



CARE Nepal

## CASE STUDY

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### Scaling of the Farmer ID by the Government of Nepal

# The Catalytic Impact of Scaling of CARE's Farmer ID in Nepal

## A Case Study

### Introduction

CARE defines catalytic impact (CI) as the “sustainable impact through the independent adoption or ownership of solutions by governments, donors, the private sector, or civil society that originated with CARE and/or its partners”. This concept is presented in the context of the CARE 2030 Vision<sup>1</sup> that focuses on lasting impact at scale delivered across six impact areas that drive progress towards ending poverty.

This report presents a case study applying a proposed method to the farmer id card approach developed by CARE Nepal with the National Farmers Group Federation (NFGF) as part of the SAMARTHYA project. CARE Nepal and NFGF partnered with the Government of Nepal to support the government's UNFSS commitments by hosting dialogues. One of the government's commitments (based on dialogue outcomes) is to over the next three years (up to 2025) “categorize farmers, producers, issuance of farmers ID and provision of categorized services and incentives.” The government did not set a municipal government target associated with this outcome and the 60 municipalities target by 2025 was set by CARE and NFGF.

This is the second of two case studies. This case study considers the farmer identification card (FID) component that was successfully piloted in Belaka Municipality in south-eastern Nepal. The FID was adopted and scaled up by seven local governments in 2021<sup>2</sup> and is projected to be adopted by 60 municipalities (local governments) by 2025<sup>3</sup>.

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<sup>2</sup> SCALING OF THE FARMER ID BY THE GOVERNMENT OF NEPAL

# The Farmer ID Card

In Nepal since 1990, landless people have had the right to farm the land on which they reside, but this land has remained unregistered and cannot be used for any economic purposes. Policies on land, agriculture and food security in Nepal are not sufficiently supportive of the needs of landless people and marginalized farmers, and the government lacks the knowledge and capacity to work with these groups. The farmer ID intervention relates to the introduction of new formal local agricultural policies by municipalities including farmer ID cards (targeting landless marginalized women and small holder farmers and agricultural labourers).

Farmer ID cards are issued following digital mapping and construction of a farmer database. The mapping process classifies farmers into four categories (A to D) with subsidies concentrated on the poorest. The system it replaces failed to identify marginalized and landless farming laborers and subsidized richer land-owning farmers.

Results from a 2022 evaluation of the SAMARTHYA' Project experience with Belaka Municipality<sup>4</sup> suggest that scaling farmer ID cards by local governments will lead to:

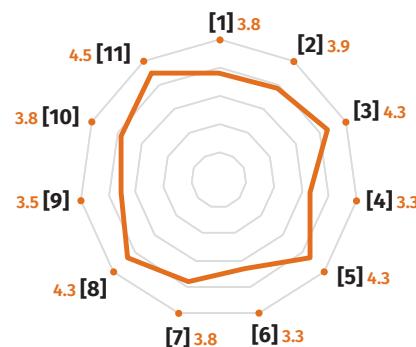
- **Improved access of the target community to public services, facilities, agricultural inputs and technology, resources, and opportunities to bring change to their standards of living.** Based on their categories the ID card holders (farmers) are now eligible to demand specific government services as mentioned in the ID cards. Belaka has started aligning its subsidy and social security provisions with the farmer database created as part of this model. The marginalised farmers (category D - red card) become eligible to receive 100% of agricultural subsidies, the small farmers (category C - white card) receive 75%, the medium farmers (category B - yellow card) receive 50% and the big farmers (category A - blue card) receive 25% of subsidies to be provided by the local governments to farmers.
- **Improved rapport of farmers with government stakeholders and gradual recognition by the latter of the farmers' contributions results in enhanced self-respect and social status.**

- **Farmers participate in local level decision making forum and influence local government policies and programmes and budget allocation procedure targeted to land management and farmers' wellbeing.**

CARE Nepal has developed a scaling model for municipalities to adopt farmer ID cards – see Figure 2 below – and has systematically considered scaling pathways, partners and constraints. The National Farmers' Groups Federation (NFGF) has shared and discussed this model with boundary partners<sup>5</sup>, and this has led to the formal scoring of scaling against the 11 scaling ingredients developed by the CIMMYT PPP Lab<sup>6</sup>. This discussion resulted in the scoring on a 1 – 5 scale shown in Figure 1 below. The model scored 3.9 with a score greater than 3 being the recommended threshold for scalability.

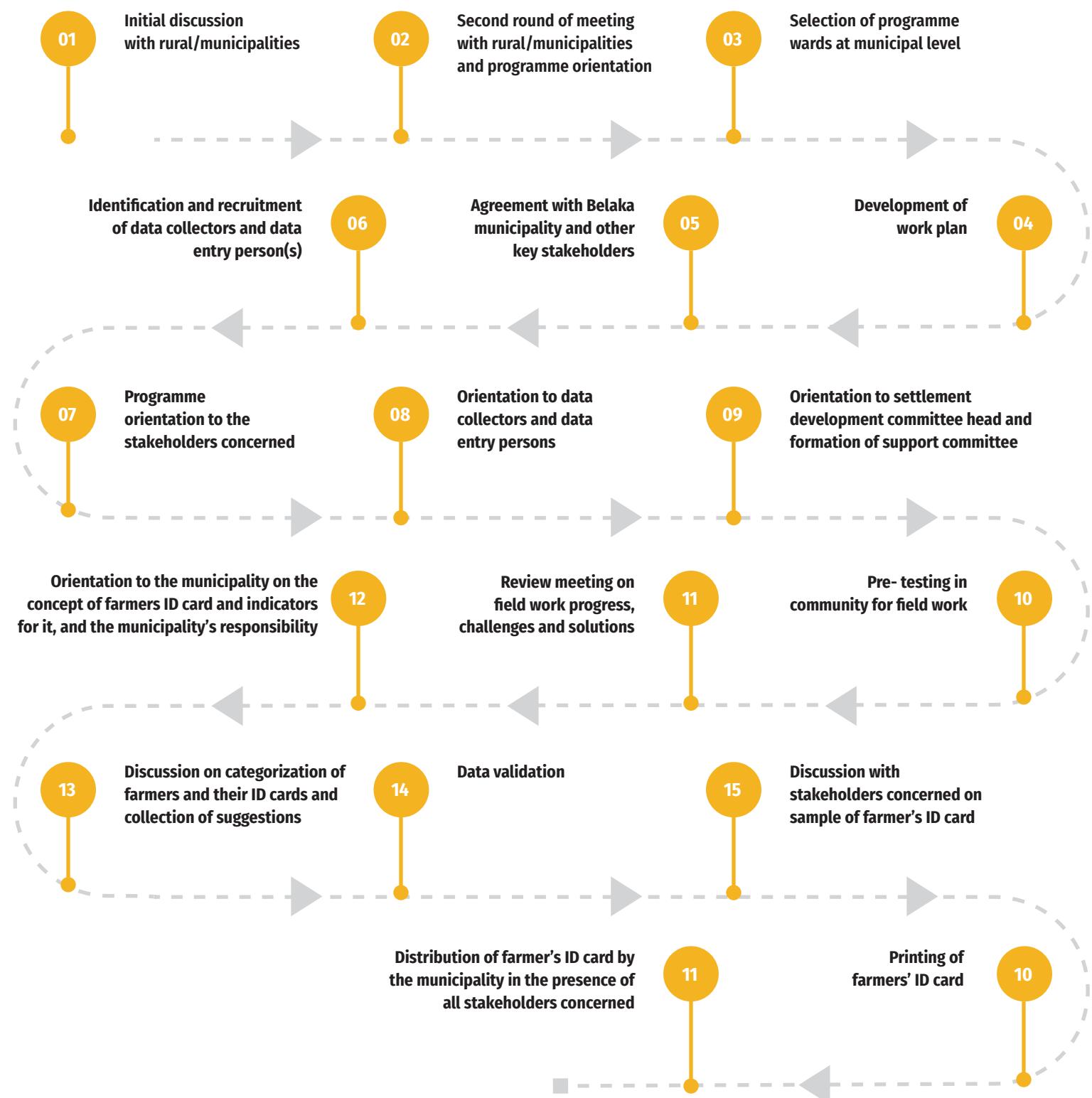
**FIGURE 1 - FARMER ID CARD SCALING ASSESSMENT**

## AVERAGE SCORING 3.9



- [1] Technology and practice
- [2] Awareness and demand
- [3] Business cases
- [4] Value chain
- [5] Finance
- [6] Knowledge and skill
- [7] Collaboration
- [8] Evidence and learning
- [9] Leadership and management
- [10] Public sector governance
- [11] GESI consideration

**FIGURE 2 - CARE NEPAL FARMER ID CARD SCALING MODEL**



Farmer ID card scaling is considered as catalytic impact because local governments in Nepal are taking the approach piloted by the CARE SAMARTHYA project and introducing new policies to implement farmer ID cards in new, non-project municipalities.

# Farmer ID card scaling and projected catalytic impact

## A summary of projected catalytic impact

CARE's contribution to FID will have a significant positive effect on an increasing proportion of marginalized and landless households in Nepal with access to agricultural services and subsidies and training. We can expect the **catalytic impact of FID to reach 1.4 million people in 300,000 households in Nepal by 2025 with a high degree of certainty**. This reflects uptake by municipalities with a significant number of landless and marginalized farmers targeted for FID.

Based on experience to date, we can expect that **54% of farmers reached will be women**. Across all households reached, **15% in 2022**, falling to **13% in 2025**, will **access key services for the marginalized** (incentives/subsidies, insurance, minimum support price and access to finance). This depth of impact has a **fairly high certainty**. This percentage falls with projected scaling as municipalities with the highest proportion of marginalized farmers are reached first. A smaller proportion, approximately **4.4% of FID households**, will benefit from technical advisory or training services in agriculture and non-agricultural services. This proportion is expected to drop in 2022 as new local governments introduce FID cards but then returns to 4.4% by 2025.

For the targeted, marginalized households (15% of all those with FID cards in 2022), evidence to date suggests that **average annual household incomes increase by approximately 19%**. Projecting this out to 2025 suggests a 19% increase in annual

incomes for the 185,000 people affected (13% of 1.4 million). Again, this depth of impact has a **fairly high certainty**. That is to say, the increase in income for households reached is 19% relative to before they received FID cards and the number of households reached increases year on year.

### Overview of methods used

The starting point for any CI projection is to set out the impact pathways that make the link between what CARE did and the impacts we want to measure, including providing clear definitions of those impacts and their alignment to our organizational measurement framework/impact indicators. Where possible, an existing theory of change should be used as this sets out the steps needed to get to projected impact and associated assumptions. This is particularly helpful in assessing the probability of achieving impact projections (discussed further below).

In this case study, we draw on the formal scaling work done by CARE Nepal and have worked with CARE Nepal staff supported by CARE USA researchers to pull together evidence from the initial piloting of farmer ID cards in Belaka 2018/19 and subsequent scaling in seven municipalities in 2021/22 to inform their projected scaling in 60 municipalities by 2025.

Turning now to how this evidence is used to project CI, the model of projected CI used here has three key components<sup>7</sup>:



In this case study these terms are defined as follows.

**Breadth**  
numbers of targeted  
**farmers and**  
**households reached**

**Depth**  
the difference made to each targeted  
individual using relevant CARE  
indicators for **access to services**

**Certainty**  
the estimated probability of achieving  
projections on breadth and depth

The sources of data, assumptions, and methods of projecting values for each of these components play a critical role in estimating values of catalytic impact. For this reason, these are set out transparently below.

# Projected Breadth – Individuals Reached

CARE Nepal's evaluation of the farmer ID card uptake and scaling projection (described above) was undertaken in 2021 and extends to 2025 as shown in Table 1 and Figure 3 below. Column 1 of Table 1 shows increases of approximately 70,000 households in years 1 and 280,000 in year 3 and 60,000 in

year 4. **Experience of implementation since 2018 and the detailed work with the National Farmers' Groups Federation and scaling partners on which municipalities are likely to adopt farmer ID cards as well as context-specific uptake rates provides a rigorous basis for this projection.**

TABLE 1 - FARMER ID CARD PROJECTED UPTAKE

Year	#ID farming households <sup>1</sup>	#Individuals in farming HH <sup>2</sup>	% of male farmers <sup>3</sup>	% women farmers	Number of Municipalities <sup>4</sup>
2021	25,000	117,500	46%	54%	4
2022	92,000	432,400	46%	54%	11
2023	160,000	752,000	46%	54%	25
2024	241,000	1,132,700	46%	54%	42
2025	302,000	1,419,400	46%	54%	60

Sources:

1 5-year growth projection from implementation of the Samarthya Project, Nepal, assumed constant thereafter

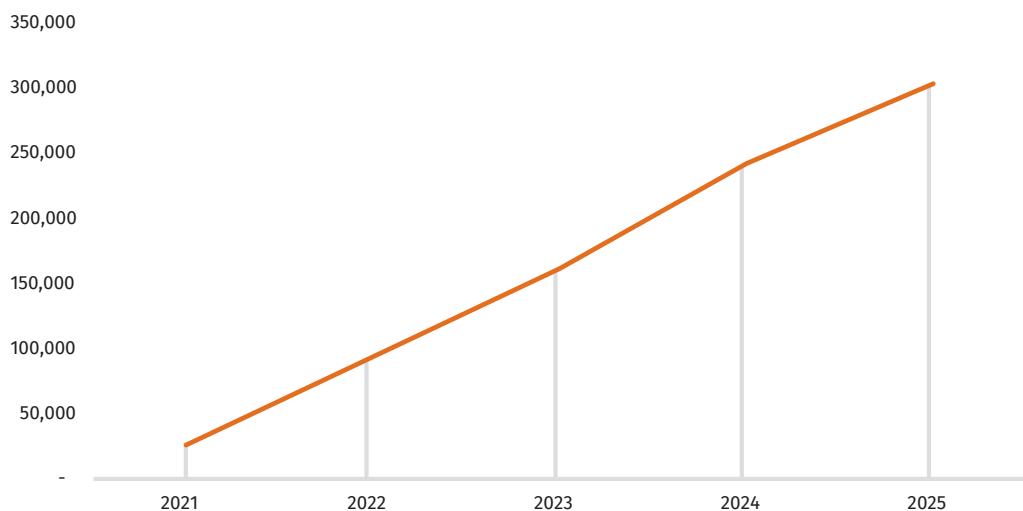
2 .7 = Rural household size from most recent available data -

[https://nepalindata.com/media/resources/items/20/bAnnual-Household-Survey-2016\\_17.pdf](https://nepalindata.com/media/resources/items/20/bAnnual-Household-Survey-2016_17.pdf)

3 Actual data, Samarthya project

4 5-year growth projection from implementation of the Samarthya Project, Nepal, assumed constant thereafter - uptake capped at 13% of 460 GaunPalik (Rural Municipalities)

FIGURE 3 - PROJECTED # OF FARMER ID HOUSEHOLDS



## Projected depth – access to services indicators

The indicators we use to estimate the depth dimension of impact need to meet three conditions:

1. Indicators should capture **how much changes**, or the intensity of change, for those reached (as distinct from just being reached by the program)
2. The type of change must be **relevant to CARE** (drawn from or closely related to the CARE 30 global core indicators that often provide ordinal measures of change).
3. **Evidence must be available** to support the projection.

In this case study, available evidence on the depth of change resulting from farmer ID cards is limited to two indicators below – with the % being a measure of the extent of change for the targeted group.

1. Number (#) and % of farming households with **access to distributive support and services in agriculture sector** (incentives/subsidies, insurance, minimum support price, access to finance)
2. # and % of farming households **benefitting from technical advisory or training services in agriculture and non-agricultural services**

Projections for these indicators have been provided by CARE Nepal based on past experience and evaluation evidence from the Samarthya project. The number of farming households (and hence individuals targeted) are shown in Table 1 and the depth indicators are the % change for this group shown in Table 2 below. As for the reach indicator, experience of implementation since 2018 and the detailed work with the NFGF and scaling partners on which municipalities are likely to adopt farmer ID cards as well as context-specific uptake rates provides a rigorous basis for this projection. This percentage of farming households with access to the full package of subsidies falls with projected scaling, as municipalities with the highest proportion of marginalized farmers are reached first.

The relatively low proportion of farming households that gain access to the full package of support reflects the proportion of marginalized and landless farmers in the total number of farmers reached. However, the introduction of farmer ID cards for this group is transformative. For this group an FID case study shown in Box 1 - gives a sense that additional types of change secured.

TABLE 2 – INITIAL DEPTH INDICATORS

Year	% of farming households with <b>access to distributive support and services for agriculture (incentives/subsidies, insurance, minimum support price, access to finance)</b>	% of farming households <b>benefitting from technical advisory or training services in agricultural and non-agricultural services</b>
2021	20%	4.4%
2022	15%	1.6%
2023	15%	3.4%
2024	15%	4.4%
2025	13%	4.5%

Source: CARE Nepal

#### **BOX 1 - A DESCRIPTION OF FARMER ID BENEFITS**

The poorest category of famers among the FID holders have received 100% subsidy from the government on production inputs. Holding FID means a lot to landless and small holder. “*We are feeling secured livelihoods for long run as we are given FID which provide us evident to claim our right we are entitled to. This is the happiest moment in my life*” our interviewee thankfully shared her happiness. In addition to categorization of HHs based on asset holding, return from assets use and proximity to hazards, it creates validated vital information in the local government system that is instrumental to policy and plan formulation processes.

“The benefit of FID doesn’t limit to accessing livelihood source by poor families further it has inclusive, meaning women involving in farming get identity of famer once having FID. About 80% women in agriculture in Nepal but they are not recognized as farmer because they formally do not hold land ownership certificate.”

Source: Instituting categorization-based Farmer ID card: an effective tool for establishing economic, gender and climate justice, CARE Nepal, 2022 p1

In this context, readers of this case study are very likely to ask “*what happens to the well-being of farmers and their households that benefit from improved access to distributive support and agricultural services?*”.

Unfortunately, **the Samarthya evaluation was not designed for this purpose and** cannot provide this information. It is worth unpacking this constraint as **future CI work will require CARE to modestly adapt project evaluation**. The question we consider is what would the Samarthya evaluation have looked like if it was to produce well-being evidence for CI? This has two components: i) The focus of the evaluation (e.g., evaluation questions) and ii) methods used.

Considering the first issue, the Samarthya evaluation did not consider the farmer ID card (FID) intervention separate from other interventions such as climate resilient leasehold farming, agro-met advisory services and community-based land management. There is certainly value in considering the system-wide, combined impact of all CARE-supported interventions and adding the assessment of specific key scalable components (including FID) would facilitate CI at very low additional cost. This would involve asking the

same interviewees to consider the effects of each major component of the intervention or to consider joint impacts and then asking about the relative contribution of each component. Both these approaches imply longer interviews or focus group discussions, but these costs are small relative to overall fieldwork costs.

The methods used for the Samarthya evaluation involved key informant interviews, focus group discussions and a survey of 105 households (206 farmers). This generated the evidence on the impact on people’s lives as shown in Box 2.

The results presented in Box 2 do not allow us to estimate quantitative impacts. However, **this reflects how the methods were used, rather than a fundamental gap in the methods themselves**. This is discussed further in Section 4 below. Fortunately, the CARE Nepal team have also very recently used these methods to estimate the annual increase in income as shown in Table 3 below. **The weighted average increase in FID household income is calculated as 84% across the 312 FID households** using the results from six examples in Table 3.

## BOX 2 - SAMARTHYA EVALUATION FINDINGS ON IMPACT

### (iii) Impact on people's lives (due to systems change)

The SAMARTHYA project systems-change had a significant impact on people's lives, including the following:

- **Empowerment and leadership skills:** Increased life skills and leadership skills among landless and smallholder farmers to claim their rights. Increased participation in the municipal decisions which affect their lives. Dignity through land certificates and the FID.
- **Technical skills:** Greater understanding and skills on climate agricultural models and farming practices among target group, increasing their production and reducing crop loss
- **Access to resources:** Greater access to direct resources from local government to support climate smart farming production, including subsidies (benefiting 1069 households)
- **Gender equality and women's empowerment:** Women now play a greater role in decision-making structures, and benefit from more inclusive social movements. Women show leadership in model development and scaling. Significant changes at household level in gender relations, with women having greater mobility, financial decision-making, improved reproductive autonomy, and reductions in violence against women.
- **Livelihoods and economic development:** Target group generates income through selling their extra production in local markets. They are transitioning from subsistence farming to semi-commercial activities. Women recognized as farmers and entrepreneurs due to their new land entitlement and FID, with greater access to trade opportunities and local markets, reinforcing the changes in their empowerment.
- **Food and nutrition security:** Landless people, marginalized farmers and women increase their food intake. Strengthened climate resilience among these groups supports responses to climatic shocks and stresses.
- **Health outcomes:** Significant improvement in health of women and children due to consumption of diversified food and reduced incidents of low birth weight of a newborn children.

**82% of farmers interviewed during the OH said that the individual and community level impacts they experienced due to changes in systems were highly satisfactory and 18% said these were satisfactory. No one interviewed said SAMARTHYA did not have an impact on individual lives (n=206)**

Source: Evaluating System-level change and impact: Findings from the evaluation of the [SAMARTHYA](#) project in Nepal p8

**TABLE 3 - ESTIMATED IMPACT ON FID HOUSEHOLD INCOME**

Name of Municipalities / Rural Municipalities	FID Distributed HHS Receiving Support from Local Government	Type of Support Provided to the Farmers Having Categorization Based FID	% increase in annual income	Year of Receiving Support
Belaka Municipality Udhayapur District	17	Rent of Leased Land	26%	2019, 2020, 2021
Belaka Municipality Udhayapur District	36	Nutrition Garden Support	18%	2021
Katari Municipality Udhayapur District	23	Nutrition Garden Support	26%	2022
Sakhuwanankarkatti Rural Municipality Siraha District	41	Rent of Leased Land	18%	2020 and 2021
Krishnapur Municipality Kanchanpur District and Godavari Municipality Kailali District	70	Seed support	18%	2022
Siddhicharan Municipality Okhaldhunga District	125	Seed support	18%	2022
<b>Total</b>	<b>312</b>		<b>19%</b>	

Source: CARE Nepal

The 19% weighted average increase is based on findings from roll out of local government FID. **For this reason, we take the annual average 19% increase as an additional depth indicator value as the program scales 2022 - 2025.** This is shown in Table 4 below<sup>8</sup>.

**TABLE 4 - % INCREASE IN HOUSEHOLD INCOME PROJECTED FOR FID HOUSEHOLDS**

Year	% estimated increase in household income
2021	-
2022	19%
2023	19%
2024	19%
2025	19%

Source: CARE Nepal, weighted average from 312 observations

# Certainty

The third pillar of CI is the certainty we have that the results of a CARE program will be replicated as it is scaled by partners.

How this process is turned into certainty projections for CI depends on the detail and quality of the available evidence. CARE has undertaken a detailed scaling assessment for FID but this is not the case for projected income. Hence, we use broad categories of certainty as shown in Figure 2 below.

FIGURE 4 - CERTAINTY AS BROAD CATEGORIES

Breadth	Certainty level	Depth	Certainty level
	High > 75%		High > 75%
	> 50% Fairly high <=75%		> 50% Fairly high <=75%
	> 25% Fairly low <= 50%		> 25% Fairly low <= 50%
	Low <25%		Low <25%

CARE Nepal has systematically considered how the FID intervention will be scaled by government municipalities. The analysis summarized in Figure 1 and Figure 2 in section 2.2 draws on CARE Nepal's experience in piloting and initial scaling the FID intervention under the Samarthya project. Consequently, there is a high degree of certainty that scaling will occur. There are a number of risks that could lead to slower progress in scaling – the scaling assessment captured in Figure 1 identifies local government capacity (knowledge and skill) as a relatively weak area for example. However, discussions with CARE Nepal suggest that these risks have been considered when making the projections of breadth (reach) and these form part of the detailed scaling assessment summarized in Figure 1

As risks have been internalised in the breadth projections, these are estimated with a high degree of certainty.

In principle, there is uncertainty associated with the projections of breadth (reach) and each of the depth indicators. For example, climate shocks are likely to limit the ability of landless farmers to take up subsidized farming inputs on leased land. Richer farmers are generally less vulnerable to climate shocks, and this *may* lead to a relative decline in landless households relying on farming leased

land. If this occurred, the relevant depth indicator – “the % of targeted farming households with access to support services” – would fall. For this reason, the depth indicators in Table 2 are projected as having a fairly high certainty (rather than a high certainty).

The certainty factor is also relevant for the estimated impact on FID household income. The two main sources of uncertainty are 1) whether local government capacity and systems will be sufficient to deliver the increased access to subsidies and services that drive new income sources for marginalized farmers and 2) whether unexpected input price or climate shocks will reduce agricultural incomes.

As data for Table 3 was made available as this report was being drafted, it has not been possible to discuss the appropriate certainty factor with CARE Nepal. However, it seems reasonable to argue that the 2021 data is based on what has already happened and so has high certainty whereas the projections for 2022-2025 are based on plans made by the NFGF and municipalities. These plans are likely to be implemented but given macroeconomic uncertainty, we attribute a “fairly high” certainty to projected income (see Table 5 below).

**TABLE 5 – BREADTH AND DEPTH INDICATORS AND CERTAINTY ASSUMPTIONS**

Breadth	# farming households	# people in farming households	Certainty adjustment
Year			
2021	25,000	117,500	High
2022	92,000	432,400	High
2023	160,000	752,000	High
2024	241,000	1,132,700	High
2025	302,000	1,419,400	High

Depth	% of farming households with access to distributive support and services in agriculture sector	% of farming households benefitting from technical advisory or training services	Access to services - certainty adjustment	% increase in household income	% increase in income - certainty adjustment
2021	20%	4.4%	High		
2022	15%	1.6%	Fairly High	19%	Fairly High
2023	15%	3.4%	Fairly High	19%	Fairly High
2024	15%	4.4%	Fairly High	19%	Fairly High
2025	13%	4.5%	Fairly High	19%	Fairly High

### Overall projected catalytic impact of FID

CARE's contribution to FID will have a significant positive effect on increasing the proportion of marginalized and landless households in Nepal with access to agricultural services and subsidies and training—which in turn will increase household incomes. Based on the estimates presented above, we can expect the **catalytic impact of FID** to reach more than **1.4 million people** in more than **300,000 households** in Nepal **by 2025** with a high level of certainty (Figure 8 and Figure 6 below).

Approximately **15%** of of FID households reached in 2022 will **access key services** for the marginalized (Figure 7). These services include incentives/subsidies, insurance, minimum support price and access to finance). This proportion falls to **13% by 2025**. These depth impacts have a **fairly high** level of certainty. This percentage falls with projected scaling as municipalities with the highest proportion of

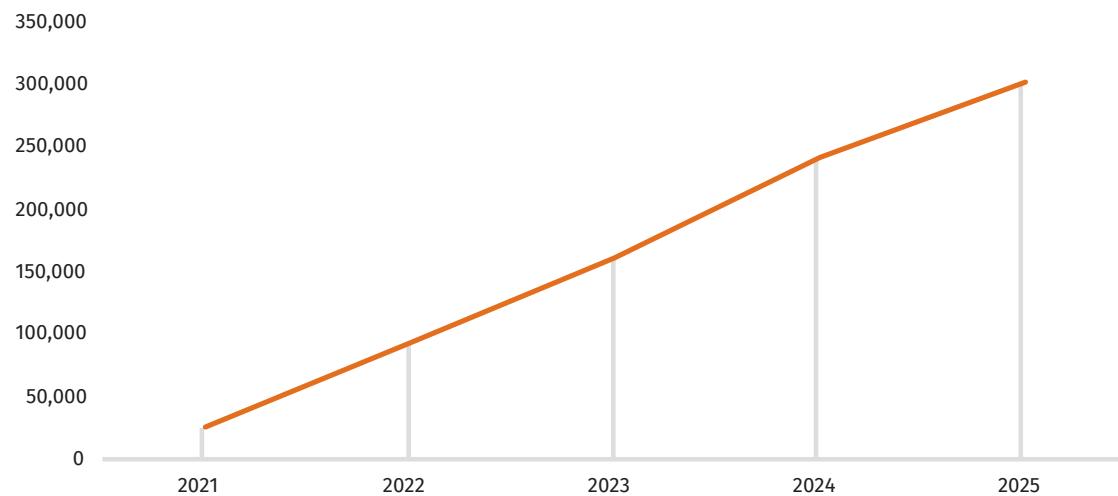
marginalized farmers are reached first. A smaller proportion, approximately **4.4%** of FID households, will **access to technical advisory or training services** in agriculture and non-agricultural services. This proportion is expected to drop in 2022 as new local governments introduce FID cards but then returns to 4.4% by 2025. These increases are projected to have a **high certainty**.

Among the targeted, marginalized households (15% of all those with FID cards) evidence to date suggests that **average household incomes increase by approximately 19%** year over year. Projecting this out to 2025 suggests a 19% impact on incomes (relative to pre-intervention) for the 185,000 people affected (**13% of 1.4 million**) - see Figure 8. Again, this depth impact has a **fairly high** level of certainty. The increase in income for each household reached stays at 19%, but the number of households reached increases year on year.

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**FIGURE 5 – FARMER ID CARD REACH – FARMING HOUSEHOLDS**

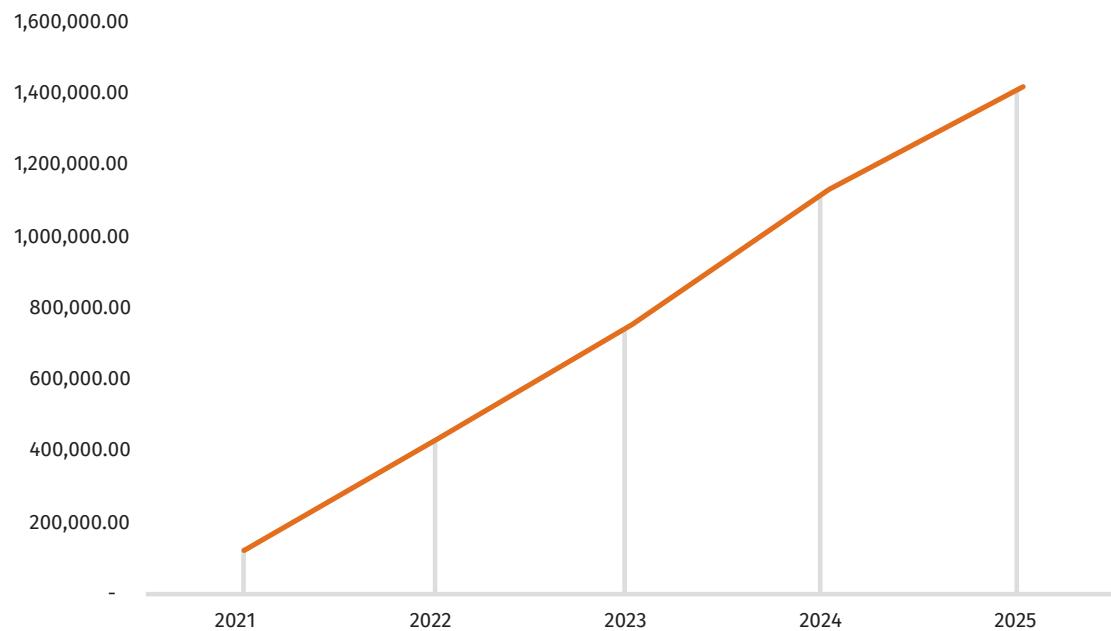
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**FIGURE 6 – FARMER ID CARD REACH – INDIVIDUALS IN FARMING HOUSEHOLDS**

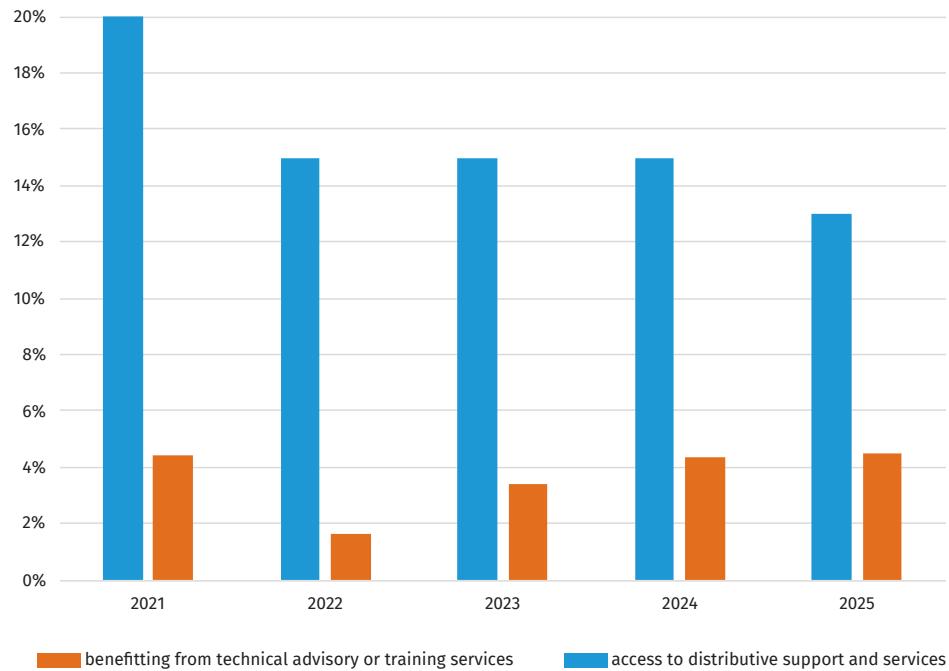
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**FIGURE 7 – PROPORTION OF FARMER HOUSEHOLDS SUPPORTED**

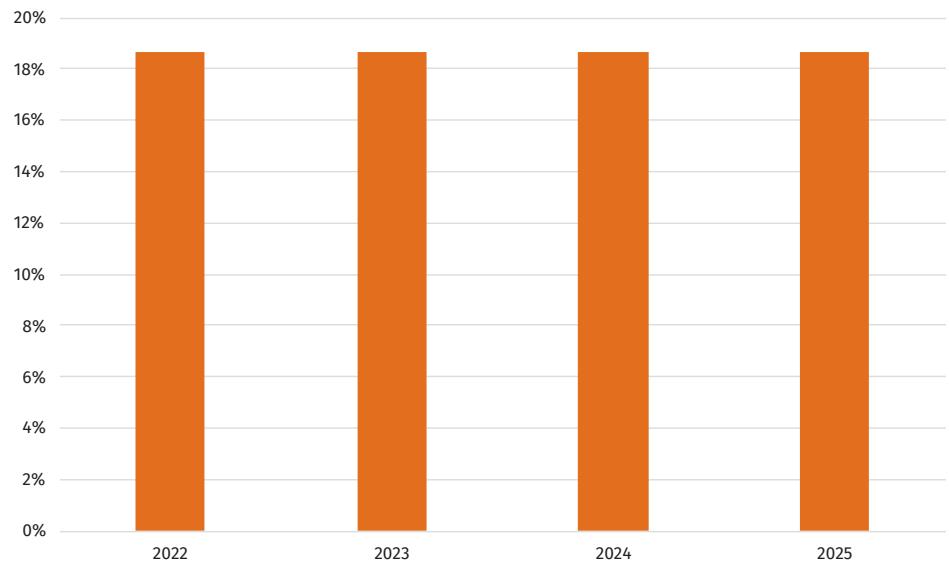
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**FIGURE 8 – % INCREASE IN HOUSEHOLD INCOME FOR FID HOUSEHOLDS ADJUSTED FOR CERTAINTY**

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# Lessons, conclusions, and recommendations

This case study has shown how uptake of CARE Nepal's FID process by 60 local governments is expected to generate catalytic impact. The projected CI is significant and there is good evidence that CARE's contribution will improve access to services for the most marginalized households. This is associated with a substantial increase in household income for this group. There is also likely to be an improvement in food security and resilience, but evaluation data has not been collected in these areas.

The method used for projecting CI is conceptually straightforward, building on an approach used by the Global Innovation Fund and by the CGIAR to estimate ex-ante project impact.



The biggest challenge to applying this model relates to the availability of evidence to estimate the breadth and depth dimensions. The best approach is to leverage existing data—as that makes estimates reliable and robust. In this way, the CI approach depends on using evidence that has already been collected (secondary data).

For this case study, data were available to estimate the breadth dimension. Specifically, **CARE Nepal developed a detailed reach scaling model based on 11 required “ingredients” for scaling identified by the CIMMYT PPP Lab.** This scaling model considers the major factors that have generally been found to constrain scaling (ranging from finance to knowledge to collaboration). This was discussed with partners who are involved in the scaling and **is as an example of good practice for determining the breadth component of CI.**

However, the innovative aspect of CI mainly relates to the “depth” domain – adding a measure of the extent of change for those reached, not simply the number of people reached. Unfortunately, data on depth was limited for this case study. Specifically, the indicators used to estimate the depth dimension of impact must meet three conditions:

1. They need to capture **how much changes** – the intensity of change - for those reached (as distinct from just being reached by the program). Practitioners often limit definition and thus measurement of impact to numbers reached (breadth), and thus, data to represent the extent of change for a population reached are not generated.
2. The type of change must be **relevant to CARE**. To do this, indicators have been drawn from the CARE 30 global core indicators – many of which provide the measures of change we need. In this case, the project did not collect data on any relevant core indicators. Encouraging and incentivizing CARE projects to report on these indicators will directly support the ability of CARE to project CI in future.
3. **Evidence must be available** to support the projection. This has been a major constraint in this case study. Evidence from changes arising from past implementation is a good starting point for projecting future impacts. The difficulty has been in finding evidence that is likely to be accurate (using rigorous methods) - meeting the evaluation objective of “internal validity” and relevant as FID scales (the evaluation objective of “external validity”). CARE can improve the availability of data that supports CI by specifying evaluation questions and methods that generate suitable data.

In this case study we followed the following steps to identify and access data:

1. **Discussions with CARE staff who had experience of the FID work – both with the CARE USA MEL team and staff at CARE Nepal to provide context and identify potential sources of evidence.** Identifying the relevant CARE Nepal staff and **securing engagement to support CI with multiple meetings, provide data and answer follow-up questions when they are already fully committed to field and project work is a non-trivial and time-consuming exercise for all concerned.** These discussions identified the Samarthya evaluation as useful source material.

- 2. Review of the Samarthya evaluation** suggested that this evaluation had been done for a specific purpose and would not meet the exact needs of CI. Specifically, it used methods that could have produced indicative estimates for CI (focus groups, KIIs and small-scale household surveys) but did not consider FID separately from the broader package of Samarthya project interventions and did not produce quantitative data on outcomes. A key finding is that **evidence generation for CI needs to be built into project and program evaluation. The marginal cost of building capacity and producing CI-relevant evidence is low. However, this work must be planned in advance.**
- 3. CARE Nepal produced the evidence on depth indicators from secondary evidence they had collected for other purposes.** The evidence on access to services is robust but closer to the intermediate outcome rather than outcome level that is ideal for CI. For this reason, it will be important to track the development of evidence on what happens when marginalized households access these services as the government of Nepal continues to scale the Farmer ID. For example, do households become more income or food secure as a result of increased access to agricultural and non-agricultural services? In contrast, CARE Nepal was able to quantify the income gains made by targeted households – an ideal CI indicator.

This income data was generated using a small-scale household survey (312 households) and focus group discussions and key informant interviews. Large, quasi-experimental or experimental sample surveys would generate more accurate quantitative estimates to support CI depth indicators. Yet, the cost of these approaches is significantly greater than the mixed methods used for the Samarthya evaluation. Given that CARE will generally have to rely on lower-cost small-scale evaluations, the combination of focus groups, key informant interviews and small-scale household surveys is likely to be the source of CI data. We also know that this approach can be used to generate a range of quantitative evidence on community-based project outcomes<sup>9</sup>. **CARE can improve the CI depth indicator data available by integrating these types of measures into project monitoring and evaluations.** In turn, **CARE can improve CI projects by ensuring that researcher teams include staff trained to produce reliable quantitative data using mixed methods.**

In summary, the recommendations from this case study are:

- 1. The systematic assessment of scaling** the numbers of households reached by CARE Nepal – using the CIMMYT PPP Lab scaling tool – **helps to generate more credible evidence** for the breadth indicator in CI and should be used more widely.
- 2. CI estimates will be easier to make if the relevant data are collected at the time of program evaluation.** This is much more likely to happen if the program reports on and evaluates CARE Global 30 impact indicators that capture the extent of change resulting from the intervention.
- 3. Evidence from project evaluations is a good basis for projecting future impact** if results capture the challenges of scaling to the proposed locations. Where data on the relevant indicators is not available, it may be possible to use evidence from similar programs in similar contexts. Whether this is practicable depends on the extent of impact evidence available for the particular intervention and how context-specific the intervention is. For example, Nepal is one of a few countries implementing digital identification in agriculture<sup>10</sup> and the experience of India (with Aadhaar<sup>11</sup>) may be thought relevant to Nepal. However, the differences in benefits offered, implementation and national context precluded transferring estimated benefits from India (or elsewhere) for this case study.
- 4. CARE needs to allocate time and human resources for conducting CI estimates.** This applies to country offices, with MEL teams able to plan CI into work schedules. If CI is to be used across several CARE programs, it is not realistic to rely on the good will of country teams that are already fully committed to other tasks to find a couple of additional days to support CI work by digging out relevant secondary data and to answer multiple questions as the external CI analyst turns this into a detailed spreadsheet model over a couple of weeks. Working virtually is low cost and resource efficient but it is likely to be less effective than working with a country MEL team to produce CI estimates from their data – particularly if the country team is expected to take over the model in future.

**5. This case study presents a snapshot of CI using the evidence currently available.** As FID scales up, new evidence will be generated – by existing and some new partners. There does not appear to be a systematic approach to tracking outcomes resulting from this scaling, although local governments should be able to provide annual evidence on uptake

(breadth). This can be used to periodically update the CI estimates. Ideally, however, CARE would partner with organizations ‘taking over’ and scaling CARE interventions, to ensure that relevant data are captured, tracked, and analysed. This would allow improved CI projections to be periodically produced with updated breadth, depth, and certainty estimates.



## Endnotes

- 1 [https://www.care-international.org/files/files/Vision\\_2030.pdf](https://www.care-international.org/files/files/Vision_2030.pdf)
- 2 Katari, Siddicharan, Siranchowk, Kanakai, Siranchowk, Sakhuwanankarkatti and Bhagwanpur - according to "Instituting categorization based Farmer ID card: an effective tool for establishing economic, gender and climate justice", CARE Nepal, 2021
- 3 The following is based on CARE Nepal, 2019. Climate Resilient Scalable Models and Guidelines on Land and Agriculture: Documentation of practices from 'SAMARTHYA' Project. SAMARTHYA: Promoting Inclusive Governance and Resilience for the Right to Food.
- 4 Evaluating System-level change and impact: Findings from the evaluation of the SAMARTHYA project in Nepal, CARE Nepal, October 2022, <https://careevaluations.org/evaluation/evaluating-system-level-change-and-impact-findings-from-the-evaluation-of-the-samarthya-project-in-nepal/>
- 5 The individuals, groups and organizations with whom the program interacts directly and expects to influence – see <https://www.idrc.ca/sites/default/files/openebooks/959-3/index.html#page-41>
- 6 <https://www.cimmyt.org/news/scaling-scan-a-simple-tool-for-big-impact/>
- 7 This section follows the model of CI set out in the June 2022 report to CARE
- 8 As data on increased income is for 2019, 2020, 2021 and 2022, we take 2022 as the first year in which the average increase applies.
- 9 Yaron G and Wilson D, "Estimating the Economic Returns to Community-Level Interventions that Build Resilience to Flooding", *Journal of Flood Risk Management*, 2020 <https://onlinelibrary.wiley.com/doi/10.1111/jfr3.12662>
- 10 A World Bank 2018 review on this topic reports on the experience in India, Nigeria, Estonia, Malaysia and Uruguay - <https://documents1.worldbank.org/curated/en/655951545382527665/pdf/The-Role-of-Digital-Identification-in-Agriculture-Emerging-Applications.pdf>
- 11 Shirin Madon, C.R. Ranjini & R.K. Anantha Krishnan (2022) Aadhaar and social assistance programming: local bureaucracies as critical intermediary, *Information Technology for Development*, 28:4, 705-720, DOI: [10.1080/02681102.2021.2021130](https://doi.org/10.1080/02681102.2021.2021130)