance;
3. Classify owners of single room houses in groups such as single women, elderly and small family amongst others;
4. Identify reasons behind the construction of SRH;
5. Assess whether the SRH constructed by the people are habitable.

### The major findings of this assessment are as follows:

- Almost 40 percent of the surveyed households considered SRH to be sufficient for their dwelling needs, 36 percent expressed financial constraints, and 21 percent indicated space availability as a reason for constructing SRH.
- Around 15 percent of the houses found to be built adjacent to an already constructed house which are mostly repaired/damaged, and households continue to utilize the structure as their home.
- Many of the SRH found to be used for non-residential purpose such as cattle shed, poultry farming, storage of grains and renting purpose.
- The highest number of single roomed houses were built of stone masonry with mud mortar, followed by brick mortar cement and cement blocks with cement mortar.
- The single room houses constructed varied in size from 3.40M to 4.60M in length and 2.4M to 4.15M in width (external measurement) for the typology of Brick in Cement Mortar and Blocks in Cement Mortar and height not more than 2.5M and with attic.
- Similarly, typology of Stone in Cement Mortar are built from 2.6M to 9.2M in length and 2.4M to 4.55M in width (external measurement) and height not more than 2.5M and with attic.
- About 134 houses were found to be incomplete due to the following reasons: lack of finance, lack of construction materials and labor shortage.
- Remoteness to some extent has contributed towards the building of the SRH like in Bridhim VDC of Rasuwa. However, there is no confirmation as such that higher altitude contributed to the higher number of SRHs.



**Table 5 : Ethnic Composition in the Survey Area by District**

District	Ethnicity						Total
	Tamang	Bahun	Chettri	Newah	Dalits	Gurung	
Nuwakot	109	63	30	3	25	0	230
Rasuwa	93	18	1	0	10	0	122
Dolakha	1	10	13	0	0	0	24
Kavrepalanchowk	22	3	0	2	1	0	28
Sindhupalchowk	69	18	18	19	3	6	133
	<b>294</b>	<b>112</b>	<b>62</b>	<b>24</b>	<b>39</b>	<b>6</b>	<b>537</b>
	<b>54.75%</b>	<b>20.86%</b>	<b>11.55%</b>	<b>4.47%</b>	<b>7.26%</b>	<b>1.12%</b>	

**Table 6:**

SN	Reason for Building SRH	No. of House	% of Houses
1	House size sufficient for the household	221	39.6%
2	Lack financial capacity	201	36.0%
3	Have another house to live in	19	3.4%
4	Space constraint	117	21.0%
	<b>Total Household Surveyed</b>	<b>558</b>	<b>100%</b>

## Recommendations:

- In view of the wide variation of number of SRH being built, introduce uniform policy for construction of single room houses.
- Ensure timely completion of SRH (many are at the plinth level).
- The inspection engineers need to be trained in low-strength masonry building construction and refresher trainings are required.
- The SRH assessment also recommended to provide targeted support to most vulnerable groups.

## NRA Decision on SRH

The findings of the assessment were presented to NRA in November 2018. The consulting firm had several follow up meetings with the NRA and World Bank team continuously monitored the progress on SRH in monthly reviews.

Consequently, NRA's Executive Committee reached the following decisions on SRH based on the recommendations provided by Building CLPIU:

- Households who are going to construct a new single room house need to have minimum floor area of 120 sq. ft. and include an earthquake resistant kitchen/pantry, toilet and veranda.
- Under construction single room houses are required to add an earthquake resilient kitchen/pantry, toilet and veranda.
- Households who built Single Room Houses prior to this decision will be motivated by local government officials to make a separate earthquake resilient kitchen room, toilet and veranda.

# Curriculum Development for Socio-Technical Assistance Teams

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One of the major constraints identified during mid-term review (MTR) of EHRP for effective implementation was lack of adequate socio-technical assistance (STA), which was also highlighted in all the consultations including that with beneficiaries, local government, civil society organizations and field engineers. The findings of MTR were presented in a meeting at NRA chaired by the CEO and a way forward was agreed. Subsequently, NRA decided to recruit senior engineers, social mobilizers and mobile masons and deploy them at the disposal of Local Government to provide socio-technical assistance to beneficiaries, who still have not been able to start reconstruction or are stagnated at different stages of reconstruction due to various reasons.

As a large share of the beneficiaries have already reconstructed their houses, remaining beneficiaries including vulnerable groups require further attention and tailored support. Reconstruction experience in Nepal has shown that social mobilization is key to accelerate reconstruction as providing additional monetary support only will not be enough, particularly for vulnerable households. Targeted support through community mobilization, increased availability of trained masons and engineers will help to gain momentum in reconstruction. Whereas primary role of senior engineer will be signing-off the inspection carried-out by field engineers, they will

also be responsible for leading provision of STA. Government has declared additional grant of NPR 50,000 to all the vulnerable beneficiaries identified by NRA. The planned recruitment of socio-technical team as well as its implementation will be carried out by CLPIU Building where it will need support in developing social mobilization curriculum for the STA team. To capitalize on the experiences of partner organizations (PO), who already have garnered experience in delivering the STA, the MDTF financing facilitated a sharing of experiences event with POs on April 18, 2019. The objective was to share best practices and lessons learnt which can be incorporated into the social mobilization curriculum for STA. The sharing event was coordinated by Housing Reconstruction and Recovery Platform (HRRP) upon request from CLPIU Building. The sharing event was interactive and yielded desired results, whereby three volunteer groups were formed comprising different POs and CLPIU Building team to develop the social-mobilization curriculum for Engineers, Social Mobilizers and Mobile Masons. WB facilitated several rounds of discussions with these working groups, who have already submitted draft curriculum. The draft curricula are under review and will be ready by the time NRA completes the recruitment process. Whilst STA will be funded through WB's EHRP, the supporting activities to develop the curriculum is funded through MDTF resources.



## Exposure Visit to Pakistan

Upon request from the Chief Executive Officer of NRA, Mr. Sushil Gyewali, the World Bank through MDTF, facilitated a trip to Pakistan for 12 Nepali Government delegation led by Mr. Gyewali from February 4-8, 2019. The Government delegation included representatives from Ministry of Finance, National Planning Commission and Department of Archeology in addition to NRA and Central Level Project Implementation Units. The objective of the exposure visit was to learn from Pakistan's experience particularly in Disaster Risk Management and reconstruction in post-earthquake and post-flood context.

The Government delegation visited: (i) National Disaster Management Authority (NDMA) to learn from their experience of taking over Earthquake Reconstruction and Rehabilitation Authority (ERRA) and their interventions with regards to disaster risk management; (ii) National Disaster Risk Management Fund (NDRMF) and learn about their programs on disaster risk financing; (iii) Provincial Disaster Management Authority of the Punjab Province, to observe (a) online real-time damage assessment system; and (b) Digital Satellite News Gathering (DSNG) Van System to transmit real-time data from affected areas; (iv) Shake-table Facility at

University of Engineering and Technology, Peshawar; (v) Pakistan Agriculture and Research Council to observe their agricultural facilities and projects; and (vi) Pakistan Poverty Alleviation Fund to learn from their post-earthquake reconstruction project. The team also visited some of the prominent archaeological sites including Takshila, referred to as Taxila in Pakistan.

“In order to make reconstruction work sustainable, we should hand over the work to Disaster Management Authority. We can learn from Pakistan's experience that we need to establish Disaster Management Fund in time.” – Sushil Gyewali, CEO, NRA

At UET, the delegation received in-depth briefing on Nepal's seismically safe school structures being tested on the shake table facility and overall operation and main tenance of shake table that may potentially be commissioned in Nepal.

The exposure visit gave an opportunity for both Nepal delegation as well as entities of Government of Pakistan to exchange experiences and knowledge on post-disaster reconstruction and learn from each other.









## Economic Recovery Assessment:

Given NRA's mandate for Socio-economic recovery in earthquake affected districts, upon request from NRA, WB through MDTF resources, commissioned an assessment of post-earthquake economic recovery.

The scope of the study was to assess:

(i) opportunities and potential for livelihoods, enterprise and employment development in construction and allied sectors in general as well with special reference to EHRP; (ii) impediments

to entrepreneurship development and job creation in selected earthquake affected areas; and (iii) institutional framework that could support Livelihoods and enterprise and employment development, particularly for the marginalized and vulnerable with special focus on the role NRA should, or could, play as a lead recovery and reconstruction agency.

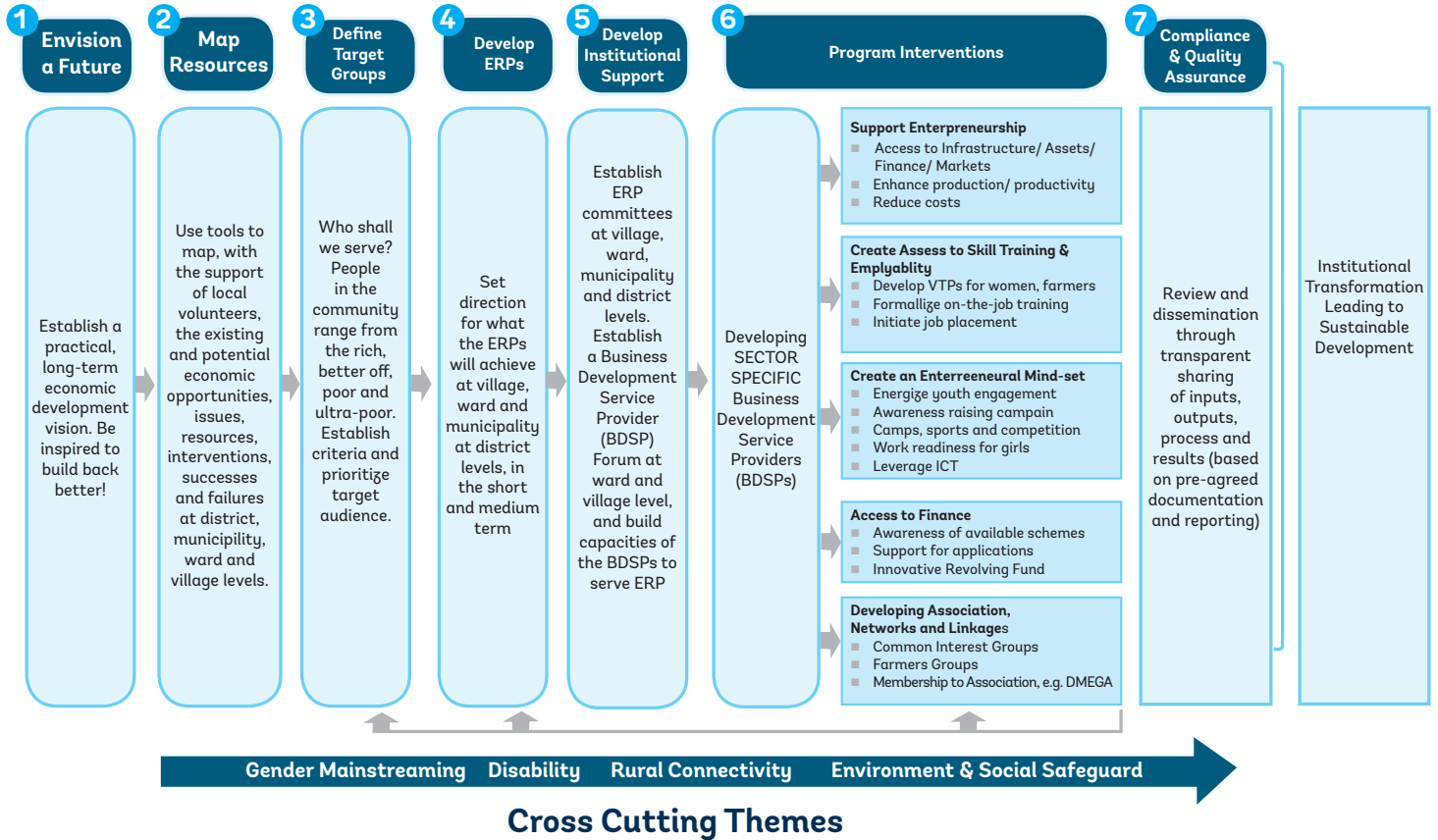
### Major Findings:

1. Reconstruction has spurred economic activities around construction and allied sectors and skills development activities such as masonry, carpentry, plumbing etc. However, there is still demand-supply gap in construction material and trained artisans due to the proliferation of reconstruction of affected infrastructure as well as new constructions.
2. Although, NRA so far has not implemented standalone livelihood and economic recovery program, significant amount of funds has been channeled through relevant line ministries such as industry, agriculture, livestock development and irrigation. In addition, number of civil society organizations, relevant government ministries and departments, local governments, private sector and cooperatives are promoting entrepreneurship development and livelihood recovery programs related to agriculture, livestock and off farm skill development activities.
3. There is limited entrepreneurial thinking amongst community members, who focus on production rather than on value addition and marketing. Similarly, farmers continue to focus on traditional agricultural practices and subsistence farming because of small landholding.
4. However, the engagement of POs is sporadic not universal so there are beneficiaries who still have not received any support for livelihood recovery including most vulnerable.

### Recommendations:

1. NRA should take focused approach and target earthquake affected beneficiaries, who have not yet been supported for their livelihood recovery. For this NRA should conduct rapid assessment to map the beneficiaries for establishing the targets and identify: (i) vulnerable and destitute, who might require livelihood recovery support including social protection; and (ii) entrepreneurial poor, who might require enterprise training and access to finance, technology and market.
2. Study also highlights emerging role of local government in livelihood and entrepreneurship development programs, whilst NRA plays a coordinating role through its Economic Recovery Program Unit (ERPU).
3. ERPU unit should be established to coordinate activities around Economic Recovery. NRA should strengthen the ERPU with appropriate TA support, i.e. expertise in programming for livelihood and enterprise development for the poorest of the poor, poor, the entrepreneurial poor, collaborating with line departments, local government and Non-Governmental Organizations /Community Based Organizations and the private sector.
4. Mainstream Recovery Agenda into regular development activities including that of Local Government. NRA should coordinate with Local Government to contextualize the criteria for targeting of beneficiaries. Study also recommends strengthening of coordination mechanism at central, provincial as well as local level and proposes a capacity development program for local level representatives on short, medium and long-term economic recovery programs for their constituency- which is depicted in detail in figure below.

## National Reconstruction Authority's Components of the Module for Capacity Building on Developing District Economic Recovery Program (ERP)





# Challenges and Way Forward

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**Slow progress on expanding Socio-Technical Assistance (STA):** Providing hands-on socio-technical facilitation is at the core of a homeowner driven housing reconstruction program, especially for Nepal's housing reconstruction program. Despite significant efforts on STA by development partners and I/NGOs, there still remains an acute need to expand the STA to homeowners with special focus on the most vulnerable groups. Earlier agreement under EHRP to deploy multi-disciplinary housing reconstruction teams for providing STA did not materialize. In December 2018, NRA agreed to hire Senior Engineers, Social Mobilizers and Mobile Masons and deploy them at the disposal of local government level to expedite the reconstruction process. However, the recruitment and mobilization of these teams has been severely delayed and it should be executed urgently.

**Financing Gap:** The NRA has assessed a financing gap of USD689 million in the Housing Reconstruction Program and has sought additional financing from World Bank. In response, the World Bank is processing a second additional financing of USD300 million.

**Livelihood and Economic Recovery:** An important strategy of sustainable reconstruction involves regeneration of people's livelihoods. While NRA has concentrated a large share of its resources on the reconstruction of houses, schools and public buildings, restoring livelihoods also needs to be prioritized. Identification and meaningful integration of private sector and business communities could have been helpful in the reconstruction program of Nepal. These stakeholders could have supported scaling-up investments and ideas into the process. With reconstruction at an advanced stage, it's still not too late for NRA to implement livelihood and economic recovery agenda into regular development activities including that of Local Governments.

**Transfer of Reconstruction Records to Local Governments and Capacity Building:** In view of the NRA Act's sunset clause provision for December 24, 2020, it is imperative that the NRA records are transferred to newly established Local Governments with a documentation management system as well as capacity for implementing DRM activities. In this regard, NRA and Local Governments have signed an 11-point agreement that includes a condition to hand over the statistics, records and documents on private housing reconstruction from NRA to respective Municipality/Rural Municipality. In doing the hand over, the NRA will provide necessary technology, human resources and equipment to the Municipality/Rural Municipality. In view of the importance of this transfer, it was added under the EHRP's Component 2 during a Project restructuring where NRA will transfer the reconstruction records, physical and digital, along with database systems to LGs. The restructuring also included the provision for tailored orientation and training programs on i) multi-hazard resistant construction; ii) Nepal Building Codes and iii) NRA's procedural requirements involving local elected representatives and officials in 14 most affected districts. NRA has developed a roadmap for transferring the records and systems with relevant trainings and orientation to concerned local level authorities. However, the activities under the roadmap need to be expedited.

**Slow-pace in urban housing reconstruction:** The progress of housing reconstruction in districts inside the Kathmandu Valley has remained slow compared to other districts. This can be attributed to high population concentration in the Kathmandu Valley, higher land price, Right of Way (ROW), higher cost of design and construction, and time-taking approval process. Strategies that address specific needs for urban areas are required to be formulated and implemented.









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