



Government of Nepal
Ministry of Federal Affairs and
Local Development

*Local Governance and Community
Development Programme-II (LGCDP-II)*

Aide Memoire

5th NATIONAL ADVISORY COMMITTEE MEETING

6th July 2015

The Local Governance and Community Development Programme –II (LGCDP –II) is a national programme executed by the Ministry of Federal Affairs and Local Development (MoFALD) through local bodies (DDCs, Municipalities and VDCs). The goal of the programme is to contribute towards poverty reduction through better local governance and community development. LGCDP II is supported by wide range of multilateral and bilateral development partners (DPs) for 2013-2017 under programmatic approach signing a common Joint Financing Arrangement (JFA).

The 5th National Advisory Committee meeting was held under the chairpersonship of Dr. Som Lal Subedi, Secretary, MoFALD on 6th July 2015 at Kathmandu to approve the Annual Strategic Implementation Plan (ASIP) 2015/16, Annual Monitoring and Evaluation Plan 2015/16, procurement monitoring plan and to take decision on the key priority policy issues. The Head of the Missions, Joint Secretaries, and representatives from line ministries and representatives from different development partners attended the meeting. The meeting commenced with one minute silence in memory of those who lost their lives in the devastating earthquake of 25th April and 12th May 2015.

Welcome remarks by Dr. Som Lal Subedi, Secretary MoFALD

Dr. Subedi welcomed the participants and mentioned that in absence of elected local bodies since July 2002, grassroots level organizations, such as Ward Citizen Forums (WCFs) and Citizen Awareness Centers (CACs) were designed in the first phase of LGCDP to engage citizens in decision making process and supporting the local bodies. The importance of these community organizations was realized as evident from their active involvement in early emergency relief work in earthquake affected areas. These organizations were in the forefront of coordinating the relief operations at local level and have been acknowledged and appreciated by all stakeholders. Also, while designing the first phase, two main aspects were taken into consideration – demand side and supply side strengthening. The demand side has been strengthened and has created social capital through community interactions and collective voices. The programme was able to strengthen the 14 steps bottom up participatory planning process at the grassroots level. There is a need to strengthen supply side to address the demand of citizens in a responsive and accountable manner.

Opening remarks by H.E.Mr. Guy Harrison D.P chair /Acting Head of Mission UK.

H.E Mr. Guy Harrison thanked the MOFALD for holding the fifth National Advisory Committee meeting in a timely manner despite enormous challenges faced after the devastating earthquakes in April and May. He further congratulated MoFALD for its proactive leadership and timely response to provide early emergency relief support to the earthquake victims by effectively mobilizing the local bodies and community members. He further stated that it not only provided an opportunity for MoFALD and DPs to deepen the relationship between state and citizens but also allowed to test the service delivery systems and oversight mechanism that the donor partners together with the government have been investing in for several years to improve. The DP-chair proposed that in the follow up to the remarkable response, conduct deeper analysis to not only learn for future emergencies but also integrate any lessons into the current functioning of LGCDP.

He emphasized that DPs are not able to commit additional resources intended to support early recover and reconstructions efforts in the 14 highly affected districts through LGCDP II and to include fund in the annual government budget prior to discussions at the NAC meeting. However, it was assured that DPs are fully aware on the potentiality of the local bodies and committed to support MoFALD once there is clarity on the roles and responsibilities of local bodies in relation to the new authority for reconstruction and a detailed roadmap is presented. It was reiterated that the LGCDP DPs are convinced that through the existing programme, efficient and timely support for recovery can be provided, thus reinforcing the significance of local government and improving institutional capacities.

He appreciated the progress made by LGCDP and urged Ministry to focus on implementation of Fiduciary Risk Reduction Action Plan and start thinking about practical changes to enable local elections, particularly via civic education to all stakeholders.

Presentation on status of previous NAC decisions and LGCDP- II budget situation by Mr. Reshmi Raj Pandey, National Programme Director/Joint Secretary, MoFALD

Mr. Pandey highlighted the effective collaboration between the government and DPs to provide early emergency relief support of Rs 500 million to the earthquake victims of 580 VDCs and 41 Municipalities of 14 most affected districts within a week. He also mentioned that LGCDP support was one of the first responses to reach the affected communities. He thanked DPs on behalf of the Government of Nepal for providing timely support.

Mr. Pandey presented the status on action taken on previous NAC decisions and mentioned that most the decisions have been complied which includes preparation training module for Local Development Officers and Executive Officers, revised delegation of responsibility to TASC to bring all the TAs under one management mechanism, CAC expansion and community grants to be continued from JFA and commission a study to design the road map of new municipalities. He further mentioned that MoFALD has instructed all the LBs to follow strictly Local Body Resource Mobilization Guidelines to ensure targeted funds for children, women and disadvantaged groups. Although few of the recommendation have been just initiated and will need to be followed up for full compliance.



Mr. Pandey highlighted the guiding principle adopted in formulating ASIP 2015/16 which includes (a) follow the LGCDP – II programme document, Strategic Implementation Plan, Joint Financing Agreement , (b) review of progress and challenges, (c) take into account the damage and consequences caused by the earthquake of 25 April and 12 May 2015 to local bodies and the people.

He highlighted on the overall budget situation of LGCDP-II and informed that available fund for 2015/2016 under JFA, SPMP, and PPSF is estimated to be US\$ 64.22 million. The proposed total budget for 2015/16 is US\$ 263.81 million of which the Government of Nepal contribution is US\$ 195.5 million. The contribution for JFA, aligned programme, SPMP, PPSF, US\$ 37.23 million, US\$ 21.75 million, US\$ 10.48 million, US \$ 4.09 million respectively. If entire proposed budget is spent under JFA, SPMP, PPSF then remaining fund for 2016/17 will be only US\$ 12.42 million.

Presentation on Strategic Priorities on ASIP for 2015/2016, AMEP, Cash forecasting by Mr. Purusottam Nepal, National Program Manager/Under Secretary

Mr. Nepal highlighted key strategic priorities of ASIP 2015/16 in earthquake affected districts and core reform activities in all the districts. The strategic priorities in earthquake districts include restoration of services in local bodies and expansion of Citizen Awareness Centers in all the wards of earthquake affected VDCs. The core governance reform activities includes establishment of 5000 additional CACs, grievance handling mechanism in DDCs, engage WCF in civic oversight, accounting software in more than 200 VDCs and 6 additional municipalities, Capacity building of WCF, IPFC, strengthen internal revenue section, mainstream CFLG, EELG, GESI, GRB, RBM in local bodies, expand Community Mediation Center, revise and update MCPM and establish linkage between district periodic plan and annual plan.

Mr. Nepal mentioned that two prone approaches are adopted in formulating the ASIP 2015/2016. The first approach is to focus LGCDP II activities in earthquake affected districts while the second approach is to carry out governance reform activities in all the districts in line with strategic implementation plan and LGCDP II programme documents.

He highlighted the expected results for 2015/16 which includes 90% VDCs and Municipalities conducted ward level planning workshops, incorporation of children needs in annual plan, 80% public audit compliance in all LBs, more than 55% WCFs engaged in civic oversight, LBs own source revenue increased by at least 10%, 60% annual budget disbursed by the end of second trimester, 200 additional VDCs installed accounting software, 200 new community mediation center (CMC) established in 25 districts, more than 95% coverage of eligible recipients of social security payments, interim revision to LSGA approved by legislative Parliament.

Mr. Nepal also highlighted the status of Programme Results Matrix and mentioned that with the possibility of the constitution being promulgated and the government is committed towards holding local election after the declaration of the constitution is a positive and promoting development. Furthermore, he mentioned that all the Municipalities and DDCs are linked with web based reporting system.



It was informed that the LGCDP expenditure is expected to reach 80% before the end of fiscal year 2014/2015. On the programme recruitment facility, it was informed that study team has submitted the report which needs further review by the DPs and the ministry. Finally, highlighted some recommendations and plans for fiduciary risk reduction and informed on the roadmap of newly created municipalities.

Remarks by Laura Leyser, DP focal person/Governance Advisor, DFID

Ms. Leyser noted that the capacity of LBs to implement the emergency relief fund during a short time was impressive and mentioned that these are immediate relief fund, DPs are not in favor of extending beyond the agreed timeline that was 8th of June. She also noted that study on roadmap for newly created municipalities has few strategic recommendations and it is important to have discussions on them. Meanwhile, a lot of the old municipalities have not achieved a lot of the strategic goals. Thus, it is necessary to open up the discussion going forward.

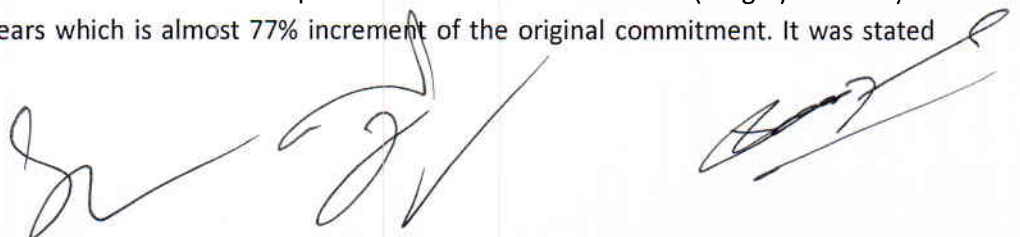
Remarks by Dr. Urs Herren, Ambassador of Switzerland

H.E Dr. Herren remarked on issues related to earthquake affected areas. He noted that it is foreseen to implement Livelihood Improvement Plan, at the same time, it seems there has been a decision to ask District Disaster Management Committee to do reconstruction action plans, thus not entirely sure how these two things fit together. Or, if it is just a matter of terminology. He also raised concern regarding district periodic plan and support for it as it seems under the new constitution, there will be no districts. Hence, should the investment towards district level plan continue considering in the future there might be no districts? Although, there is still unclarity on the future systems.

Remarks by Jan Moller Hansen, DCM, Embassy of Denmark

Mr. Hansen emphasized that a new constitution is likely to have a big impact on the local government system – thus the plans, timeline; resources needed still have to be worked out. He mentioned that Denmark is committed to support Nepal in decentralization and local governance reform but it has to result in improvement of service delivery at the local level, which is negatively hampered by lack of competent staffs at the local level. Thus, urged to strengthen the staff and resources. He also stressed on the quality assurance of infrastructure and there have been no good quality labs. It was highlighted that there are still number of areas for improvement in promoting accountability of local governments, where both political and bureaucratic commitment's are necessary. He appreciated the overall progress, but expressed concerns over less than 50% indicators as satisfactory progress indicated by the Annual Quality Assurance Assessment. It was underlined that it is important to show concrete results considering there is only two more years of the programme.

Mr. Hansen informed that Denmark would like to provide additional 27 million DKK (roughly 4 m USD) to LGCDP in coming two years which is almost 77% increment of the original commitment. It was stated



that the funding will address some of the funding gap, reconstruction needs and continuation of technical assistance for the whole of programme period.

Remarks by Mr. Krishna Prasad Jaisi, Association of District Development Committee Nepal (ADDCN)

Mr. Jaisi noted that current reporting system of the grievance mechanism is weak, thus needs to be strengthened. It was also underlined to establish linkage between annual plan and District Periodic Plan. Also how to link between district development plan and town development plan. Also with regards to own source revenue, the target is 10% increase, at the same time we are proposing to increase central transfer by 4%, then what is the incentive for LBs to increase their own source revenue and how are we achieving this, is still not very clear, also there is almost 20% variation between the allocated amount and budgeted amount. The NPC has decided not to publish part of the budget, is there any analysis on if this has led to lesser allocation of budgets at the local level. It was pointed that the target of one year on developing the framework of National Fiscal Commission (NFC) is ambitious. Furthermore, the draft constitution has proposed Natural Resources and Fiscal Commission (NRFC) there is a need to align between NFC and NRFC.

Responses on remarks Mr. Reshmi Raj Pandey, National Programme Director/ Joint Secretary,

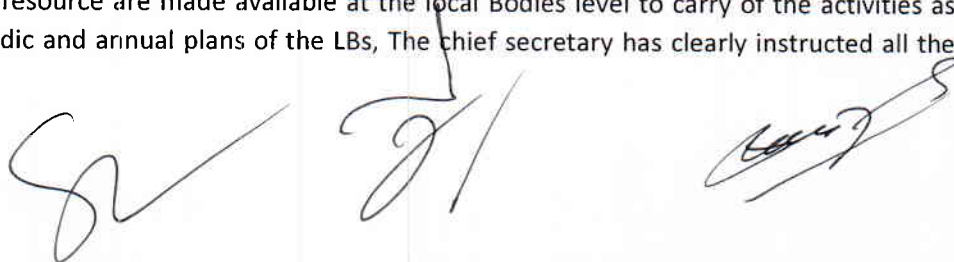
Mr. Pandey mentioned that all the suggestion is well taken. He informed that Livelihood Improvement Plan is focused on CACs while reconstruction plan will be for entire VDCs to resume service delivery as well new municipal service delivery.

On the quality assurance of infrastructure and staffing issues, he explained that currently ministry is working on District Technical Office (DTO) technical staffs restructuring and Organizational Management (ONM) for DOLIDAR. Due to less technical staffs, DTO's work load has increased tremendously. This has been recognized and therefore working on staff restructuring.

In connection with the local Body association query on local body election, the ministry is very keen and prepared for facilitating local body elections, we have also initiate discussion with political level consensus and also we have submitted our suggestion on the local bodies restructuring in the draft constitution

Regarding grievance handling mechanism in DDCs he informed it will be improved with timely and efficient reporting system. It was also informed that ministry has instructed and encouraged local bodies to link annual plan with District Periodic Plan. Linking the periodic plan and the town development plan, the municipality road map will provide some guidance toward this, but we will need to interlink these two standalone plans at the municipal level especially for the new municipalities.

In terms of the central transfer, we are committed to increase this, as the part two of the red book will not be published and which will mean there will be increase in the central transfer to local level, to ensure that adequate resource are made available at the local Bodies level to carry of the activities as envisaged in the periodic and annual plans of the LBs, The chief secretary has clearly instructed all the



key line ministry secretaries not to conduct an regional plan formulation meeting and to ensure that the LB council planning mechanism are taken into account for any kind of local level planning by the sectoral ministries as well.

Response by Mr. Purusottam Nepal, National Programme Manager/Under Secretary,

Mr. Nepal informed that LGCDP is going to update and operate some of the quality labs that already exist at DDCs, and establish new quality labs. The technical staffs will be capacitated to maintain and operationalize these quality labs. In order to support local bodies to increase its revenue, there are plans to provide training to new municipalities on Integrated Property Tax, business tax systems and establish revenue management section at local level. Likewise, trainings will be provided to local bodies' staffs on preparing revenue forecasting, revenue plan, and how to monitor.

With regards to the District Periodic plan and Annual plan, LGCDP is engaging a team of consultants to review these two plans and come up with their findings and recommendations on establishing clear linkages between these two plans.

Responses by Dr. Som Lal Subedi, Secretary, MoFALD

Dr. Subedi clarified that District Council will not be equivalent to current DDCs in the federal system and mentioned that It will take 3 to 4 years to operationalize provincial governments. Until then, DPP is required otherwise planning process will be missed at the grassroots level.

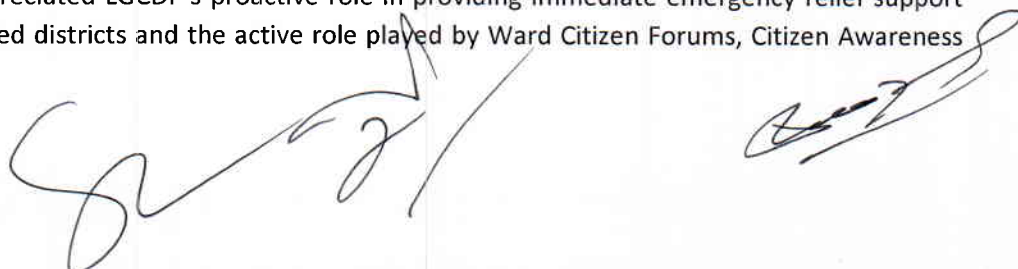
On increasing local bodies' revenue, by 10% we have already achieved this target the mentioned that local taxes are synonyms of municipal taxation. Recently, amendments have been made on integrated property taxes, and house and land tax. The rates are being accommodated.

Dr. Subedi noted that there is budget gap, in fact only 7.82% of the total budget from central government reaches the local government. There are gaps in line agencies too. Thus, local bodies are under tremendous pressure. Had there been an elected representatives in local bodies, the block grant could have been increased tremendously.

With regards to the Natural resource and Fiscal commission, there is currently two national experts working on the restricting of the national fiscal commission, we can also add natural resource to it, if that is what is guided by the constitution. Ideally these two should be separate, so that the resource generated by natural recourse are also adequacy taken into consideration while determining the redistribution of benefits that are accrued out of the natural resources in an equitable manner, as this should be part and parcel of the resource redistribution mechanism.

Remarks by H.E, Mr. Kjell Tormod Pettersen, Ambassador of Norway.

H.EMr. Pettersen appreciated LGCDP's proactive role in providing immediate emergency relief support to the 14 most affected districts and the active role played by Ward Citizen Forums, Citizen Awareness



Centers, VDC secretaries and LGCDP staffs. He further appreciated that 95% of emergency fund utilization is an evidence of capacity and competency of the people and local institutions. H.E Mr. Petterson mentioned that Norway is pleased to provide additional fund of USD 1 million to CACs of most affected VDCs and resuming the VDC offices through setting up temporary office space.

He congratulated ministry for the preparation of next year budget, and relevant documents for NAC meeting despite difficulties. However, it was mentioned that the documents should be shared in timely manner for a constructive dialogue and deliberation in future. Likewise, urged for holding local elections as early as possible for more downward accountability, transparency and better services delivery.

He further stated that Norway appreciates alternative energy initiatives piloted in four districts and requested government to include this into all local bodies' plans and policies as an integral services to people.

He also highlighted local bodies can deliver better services if provided with additional human resource and IT based financial reform, starting especially from EQ hot 14 districts. Finally thanked LGCDP for its leadership on implementation and introducing performance based contracts to make accountable local level institutions.

Closing remarks by H.E,Dr. Urs Herren, DP Co-chair, Ambassador of Switzerland.

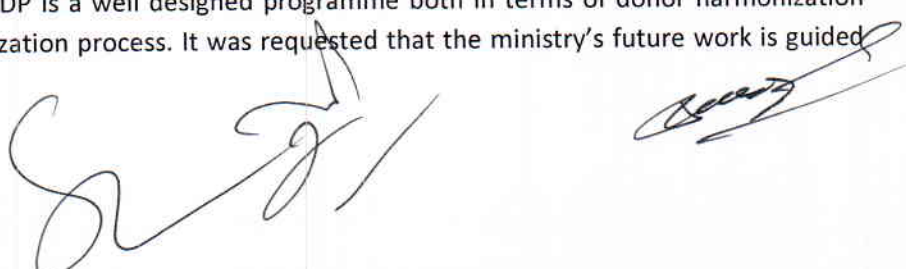
H.E Dr. Herren expressed condolences for all the people of Nepal who lost their life in the devastating earthquake. He appreciated the quick decision and timely disbursement of emergency relief fund of 5 million USD which was effectively utilized and supported in strengthening the relationship of citizens and MoFALD. Likewise, the role played by the ward citizen forums and citizen awareness centers during the emergency relief distribution was praised as well.

He further stated that DPs are looking forward to support federalization and strengthening local bodies. It was acknowledged that the financial progress is better than 1st trimester. However, by June 2015, the JFA expenditure at 70% is still somewhat lower than expected but hoped that there will be ample progress reported at the end of the year.

DPs consider PEFA is very much needed for LGCDP success for this and upcoming years. Local PEFA Assessment and the Public Expenditure Tracking Survey (PETS), together with the performance audit of the Office of the Auditor General (OAG) are very important complements– not only for the mid-term review of LGCDP II but also for designing of the next phase of the programme.

With regards to the upcoming reconstruction effort, it will provide an opportunity to further strengthen local bodies and their capacities. LGCDP therefore has to play an important role in supporting the restoration of local service delivery and the strengthening of local planning over the coming years. He acknowledged that LGCDP needs further funds and reiterated commitment to support in the future as well.

Finally, he acknowledged LGCDP is a well designed programme both in terms of donor harmonization and supporting the decentralization process. It was requested that the ministry's future work is guided



on the basis of local elections which are instrumental in reshaping the local governance reform in the future federalized structure, thereby give utmost priority to local elections.

Closing Remarks by Dr. Som Lal Subedi, Secretary of MOFALD

Dr. Subedi in his closing remarks mentioned that Government is in political transition but there have been positive symbols from recent dialogue on positive conclusion for the new constitutions. At present local bodies are heavily loaded and there are delivery deficit and localization issues.

He acknowledged that the ministry has capacity gaps and additional human resources are required. He further explained on institutionalizing additional staffs for selected VDCs where there are more than 1000 households but has inadequate resources. It has created high expectations in the community via its empowerment tool. That is why, increasing of resources is essential from both government and DPs side. In the aftermath of the devastating earthquake, there is a need of good recovery plan and to link it with national recovery plan.

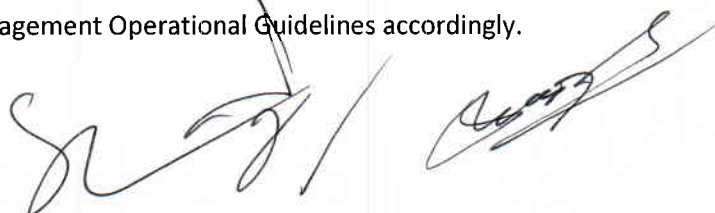
He noted that there are problems in urban management. Prior to LGCDP-I, there were challenges to link local governance reforms, especially in the municipalities; very few were interested. However, issue has received a lot of attention now.

Dr. Subedi further stated that it is matter of pride to have LGCDP to support local bodies in the absence of elected representative and to receive support from all stakeholders including political parties. MoFALD is pioneer in introducing MCPM and formula based grant transfers. He expressed his happiness as MoFALD signed performance contract with Local Development Officers and Executive Officers for the first time in the country.

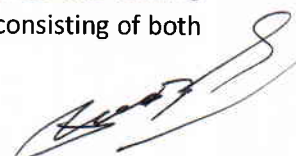
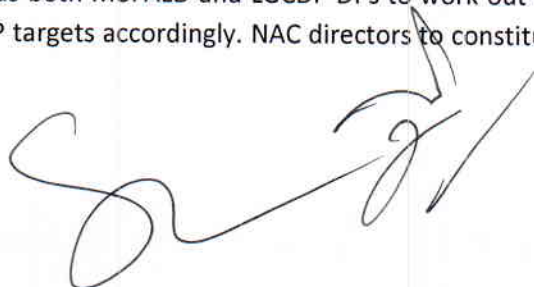
Dr. Subedi thanked all participants for their proactive support and participation. He assured that MoFALD will keep working with the same spirit and further improve the programme. He appreciated all donor partners for pledging constructive assistance in the future.

Decisions by the National Advisory Committee

1. The committee endorsed and approved the annual strategic implementation plan (ASIP) 2015/16. The overall proposed budget for ASIP 2015/16 is US\$ 263.81 million of which US\$ 195 Million from GON, US\$ 37.23 Million from JFA, US\$ 21.98 Million from aligned programme, US\$ 10.48 Million from SPMP and US\$ 4.09 Million from PPSF.
2. All the recommendations made on the AQAA report is to be reviewed by the respective output groups and 'measures to be taken' and appropriate actions to be agreed on and completed before the mid-term review. DP Cell to provide all the necessary technical support for further improvement and execution of these recommendations submitted for the endorsement of Sub-NAC.
3. NAC recommends MoFALD to introduce a single, simple format for VDCs financial recording and reporting to replace the prevailing cumbersome formats and revise the Local Body Resource Mobilization and Management Operational Guidelines accordingly.



4. NAC recommends MoFALD to review the urgent short term and long term staffing requirement in the earthquake affected districts and in VDCs and new municipalities on a case by case basis and make necessary arrangements to address the staffing gap as soon as possible.
5. NAC recommends MoFALD to review the current mandate of DDCs/District Technical Offices (DTOs) and explore the possibility to extend their mandate to all VDCs and allocate additional resources for fulfilling the additional responsibility.
6. NAC recommends LDTA to hire required regional and central level resource persons and Programme Coordination Unit (PCU), and Regional Coordination Unit (RCUs) experts to provide intensive backstopping to newly recruited human resources.
7. The NAC recommends MoFALD with support from LGCDP and Strengthening Public Management Project (SPMP) to assess the number of Public Expenditure and Financial Accountability- Fiduciary Risk Reduction Action Plan (PEFA-FRRAP) milestones complied and present the status in Fiduciary Risk Mitigation meeting, and also to establish a taskforce as endorsed and recommended by the Fiduciary Risk Mitigation meeting to set PEFA-FRRAP targets for the remaining period of LGCDP II.
8. NAC request MoFALD to complete the Local PEFA assessment report review process by the PEFA committee and finalize the report and prepare reform action plan for the next NAC meeting endorsement.
9. NAC directs the LGCDP PCU to implement the recommendation that RCUs assist and support through UGE/DGEs to establish and implement district level AMEP on the same national indicators for better targeting of programme activities and report to Sub NAC.
10. NAC directs DPs to ensure that respective aligned programmes are mandatorily reporting progress against the AMEP indicators results on a trimester basis to MoFALD.
11. NAC delegates the authority to Sub NAC to finalize the detail action plan of Municipality Road Map based on the key findings and recommendations of the Municipality Road Map study.
12. NAC directs LGCDP PCU to constitute a task force under the leadership of NPD to review all the proposed options of the Programme Recruitment Facility study and come up with recommendations for the DPs and Government of Nepal's consideration. In the interim, NAC delegates its authority to the Task Force to review and decide whether to extend the current TA arrangement until 16 July 2016.
13. The NAC directs LGCDP management to develop a social mobilization harmonization framework.
14. There is a serious funding gap to implement LGCDP II activities in 2016/17 with only US\$ 12.42 million to achieve the set targets of SIP from DP side. NAC has made a serious note of this funding gap and recommends both MoFALD and LGCDP DPs to work out modalities to address this funding gap or revise the SIP targets accordingly. NAC directors to constitute a Task force consisting of both



GoN and DPs to come up with options to address this scenario and present in the next November NAC.

15. NAC express its sincere appreciation to the Gov. of Norway for providing additional US\$ 1 million to JFA specifically to support in recovery phase of the reconstruction in earthquake affected area.
16. NAC place its sincere appreciation to Royal Gov. of Demark for announcing additional DKK 27 Million to LGCDP though JFA and PPSF to support both the funding gaps and also address some of the recovery and reconstruction in the earthquake affected areas.

Three handwritten signatures in black ink are positioned below the text. The first signature on the left is a stylized, cursive mark. The middle signature is more legible, appearing to be 'S. J. J.' with a long horizontal stroke extending to the right. The third signature on the right is a simple, fluid cursive mark.

ATTENDANCE LOG

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