



Government of Nepal

**Ministry of Federal Affairs and Local
Development**

***Local Governance and Community Development
Programme –II***

Aide Memoire

NATIONAL ADVISORY COMMITTEE MEETING

05 December 2014

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) and implemented by 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 a wide range of multilateral and bilateral development partners (DPs).

The 4th National Advisory Committee (NAC) meeting of LGCDP-II was held under the chairpersonship of Dr. Som Lal Subedi, Secretary, Ministry of Federal Affairs and Local Development on 5 December 2014 at Kathmandu to review annual progress and to discuss priority policy issues. The Head of the Missions, Joint Secretaries and representatives from different agencies attended the meeting.

Welcome remarks by Mr. Reshmi Raj Pandey, National Programme Director/Joint Secretary

Mr. Reshmi Raj Pandey welcomed the participants and highlighted the agenda of the meeting - reviewing achievements and progress made since the previous NAC meeting. Mr. Pandey noted that LGCDP-II is one of the largest programmes of the Government of Nepal (GoN) in terms of its size, budget, coverage and coordination, the number of development partners and community outreach. The programme extends to the smallest unit at the ward level, district to national, involving a large number of community organizations, government agencies and development actors. It was informed that the programme has reached its full operational capacity compared to the last NAC meeting. Mr. Pandey noted that with continuous support from DPs, the programme has come a long way, and especially thanked Switzerland for its generous support of additional USD 7.5 million to LGCDP-II.

Opening remarks by Dr. Gail Marzetti, Development Partner Chair/Head of DFID in Nepal

Dr. Gail Marzetti, in her opening remarks congratulated MoFALD on behalf of DPs for the good progress in LGCCP-II in the first year of its implementation, and demonstrating real ownership and implementation of programme despite initial delays in donor support to set up technical assistance. She shared that DPs are very pleased to see the progress especially in reaching out to the most marginalized groups through livelihood improvement plan for over 17,000 people and establishing Community Awareness Centers across the country to support targeted groups to increase their income and step out of poverty. She mentioned that 51% of the capital budget of VDCs and municipalities allocated to address citizens' demand is encouraging and demonstrated strong citizen participation. Likewise, the progress made on increase of own revenue source in the municipalities and local bodies by 10.9 % compared to the previous year is note worthy.

Furthermore, Dr. Gail suggested that LGCDP-II should give due priority to build financial management and reporting capacities of local bodies. She referred to the recent report by the UK Independent Commission on Aid Impact (ICAI) on DFID's Approach to Anti-Corruption and its Impact on the Poor which also reviewed DFID Nepal and its support to LGCDP II. The findings of this report have raised concern among DPs whether LGCDP funds, including DP funds, have been exposed to corruption. In this light, it is important for the ministry to strengthen its fiduciary risk management mechanism and to implement Fiduciary Risks Reduction Action plan (FRRAP), and follow up on audit observations. She pointed out that progress has been made on the demand side and hence the focus should be on addressing the challenges on the supply side and thereby narrowing the gap between demand and supply side. She mentioned that DPs would like to work with MoFALD to understand the kind of support required to strengthen the supply side. With the number of municipalities reaching to 191, DPs would like to know the implications for the Programme, and how the DPs can support the new municipalities. It was pointed out that one of the major concerns of DPs is low spending of LGCDP funds in 2013/14 and also that disbursement in the first trimester of 2014/15 was lower than planned.

She emphasized the importance of implementing right strategies through right mechanisms for this flagship programme to ensure positive changes in the lives of citizens and specifically the poor of Nepal. She assured continued support of DPs to the GoN to make the programme a grand success.

Presentation on action taken on 3rd NAC decision by Mr. Reshmi Raj Pandey, National Programme Director/Joint Secretary

Mr. Pandey presented the status on action taken on decisions of the 3rd NAC meeting. Major actions taken include finalization of an operational manual of Local Governance Accountability Facility (LGAF), establishment of Social Mobilization & NGO Coordination Section in MoFALD, preparation of support framework document for new municipalities, new timeline of



FRRAP, and operation of Technical Division of MoFALD and installation of VDC accounting software in 250 VDCs.

Presentation on progress status by Mr. Purusottam Nepal, National Programme Manager/ Under Secretary

Mr. Nepal presented progress status of LGCDP-II in 2013/4. He mentioned that overall progress from the first transitional year of implementation is moderately satisfactory. Major accomplishments include signing of JFA between GoN and 9 DPs, construction of more than 45,000 community infrastructure projects, recruitment of more than 180 programme support staff and 145 Information Communication and Technology Volunteers (ICTVs), and improved accountability compliance by local bodies. Furthermore, accomplishments includes preparation of a capacity development strategy, formulation of district periodic plans by 18 districts, adoption of gender responsive budget by 8 municipalities and 23 DDCs, adoption of environment management plan by 47% DDCs and 31% municipalities and Local Self Governance Act (LSGA) amendment bill tabled in the Parliament with new provisions in local election and audits in local bodies.

Remarks by Mr. Gopi Khanal, Joint Secretary

Mr. Gopi Khanal informed that there are now 191 municipalities including 7 municipalities upgraded to sub-metropolis cities. The number of VDCs is reduced to 3276. Mr. Khanal emphasized that with these changes, LGCDP can be of a big assistance to these new municipalities.

He informed that MoFALD has taken decision to introduce land use planning which is a big step forward, thereby supporting the municipalities and the DDCs to implement land use based planning mechanism. Similarly, the other area of support required is in the development of municipal transportation plans and town development plans and link them with the periodic plans. It was also underlined that rolling out of the public accounting and management system needs to be implemented in all municipalities which will contribute to strengthening revenue mobilization. It was informed that the Ministry is working together with the Ministry of Urban Development to introduce new building code in municipalities. A cost effective housing in urban centers is also in the pipeline. It was also informed that the government has introduced land pooling in DDCs and Kathmandu City has e-building permit system in place which needs to be rolled out nationwide.

Mr. Khanal thanked DFID on behalf of the government for providing additional £15 million of support for Environment Friendly Local Governance (EFLG) for 18 selected districts. EFLG is being rolled out in most of the DDCs and municipalities.



Remarks by Mr. Jan Moller Hamsen, DCM, Embassy of Denmark

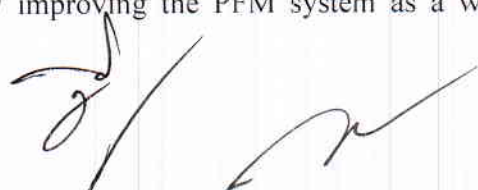
Mr. Hamsen congratulated MoFALD and other government line ministries for the progress made so far in the programme. It was noted that DPs believe Civil Society Organizations (CSOs) have an important role in this programme especially in conducting public audit, social audit and establishing accountability. There are many challenges but the programme needs to move from project approach to more institutionalized approach for which all external assistance is more integrated within the current government system. The efforts made by the government in establishing and strengthening financial monitoring were appreciated. The need to hold local election for strengthening downward accountability at the community level was also highlighted. It was informed that Denmark remains committed to the governance sector in Nepal and is very glad to be part of the LGCDP programme.

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

Ms. Leyser congratulated both MoFALD and LGCDP on the progress made in various areas. It was emphasized that the strengthening of social audit, public hearing and public audit has strengthened demand side and accountability at the community level. The fact that so many local projects have been now decided by the communities themselves is a big progress toward creating local ownership. It was stressed that the LGCDP programme can do even more but implementation on the ground needs to be accelerated. During the last fiscal year, the spending from the funds provided by the DP side was only 28%. It was however recognized that last year was the first year and most of the implementation mechanisms, recruitments etc. were still incomplete. However, looking at the first trimester of the current fiscal year (2014/15), the implementation has also been much slower than planned. It is important that all stakeholders work together to ensure accelerated implementation in order to deliver the intended benefits to the poor and more generally all Nepali citizens. She also clarified the DP indicative pledge of USD 261 million in the programme document, of which so far USD 110 million have been committed, is based on some key assumptions such as local elections happening and to give the programme some flexibility in case there will be a restructuring of the state. It was mentioned that pending the accelerated implementation and demonstration of achieved results, it will be difficult to move ahead with more commitments, while DPs remain committed to support LGCDP II and its implementation.

Remarks by Mr. Kenichi Yokohama, Country Director, Asian Development Bank (ADB)

Mr. Kenichi Yokohama mentioned that the progress made so far is encouraging and congratulated the government for all their sincere efforts. In terms of the Public Financial Management, it was noted that DPs are looking forward to the results of the local level Public Expenditure and Financial Accountability (PEFA) assessment and based on its outcome, an action plan needs to be prepared for mitigating some of the gaps, including the implementation of the FRRAP, thereby improving the PFM system as a whole. It was mentioned that it is



important to strengthen the accounting capability at the VDC level. The rolling out of the accounting software in 1000 VDCs is a good step forward. Additionally, capacity development of the VDCs to be able to handle these systems in the long run is very critical in terms of sustainability. It was informed that the internal auditing assessment that ADB is supporting will be soon finalized based on the comments from FCGO. In this context the external audit arrangement also needs to be clarified.

Remarks by Mr. Suresh P. Acharaya, Joint Secretary, Ministry of Urban Development (MoUD)

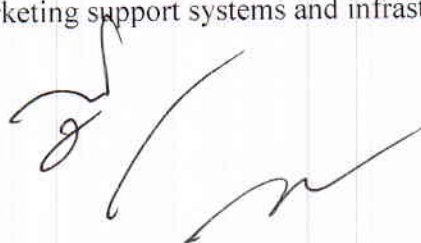
Mr. Acharaya informed that both MoFALD and MoUD are working together to provide technical support to municipalities. It was informed that all the technical divisions of the Ministry are working with the new municipalities and jointly with MoFALD. The Ministry is in the process of developing a national urban development strategy which will provide a clear direction in terms of the kind of support Ministry will provide for municipalities. Furthermore, it was also stated that the Ministry has a plan to support the new municipalities which needs a considerable amount of support in terms of human resource as well as capacities.

Remarks by Mr. Baburam Subedi, Deputy Financial Comptroller General, Financial Comptroller General Office (FCGO)

Mr. Subedi appreciated the efforts made in implementing the accrual accounting system in 6 municipalities, which is now in the process of being extended to other municipalities. This is a departure from cash based accounting system which the government is following and thus will improve the accounting system substantially. As for the concern raised regarding inadequate coordination of the PEFA secretariat, it was assured that the PEFA secretariat will coordinate with MoFALD to conduct local PEFA assessments. FCGO stated that it will appreciate if the monitoring division will establish operational mechanisms that will work in close coordination with the PEFA secretariat.

Remarks by Dr. Dinesh P. Parajuli, Joint Secretary, Ministry of Agriculture Development (MoAD)

Dr. Parajuli informed that the MoAD is providing support to all municipalities in establishing slaughter house to provide hygienic meat for citizens. The Ministry is also working closely with municipalities to control disease outbreak in livestock's and also to ensure that transmission to human is mitigated. Apart from this, the Ministry has also established market centers for vegetables and fruits. It was informed that the Ministry is also motivating VDCs to invest at least 15% of their grant in agro-marketing support systems and infrastructure.



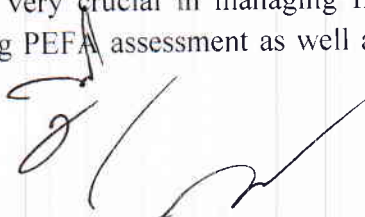
Remarks by Mr. Krishna P. Jaishi, General Secretary, Association of District Development Committee Nepal (ADDCN)

Mr. Jaishi stated that the ADDCN is both the recipient and partner. The progress of LGCDP-II is very good, but still there are gaps. It was mentioned that with regards to minimum conditions and performance measures (MCPM) - 67 DDC have passed and 8 failed, but nothing has been done to improve the failed DDCs. It was highlighted that there are many areas for investment and collaboration, especially in the future of LBs regarding its structure, role etc.

Closing remarks by Dr. Urs Herren, Ambassador of Switzerland/ co-chair of DPs

H.E. Dr Urs Herren in his closing remarks congratulated MoFALD for successfully conducting the NAC meeting and appreciated the commitment of the government to implement the programme, stating that discussion will add value and quality to programme implementation. Dr. Herren underlined on behalf of all the DPs that the GoN should give utmost priority for the local elections as this will widen the scope of LGCDP and ensuring accountability and transparency. The DPs consider LGCDP as one of the largest reform programmes in the area of local governance; hence it is expected to institutionalise reform initiatives such as conducting social mobilisation, ensuring downward accountability, and improving public financial management both at local and central levels. LGCDP is a well-designed programme in terms of donor harmonization and support to decentralization process with well-designed financial agreement and complementary result matrix. What is needed now is effective implementation and result reporting based on the agreed framework of the JFA. Although there is a lot of progress in result reporting, there is room for improvement. Moving LGCDP from a project approach to programme approach is a paradigm shift with high level of ownership and commitment from the government, but there is a need to increase the inter-ministry and inter-departmental coordination. If one compares the progress in the first trimester with some areas of the results matrix, it is lower than the progress in the last year. Dr. Herren on behalf of the DPs highlighted the following six points.

Firstly, it is good to note that District/Municipality Governance Experts are in place and there is hope that lots of activities will take place in the second and third trimesters. Secondly, the hiring of CSOs for compliance monitoring under LGAF is on track. Now the programme needs to focus on the feedback mechanism both at central and local levels so that the findings can be the basis of appropriate policy change. Thirdly, hiring of LSPs for social mobilization is in progress and it is hoped that the government will be able to hire LSPs based on the revised timeframe. Fourth, the big challenge for LGCDP is improving the public financial management system, and hence it is important to draw the attention of MoFALD in implementing the FRRAP and following up of audit observations, as they are very crucial in managing fiduciary risks. He appreciated the government efforts in continuing PEFA assessment as well as the continuing support provided



by ADB, and hoped that the results of PEFA will be helpful in improving fiduciary risks. Fifth, Dr. Herren expressed concern about the delays in formulation of Programme Recruitment Facility (PRF). MoFALD's attention was drawn to further lobby towards immediate activation of the Decentralisation Implementation Monitoring Committee (DIMC) to address the challenges in decentralisation. It was expressed that the recent announcement of constituency development fund should not undermine the local planning process advocated by LGCDP. It was hoped that the Ministry will adhere to its position to recruit the required number of VDC secretaries and ensure they are working from their respective VDCs. He stated that DPs are fully committed to support Nepal's decentralization process, and hoped that others will follow Switzerland to commit additional funding for addressing important issues. Furthermore, he mentioned that the government of Switzerland has decided to increase its contribution to LGCDP by 7.5 million CHF. Dr. Herren, on behalf of all DPs, appreciated MoFALD's commitment to implement the programme in this difficult political transition situation.

Remarks by Mr. Dhan Bahadur Tamang, Secretary, Ministry of Women, Children and Social Welfare (MoWCSW)

Mr. Tamang expressed gratitude for the invitation and opportunity to share his thoughts. He stated that LBs could not function as envisaged for past 15 years. However, with the LGCDP programme, the gaps and shortcomings have been somewhat lessened. Mr. Tamang appreciated that there have been continued activities such as fund mobilization, creating awareness, developing capacities at the local level, and providing more funds based on minimum conditions even during the conflict period. He mentioned that the LGCDP has played a vital role in local development. He also explained the inclusiveness of the programme initiation of GESI, CFLG policy and strategies. Mr. Tamang thanked all DPs, line ministries, institutions and individuals supporting and involved in the programme.

Remarks by Mr. Puspa Lal Shakya, Joint Secretary, National Planning Section:

Mr. Shakya mentioned that while progress achieved by LGCDP is encouraging, there is still room for improvements. He informed that NPC will not publish the second part of the development budget in coming days. Mr. Shakya underlined the challenges forthcoming with the recent announcement of new municipalities specifically in the area of capacity building, human resources and infrastructure development. It was further stated that DPs are also accountable for development in Nepal since there is mutual accountability based on the Paris Declaration. He mentioned that bureaucracy is more accountable than other sectors and also needs to follow all the rules and regulations. He also stressed that there are fiduciary risks at the local level and also at the central level, which need to be addressed properly.

Closing remarks by Dr. Som Lal Subedi, Secretary, MoFALD

Dr. Subedi appreciated continued support from the DPs and cooperation from different government institutions. Dr. Subedi highlighted that Nepal is going ahead with extended political transition and state restructuring. There is delivery gap at the grassroots level and LBs are



overburdened to manage the local demand due to limited resources. Resources provided by the central government are not adequate to carry out their activities and perform local initiatives. Thus there is a need to increase the budget for LBs by the central government and increase internal revenue. Through LGCDP, the demand side has been strengthened but the supply side needs to be further strengthened. LGCDP is a good programme which incorporated most of the local governance reform measures. He highlighted that MCPM is strengthened, formula-based grant is in place and downward accountability is enhanced through Community Awareness Centres (CACs), Ward Citizen Forums (WCFs) and Local Governance Accountability Facility. More than 50,000 community level institutions have been also created under the LGCDP.

He highlighted that about 90% of budget earmarked for inclusive work was spent last year which shows expenditure capability of LBs. He also mentioned that Child Friendly Local Governance (CFLG) is a good framework and which is well recognised in the Asia Pacific Conference at Beijing organized by UNICEF.

Dr. Subedi mentioned that four divisions have been established within MoFALD and subsequent sections as well as Social Security and Vital Registration Department (SSVRD). He informed that the Asia Pacific Ministerial Forum (APMF) declared 2014-2024 as vital registration decade. He further pointed out that formation of new municipalities as a great achievement in territorial reform in a country like Nepal. It took place in the absence of elected local bodies. Likewise, it was informed that for the first time, LDO's posts have been filled in 73 districts.

He reiterated that the GoN is committed to fulfil the terms and conditions of LGCDP-II, and that it is the responsibility of the MoFALD, while more cooperation is expected from DPs. He noted that performance contract has been signed between MoFALD and the Executive Officers (EOs) of eastern development region. The country is in the process of political transition and state restructuring and developing new constitution.

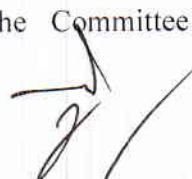
Dr. Subedi concluded the 4th NAC meeting thanking DPs and line ministries for continued cooperation to LGCDP

Decisions by the National Advisory Committee

The National Advisory Committee discussed and endorsed the following policy decisions for implementation:

1. The Committee endorsed and approved shifting of grievance handling activities from output 6 to output 2.
2. The Committee endorsed recommendations made by the Sub-NAC that MoFALD conduct mandatory induction training for Development Officers (LDOs) and Executive Officers (EOs) as well as for interested and potential ones, and establish comprehensive handover procedures with immediate effect when officials are transferred to ensure continuity and retention of institutional memory.

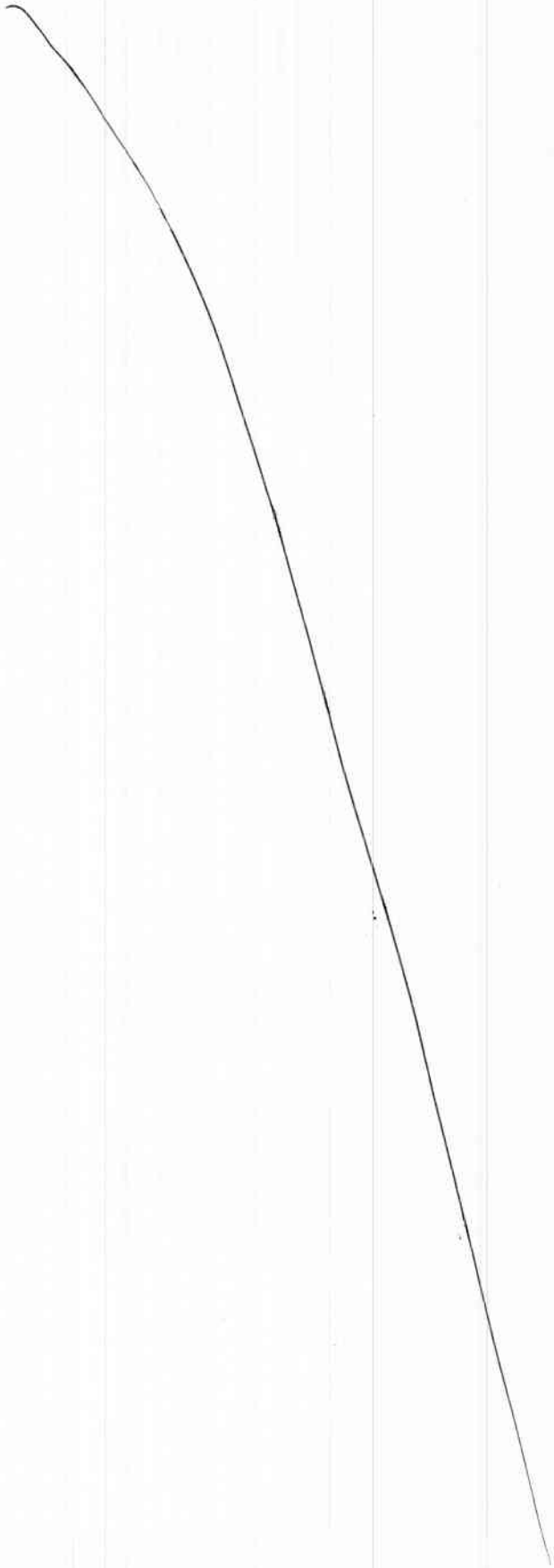
3. The Committee noted that LBs are overburdened with too many committees. Thus, current structures, compositions, roles and responsibilities and capacities of different committees should be reviewed and mainstreamed to meet the growing demands of citizens and to allow for better coordination and collaboration among actors and stakeholders.
4. The Committee endorsed the revision of targets set in Strategic Implementation Plan (SIP) for Environment Management Plan (EMP) under output 7 from 30 % to 80% in DDCs and from 30 % to 75% in Municipalities by 2016/2017. Also it endorsed the proposal to revise the log frame for output 8 and 9 under outcome 4.
5. The Committee endorsed to commission a policy review study to develop a clear roadmap to address challenges on budget allocation and alignment between district periodic plans, sectoral plans and annual plans which are mostly activity-based and not result-based, contributing to confusion amongst stakeholders. This also includes allocation of resources from central level agencies including MoFALD based on bottom up planning and budgeting process.
6. The Committee endorsed the revised delegation of responsibility to the Technical Assistance Sub-Committee (TASC) and revised its ToR in order to bring all Technical Assistance (TA), both direct and aligned, under one management mechanism. The Committee approved the proposed structures and meeting arrangements of TASC.
7. The Committee endorsed the recommendation to publish a final report of corruption cases related to MoFALD and local bodies where verdicts have been rendered by the Commission for Investigation of Abuses of Authority (CIAA), court system and/or other administrative decisions and to publish on the MoFALD website.
8. The Committee endorsed that the LGCDP programme document needs to be revised to reflect some changes such as the creation of 133 new municipalities by the government and incorporation of specific capacity development schemes (fund, functions and functionaries).
9. The Committee endorsed that the earmarked budgets for the targeted groups (10% children, 10% women, 15% disadvantaged) should be ensured to be spent fully on the target groups and the expenditure should be tracked and reported to MoFALD.
10. The Committee deemed the progress on Programme Results Matrix satisfactory. However, the public financial management performance and expenditure capacity of LBs needs to be improved substantially, hence it is recommended that MoFALD gives more focus on implementing public financial management (PFM) and FRRAP activities along with intensive monitoring. The Committee suggested exploring possibilities of deputing



accounting staff in the cluster of VDCs to ensure proper bookkeeping and financial compliance.

11. NAC formally approved the closure of LGCDP-I taking into consideration that all the commitment and obligation are fulfilled with regard to LGCDP-I and outstanding unspent fund reimbursed or adjusted based on bilateral donor agreements and that LGCDP-II is fully operational.
12. The Committee endorsed CACs expansion and limited community grants can be utilized from Joint Financing Arrangement (JFA) pool in compliance with JFA and bilateral agreement signed between the signatories.
13. The Committee appreciated the ongoing indicator-based performance agreements signed between the Secretary of MoFALD and Executive Officer of Municipalities and suggested MoFALD to roll it out in all LBs along with regular performance tracking.
14. The Committee recommended reviewing the possibility of aligning some portion of VDC grants and JFA pool money for providing incentive to high performing VDCs. The Committee delegates the authority to output groups and Sub-NAC to approve. The Committee also suggested Sub-NAC to make necessary arrangement not to penalize the general public due to failure of administrative process from officials on MCPMs.
15. The Committee approved the revised Annual Strategic Implementation Plan (ASIP) 2014/15, AMEP 2014/15, Annual Progress Report 2014/15, Procurement Monitoring Report (PMR), Programme Result Matrix (PRM), Cash Flow Forecast 2014/15 based on technical review and consultation at output group level and on the recommendation of the Sub-NAC.
16. The Committee expressed its gratitude to Swiss Cooperation for Development (SDC) for providing additional 7.5 million CHF (equivalent to 7.5 million USD) for LGCDP-II.
17. The Committee delegated authority to Sub-NAC to discuss the proposal to commission a study to design the road map of new municipalities and its capacity building initiatives.

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Abbreviations

ADB	Asian Development Bank
ADDCN	Association of District Development Committees of Nepal
APMF	Asia Pacific Ministerial Forum
ASIP	Annual Strategic Implementation Plan
CAC	Citizens' Awareness Centre
CD	Capacity Development
CFLG	Children Friendly Local Governance
CIAA	Commission for the Investigation of Abuse of Authority
CSO	Civil Society Organisation
DDC	District Development Committee
DFID	Department of International Development
DIMC	Decentralisation Implementation Monitoring Committee
DP	Development Partners
DSMC	District Social Mobilization Committee
EFLG	Environment Friendly Local Governance
EO	Executive Officer
EMP	Environment Management Plan
FCGO	Financial Comptroller General Office
FRRAP	Fiduciary Risk Reduction Action Plan
FRM	Fiduciary Risk Management
GoN	Government of Nepal
ICAI	UK Independent Commission on Aid Impact
ICTV	Information Communication Technology Volunteers
JFA	Joint Finance Agreement
LB	Local Body (refers to all levels of local government)
LDO	Local Development Officer
LGAF	Local Governance Accountability Facility
LGCDP	Local Governance and Community Development Programme
LSGA	Local Self-Governance Act
LSP	Local Service Provider

MCPM	Minimum Condition Performance Measure
MoAD	Ministry of Agriculture Development
MoFALD	Ministry of Federal Affairs and Local Development
MoUD	Ministry of Urban Development
NAC	National Advisory Committee
NSP	National Service Provider
SDC	Swiss Development Cooperation
SIP	Strategic Implementation Plan
SSVRD	Social Security and Vital Registration Department
Sub NAC	Sub National Advisory Committee
NGO	Non-Governmental Organization
NPC	National Planning Commission
OAG	Office of the Auditor General
PEFA	Public Expenditure and Financial Accountability
PFMA	Public Financial Management and Accountability
PFM	Public Financial Management
PRF	Programme Recruitment Facility
TAs	Technical Assistances
TASC	Technical Assistance Sub Committee
UNICEF	United Nations Children education Fund
UNDP	United Nations Development Programme
WCF	Ward Citizen Forum
VDC	Village Development Committee

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