

### UNITED NATIONS DEVELOPMENT PROGRAMME PROJECT OF HIS MAJESTY'S GOVERNMENT OF NEPAL PROJECT DOCUMENT

**Project Number: Project Title:** 

NEP/02/032

LGP/PDDP Bridging Phase Programme

Project Short Title:

Starting Date: End Date:

Management Arrangement:

**Designated Institution:** Implementing Agents:

Project Site:

ACC Sector/Subsector:

DCAS Sector/Subsector:

Primary Type of Intervention:

ary Target Beneficiaries:

**Beneficiary Countries:** 

LGP/PDDP Bridging Phase 01/01/2003

31/12/2003

National Execution (NEX) Ministry Of Local Development **UNDP - Support Services** 

Ministry Of Local Development (NEX) 60 Districts of Nepal

Nepal

Governance Development, Strategies and policies

Primary Areas of Focus/Sub-Focus:

Promoting Sound Governance - Decentralization and

strengthening of local governance Capacity-Building - Institution-building

Target Organizations - Government - Intergovernmental

Organizations

Sumary of UNDP and Cost-Sharing Inputs in US\$ as per atached budget(s)						
Inputs						
	Rev "B"					
UNDP TRAC	747,486					
BCPR - HM	500,000					
Cost Sharing						
DFID	1,250,000					
NORAD	1,250,000					
TOTAL	3,747,486					

LPAC approval date	11/12/02
BPAC approval date	4.6:
Programme Officer	Anil KC

### **Brief Description:**

The project will provide a bridging phase between the LGP/PDDP and the new Local Governance Strengthening Programme (LGSP). During this period, activities in support of the social and economic empowerment of the community people will be implemented. The principals and approaches to deal with the issue of social exclusion and deprivation will be piloted in additional 100 VDCs. Activities at the district level will be limited to the maintenance of the systems already in place while support at the central level will be centred around developing policies and strategies based on pilot experimentation and building ICT/GIS as an effective tool for better planning and programming of development resources. The attached Project Document also regularized the Advance Authorization issued on 31 December 2002.

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Approved by:	Signature:	Date:	Name/Title:
Government:  Designated Institution:	UNDER SE Stama:		one panty for Knowledge of one of the Secretary chesh L. Shorman
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UNDP:

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Resident Representative

### His Majesty's Government of Nepal

### United Nations Development Programme

LGP/PDDP Bridging Phase Programme - NEP/02/032

### BRIEF DESCRIPTON:

This project will provide a bridging phase between LGP/PDDP and the new Local Governance Strengthening Programme (LGSP) for a further 12 months during 2003. The project has been designed to support the social and economic empowerment of poor people and socially excluded communities, whilst minimally maintaining systems already introduced at the district level without undertaking any major new activities. The community components will be managed by the Local Development Fund, which already has established by-laws and can operate independently of local government elections. Some innovative aspects to the existing project have been introduced, including positive discrimination for ethnic minorities and women, the contracting of specialised agencies and/or NGOs for experimentation in transparency and accountability practices. management and improved GIS services. The project will include 100 new priority villages selected on the basis of extreme poverty, the high numbers of ethnic minorities, isolation and levels of conflict. There will be a phasing down of project support for mature VDCs where community groups are capable of managing their own affairs.

### <u>Acronyms</u>

**VDCs** 

VDP

Bureau for Crisis Prevention and Recovery BCPR. CBS Central Bureau of Statistics CMC Chairperson Manager Conference CO Community Organization DDA District Development Advisor District Development Committee DDC Department for International Development DFID DIMC Decentralization Implementation Monitoring Committee DIP Decentralization Implementation Plan EC **Executive Committee** GIS Geographical Information System ICT Information and Communication Technology LA Line Agency LDF Local Development Fund Local Development Fund Advisor LDFA LDFB Local Development Fund Board LGP Local Governance Programme Local Governance Strengthening Programme LGSP LTFB Local Trust Fund Board Ministry of Local Development MLD MoF Ministry of Finance NEX National Execution NFD National Framework Document NGO Non-Governmental Organization **NPCS** National Planning Commission Secretariat PDDP Participatory District Development Programme PMU Programme Management Unit SDC Swiss Development Corporation **SMELC** Social Mobilisation Experimentation and Learning Centre SRM Sub-Regional Manager SRMO Sub-Regional Management Office Tribhuvan University TU UNCDF United Nations Capital Development Fund United Nations Development Programme UNDP UNICEF United Nations Children's Fund UNV United Nations Volunteers

Village Development Committees

Village Development Programme

### Part la. Situational Analysis

UNDP has been supporting the government in developing and implementing decentralisation policies and plans since the early 90's. Since the enactment of the Local Self Governance Act in 1999 and its Rules in 2000, UNDP has been supporting the implementation of the act and enhancing the capacity of local government to take up their new responsibilities, whilst also promoting a participative people-centred approach to local development. This is reflected in the UNDP country programme, which emphasises the development of the framework for decentralisation, the capacity of local governments to implement decentralisation, and the empowerment of poor communities to access local government services through social mobilisation and self-organisation.

The Decentralization Implementation Plan (DIP) approved by the Government, and the Government's National Framework Document on Decentralized Governance and Capacity Building (March 2002), provide the legal framework for this project.

LGP/PDDP was originally due to end in September 2002, and much of the local government capacity building component was to be taken over by a new multidonor funded project called Local Governance Strengthening Programme (LGSP). However, for a variety of reasons the LGSP project has not been finalised and is unlikely to be active on the ground until mid 2003 at the earliest. During this period Nepal is undergoing a period of instability resulting from the current conflict, which is causing a serious disruption in service delivery to rural areas. At the same time the expiry of the term of office of local bodies and their non-extension coupled with the fact that the local election cannot be held in near future have compounded the situation.

LGP/PDDP are the major UNDP-supported programmes in Nepal for empowering poor people through their Village Development Programme's social mobilisation and economic empowerment components. They also provide support in building capacity within the Local Bodies to plan, programme and manage participatory development process. If the project does not continue beyond its current finishing date and as there is currently no effective substitute (in the form of LGSP or any other local government and social mobilisation programme) there would be a reduction in the support available to rural communities at a time when they are most needed. To reduce inputs now, during a time of conflict and after several years of successful social mobilisation, is a potential recipe for further aggravating the causes of conflict.

During the bridging phase, the project needs to address the following challenges:

- to ensure that the systems already developed to support the process of decentralisation do not fall apart when there is temporarily no elected local government,
- to promote social strength and empowerment for disadvantaged groups (ethnic minorities/dalits and women) in a situation of conflict and where human rights are coming under threat,
- to encourage economic activity for poor people when there is reduced government expenditure in rural areas, and

 to increase the project impact on some of the primary causes of conflict through further concentration and experimentation in addressing issues of inequality, social exclusion and neglect.

Given the fact that the poor, marginalized people mostly from the ethnic/dalit communities suffer from deprivation and social exclusion, the project will aim at addressing this issue. Therefore, the beneficiaries will be primarily poor families and marginalized groups who will be provided with a package of services including training, credit facilities, community grants and participation in decision-making process. Furthermore, the disadvantaged groups and families will be empowered to access sectoral services through the social mobilisation component (see also Annex A). The Bridging phase will continue to work in 550 existing project villages, involving 300,000 households (approximately 1.5 m people), and in addition will begin preparatory and experimental work in 100 new VDCs, involving approximately 35,000 new households, selected on the basis of low scores in the Human Development Index, a high percentage of ethnic minorities, isolation (distance from roads) and susceptibility to conflict. Such targeting is possible through the use of the project's GIS systems.

The most recent assessment of LGP/PDDP¹ showed some very positive gains achieved by the projects which also need to continue in the coming years, particularly in the field of promoting participatory and accountable local government, reducing gender disparity, supporting social and economic activities of poor families and through promoting the sustainability of inputs through the provision of CO cooperatives and the provision of local trust funds. The programme was assessed as being less successful in specifically targeting disadvantaged minorities. The more recent report of the Bureau for Crisis Prevention and Recovery Mission² (BCPR) also strongly recommended adopting a positive discrimination approach in favour of ethnic minorities for development assistance as a means for addressing some of the root causes of conflict and discontent in Nepal. This recommendation has been taken on board and is one of the innovative thrusts of this project

In short the LGP/PPD Bridging Phase Programme will focus on: Ensuring a more effective, poverty and DAG oriented programme implemented through the LDF in 60 districts to help mitigate the present conflict and provide a sound basis for the subsequent implementation of the Local Governance Strengthening Programme.

### Part Ib. Strategy

The Government's Ninth Plan (1997-2001) and the ongoing Tenth Plan (2002-2006) have accorded poverty reduction as an overarching goal, and decentralized governance as the pivotal strategy aimed at enhancing participation of people in democratic decision-making and development processes. The Government has also been in the process of implementing the 1999 Local Self-Governance Act with focus on strengthening the local elected authorities. However, the absence of

<sup>&</sup>lt;sup>1</sup> Review on Decentralisation in Nepal – Joint HMGN-Donor review on Decentralisation in Nepal, August 2000

<sup>&</sup>lt;sup>2</sup> Crisis in Nepal: A Development Response – Report Prepared by the Bureau for Crisis Prevention and Recovery, UNDP. May 2002.

elected local government is a major hindrance to further development in this field. The government has already adopted the Village Development Programme model, as developed and implemented by LGP/PDDP, as a key strategy for poverty reduction. The project strategy will therefore be aimed at strengthening the social mobilisation aspect of the programme (the Village Development Programme), particularly for marginalized groups/Dalits and women, and strengthening their social and economic empowerment.

The greatest concentration of project activities and the greatest concentration of project resources will be at the community level through the Village Development Programme (VDP). The Bridging Phase will work through the Local Development Fund (LDF), which can support community activities and supply services, even though elected local government officials are absent, through its established bylaws and committees made up from local government, line agencies, community representatives, NGOs and the private sector. The project will further cooperate closely and work with the local bodies and line agencies where appropriate. The LDF resources will be increased and adapted to better suit the specific needs of different communities who will be able to choose the balance of inputs between credit, training and grants. The social mobilisation component will also take on a new role as an action group to promote and protect the rights of marginalized groups and women through awareness raising of human rights issues and the establishment of a communication channel between COs and the Human Rights Commission. Furthermore a policy of positive discrimination in favour of ethnic minorities and women will be implemented both for project inputs as well as for recruitment. To ensure immediate impact and service delivery for the poor, the programme will start its implementation and alignment towards the poorest of the poor immediately and then prioritise the rationalization of the programme management at central level.

The programme will continue with some limited maintenance of decentralisation instruments and procedures, such as the GIS systems, at the central level with MLD/NPC and at the local authority levels. Other aspects of capacity building will be implemented at later stages of the project after the elected bodies are in place. The Committee formed by the Government at the local level will continue to implement the decisions made by the previous local governments.

The project will begin phasing down some of their work in mature VDCs where the social mobilisation components are well established and can maintain their programmes with the minimum of support and supervision. To promote further the priority for targeting marginalized communities the LDFBs will identify 100 new priority VDCs, selected on the basis of poverty (HDI), concentrations of ethnic minorities, isolation and conflict. The final selection will be made by the PMC based on the PMU recommendations.

### Implementation Strategy to reach the poor, DAGs, ethnic communities/

Since the major thrust of the project is to reach the poorest VDCs inhabited largely by the disadvantaged groups, ethnic minorities and dalits, the project intends to introduce following strategies to implement the project activities.

### i) For the New 100 VDCs

- 1. The additional 100 VDCs will be selected from within the current programme districts (particularly from the mid-western and far-western region) to ensure speedy implementation of the programme activities during the bridging period. Going to non-LGP/PDDP districts at this stage would require more time which does not seem appropriate at the moment.
- A detailed listing of the VDCs of the programme districts will be made based on poverty (using HPI), population composition by caste, ethnic groups, and dalits.
- Using GIS, the VDCs will be matched based on the high poverty level and concentration of ethnic groups/dalits, and disadvantaged groups. The programme will be implemented on a priority basis in those VDCs that have high ethnic population, dalits and DAGs.
- 4. Social mobilisers and other field level staff will be recruited from among the above-deprived communities. A special training package will be developed to provide them thorough training on their job. Social Mobilisation Experimentation and Learning Centre (SMELC) established at Rampur Campus will be mobilised to prepare relevant training package and to conduct trainings.
- 5. The social mobilisation package will be adapted to suit the needs and priorities of the VDCs. For example, if the communities need more investment in small productive infrastructure, this will be done on a priority basis.
- 6. If there are appropriate local organisations, the LDF will use their expertise for training, skills including mobilisation activities.
- 7. Performance assessment of the social mobilisers will focus on how effectively they engage with socially excluded groups (dalits) and other disadvantaged groups including women.
- 8. A watchdog group will be formed at the district level and quarterly reviews will be held at the district level to track the progress and impact on the lives of the poorest community groups.
- 9. The lessons learnt will be provided to MLD and NPC as inputs to policy formulation.

### ii) For the ongoing VDCs

Currently, the LGP/PDDP are implementing the VDP in 550 VDCs. Efforts will be made to reorient the VDP in these VDCs also to better focus on the disadvantaged groups as follows:

- A benefit mapping exercise will be conducted to analyse whether the most needy and poor community members are benefiting from the programme or not. Lessons will also be drawn from SAPAP/SMELC.
- In VDCs where the benefits are not going to the very poor community members, a special formula will be adopted (this is operational in some VDCs) to ensure that their needs are met first. A reorientation will be provided to the chairperson and managers of the group on how to support the most poor among themselves.
- 3. It has been noted that the poorest members are discouraged from obtaining larger size loans. Special attention will be given to removing barriers to access larger loans. Based on lesson from Syangja, insurance scheme and flexible repayment system will be introduced to deal with such issues.
- 4. The poorest members could be encouraged to jointly undertake incomegenerating activities by providing them access to public resources such as land, water, forestry, etc.
- 5. A "Do-No-Harm" test would be conducted while implementing the various components of the social mobilisation. This would ensure that the implementation of the programme activities do not, at least, further marginalize the groups. The community members will be exposed to the various Human Rights related issues. A communication link will be established with the Field Coordinators of the National Human Rights Commission.

The following table shows that the bulk of the resources are being channelled to the community level in accordance with the priority and focus of the programme.

Table A. Allocation of Funds

Level	Amount (US\$)	Percentage
Community level	2,407,500	64
District level	34,000	1
Central level	339,590	9
Personnel	720,350	19
Operations, equipment, reporting and sundries	136,896	4
CO Management Cost	109,150	3
Total	3,747,486	100

# PART II - PROJECT RESULTS AND RESOURCES FRAMEWORK

### Intended Outcome:

- development Effective regulatory, legal and policy framework for decentralisation and local capacity to plan and manage local
- Poor communities exercise their right to self-organisation and to build alliance

### Outcome Indicator

and manage local development increased Legislative framework for decentralisation implemented; Capacity of local authorities to plan, programme, and budget

Baseline - Local Self-Governance Act in place; Limited management capacity in districts

tunctions Target - Decentralisation Policy and Plan implemented. Local government assumes responsibility for four sectoral

2. Institutional mechanisms (Local Development Fund) established and operating at the district level to manage the

Baseline - Community organisations have been formed in 430 VDCs. Women manage 35% of these organisations. Local community mobilisation programme

Trust Fund established in 40 districts

districts actively participate in the planning and management of development projects. LDF established and functioning in 75 Target - Community organisations formed in 650 VDC. Women lead nearly 50% community organisations. The groups

# Strategic Area of Support - Decentralisation policies and Alliances by the Poor

will provide technical assistance in the area of social mobilisation. productive small infrastructures at the community level. The Social Mobilisation Learning Centre established at the Rampur Campus collaboration will be maintained with UNICEF, which is implementing DACAW programme in 25 districts. With the support of UNCDF, DFID, NORAD. The experiences of other partners such as DANIDA, SNV, GTZ, etc. will be utilised as appropriate. Close decentralisation area. This will help to ensure appropriate legal and policy support. At the district level, the elected bodies and the Partnership Strategy - UNDP will forge strong partnership with NPC and MLD - the leading Government Agencies in the the capacity of the local bodies is being strengthened in the area of fiscal decentralisation, monitoring and providing grants for Local Development Fund will be major beneficiary partners. UNDP will also work closely with other major donor partners such as

<sup>,</sup> Activities in support outcome number 1, is intended to start only after elected local governments are in place – planned Mid 2003

<sup>&</sup>lt;sup>2</sup> Targets mentioned here are UNDP long-term targets, not specific project targets. The project is expected to contribute to these targets

# Project Title and Number - LGP/PDDP Bridging Phase -NEP/02/032

Intended Outputs	Indicative/main Activities	Verifiable indicator	Inputs (Budget line in US\$)	udget \$)
	1000	TO A STATE OF THE PARTY OF THE	BL 31.01	30,000
1.1 Local Development Fund	1.1.1 Strengthen the LDFB with local staff,	a) Exit strategy of		
(LDF) strengthened and	necessary orientation, training and equipment for	programme support to		
institutionalised at the local level for	effective management of LDF operations	VDCs developed and		
poverty reduction efforts	1.1.2 Prepare and operationalise exit/reduction	endorsed by April 2003.		
	strategy of VDP operational inputs by internalising	b) Programme support	BL 21.01	490,000
	operational inputs (cost of mobilization team and	withdrawn from 50		
	other logistics) through DDC/VDC resources and	mature VDCs by		
	LDF income in matured DDC and VDCs	December 2003.		
	1.1.3 Categorize VDP VDCs in terms of maturity	c) Situation of poorest of		
	and further support requirements to address second	the poor in COs improved		
	threshold issues	(external monitoring		
	1.1.4 Develop district specific policies on pro-poor	survey 4 <sup>th</sup> qtr 2003).		
	and positive discrimination for better addressing			
	issues of the underprivileged groups/members and			
	women, including the identification of priority VDCs			
	and priority families			Œ.
	1.1.5 Establish communication linkages between			
	COs and the NHRC.		BL 21.01	10,000
	1.1.6 Based on need, develop outsourcing			
	mechanism for specialized training and transfer of			
200	appropriate technology to the rural communities		BL 21.01	1,500
	1.1.7 Conduct studies for the registration of			
	CMCs/COs in collaboration with SMELC etc.			
	1.1.8 Support and implement exit strategy of VDP in		BL 21.01	75,000
	matured VDCs by introducing the Local Facilitator			
	prepare strategy, prepare training manual, CMC to select CO members to train as Local Facilitators			

Intended Outputs	Indicative/main Activities	Verifiable indicator	Inputs (Budget line in US\$)	3udget S\$)
	including positive discrimination in favour of ethnic minorities and organise the training for the selected CO members  1.1.9 Explore and/or develop proposal for resource mobilization to attract other interested development partners to augment COs' development initiatives  1.1.10 Conduct study on progress towards, and methods for, the sustainability of the LDF  1.1.11 SMELC institutionalised and services utilized		BL. 24.01	106.590
	to strengthen SM process.		Sub-total: US\$ 713,050	50
1.2 Pro-poor and positive discrimination policies introduced and operationalised to empower rural poor and underprivileged communities and	1.2.1 Provide a flexible package of credit/grants/training targeted at poorest families and adaptable for the needs of different communities and groups	a) Positive results from 100 new VDCs documented. b) Positive discrimination b) Positive discrimination	BL 21.01	185,000
VDP approach tested in 100 new poor	1.2.2 LDF selects and introduces VDP in 100 new VDCs targeting poor VDCs with high concentration of DAGs, marginalized communities, Dalits, etc.	b) Positive discrimination policy for recruitment of LDF staff developed and agreed by March 2003.	BL 21.02	1,000,000
	1.2.3 Conduct benefit mapping exercise to analyse benefit shared by COs in terms of gender, ethnicity	c) Benefits targeting the poorest of the poor and		
	and others  1.2.4 Develop and operationalize COs constitution	DAGs increased by 25 percent in the period		
	to adapt rotational system for assuming leadership and management functions in COs and increasingly	March-December 2003. d) LDF staff composition		
San a	following and monitoring COs creeds  1.2.5 Provide (refresher) training programmes to	across all districts shows an increase in staff with	BL 31.01	15.000
	(new) chairperson and managers in leadership and management functions of COs	DAG background of 12 percent.		
	1.2.6 Review and streamline the social mobilisation and resource delivery process towards pro-poor and disadvantaged as credit capital	e) Lease schemes introduced in a minimum	BL 21.01	400,000
	1.2.7 Introduce positive discrimination policy in the			50

Halch	areas s	commu	opport	the gra	and va	through	especia	agenci			matured communities for accelerated 1.3.2 D			The state of the s	basis	(Such a	mainst	exposu	1.2.9 L	opportunities	pro-po	field st	1.2.8 C		intellined Oathars
materially fiedian, agriculture technology etc.	areas such as improved livestock, family planning,	1.3.6 Upgrade skills of village experts to strengthen community-managed services in identified potential	technologies in enhancing economic development opportunities in the matured COs	the grassroots  1.3.5 Demonstrate appropriateness of rural	and various line agencies on successful cases at	through communication receivers	especially on HIV/AIDs and educating girl child		and budgets of the VDCs and district level line	communication centre of communities such as plans	1.3.2 Display development information in	(agriculture, appropriate technology, market prices	1.3.1 Launch dissemination of relevant information			(such as land, forest, animal and water) on a pilot	mainstream them in social mobilization process	exposure for the underprivileged groups to	1.2.9 Launch targeted motivation, training and	opportunities	pro-poor and equity issues, conflict management	field staff on second thresholds issues including:	1.2.8 Organize refresher training courses to LDF	Not of Dr. dos	indicanve/inam Achvines
				£			December 2003.	disseminated to VDCs by	b) HIV/AIDS information	2003.	VDCs by December	a) Information										^			Verillable indicator
000,621,450	Sub-total:	BL 21.01		BL 21.01	BL 31.01	9					BL 21.01	•		US\$ 1,695,000	Sub-total:	DL %1.01	2		BL 21.01				BL 21.01	line in US\$)	inputs (aguet
		50,000		45,000	10,000						20,000			ŏ		10,000			65,000				20,000	9	, lager

Intended Outputs	Indicative/main Activities	Verifiable indicator	Inputs (Budget	daet
			line in US\$)	9
1.4 Qualitative and quantitative monitoring system further developed and implemented at district and village levels	1.4.1 Review existing monitoring system and include improved qualitative monitoring components 1.4.2 Formulate and operationalize district specific monitoring guidelines with institutional framework at	a) Indicators of maturity     of VDCs developed and     implemented by June     2003	BL 21.01	5,000
	the district and village levels  1.4.3 Train LDFB and VDC staff on monitoring system  1.4.4 Provide logistic support (guidelines, pictorial charts, format and others) for instituting monitoring	-	BL 31.01	7,500
	1.4.5 Based on monitoring results, categorize COs in terms of maturity and support and linkage			
	requirements  1.4.6 Experiment public auditing of COs and		BL 21.01	5,000
	disseminate results  1.4.7 Conduct annual external monitoring survey to measure the impact made on the lives of rural poor		BL 21.01	8,000
	1.4.8 Prepare and publish Rural Infrastructure manual in Nepali version		Sub-total: US\$ 43,500	
2.1 Capacity of NPC/MLD is enhanced on the expanded use of existing GtS products for poverty identification, national development planning, decision making, and monitoring development	2.1.1 Assess the GIS outputs and quality/validity of the GIS data and improve it based on the findings 2.1.2 Establish and develop linkages between NPCS/MLD GIS Facility and other GIS users (different line ministries/departments, user community) and data developers (Survey Department, TU, CBS) in Nepal to share information and enlarge scope of GIS use for national development.	<ul> <li>a) NPCS/MLD data distribution policy implemented.</li> <li>b) NPCS and MLD GIS section fully internalised by December 2003.</li> </ul>	BL23.01	10,000
	2.1.3 Share available GIS products to the users by implementing NPCS/MLD data distribution policy		BL 23.01	20,000

Intellided Outputs	Indicative/main Activities	Verifiable indicator	Inputs (Budget	idget
	guidelines to minimize resource duplication		line in US\$)	*
	2.1.4 Support the development of Web/ICT based information sharing platform in MLD and prepare ground work to develop existing GIS Facility to		BL 23.01	35,000
	Web-based GIS Facility for easy access to users  2.1.5 Provide technical advisory support to MLD		D 33 03 11.	000
	GIS Section activities fund policy and train MLD GIS Section staff on structured learning process so as to sustain GIS Facility within NPCS/MLD at the end of	>	DF 23.03	30,000
	the programme period.  2.1.6 Produce 'Census 2001 Atlast in collaboration			
	with NPCS/MLD GIS Section/CBS to be used by national level policy makers.		BL 23.02	14,500
		de la company de	US\$ 129,500	
2.2 NPC/MLD capabilities to form policies and mechanisms for development for marginalized communities and women enhanced through dissemination of findings from	2.2.1 Produce and disseminate annual reports, bulletins as well as occasional papers documenting the impact of the programme on institutional development and on the lives of the individuals	<ul><li>a) Pro-poor DAG policies drafted by September 2003.</li></ul>	BL 23.02	15.000
project experimentation and piloting activities.	2.2.2 Mobilise teams of central policy makers and development workers, media personalities and interested parties to visit sites to draw policy inputs and share ideas		BL 31.01	12,500
	2.2.3 Support NPC in mainstreaming DAG issues in			
	voi related policies.		Sub-total: US\$ 27,500	
3.1 DDC supported to maintain minimum technical operations such as database, accounting, ICT and GIS.	3.1.1 Establish internal communication system in DDCs for easier communication (intranet, where feasible)	a) GIS based resource and poverty maps used	BL 22.01	19,000
etc.	3.1.2 Strengthen DDC digital accounting procedures.	by line agencies, local bodies and NGOs in policy making and		

200	116 4 2704 000	TOTAL		
Ç.	US\$ 13,500	60 districts by June 2003		
	Sub-total:	at VDCs and DDCs in the		
77		literates on public display	methods of accountability for semi literate people	
		accessible to semi-	improved transparency pitots in VDP, VDCs, and	enhanced in programme VDCs.
13,500	BL 23.02	<ul><li>a) Information on VDP</li></ul>	3.2.1 Contract agencies to conduct experiments in	3.2 Transparency and accountability
	US\$ 34,000			
	Sub-total:			
			and poverty maps to LAs, NGOs.	-
15,000	BL 22.01 15,000	planning	3.1.3 Prepare and disseminate GIS based Resource   planning	
	line in US\$)			
dget	Inputs (Budget	Verifiable indicator	Indicative/main Activities	Intended Outputs

### Part III - Management Arrangements.

### Execution (Institutional) Arrangements

The Ministry of Local Development (MLD) will be the executing agent of the programme. The National Planning Commission (NPC), as the cooperating agent, because of its multi-sectoral orientation and policy-making mandate, will support the Executing Agent. The Executing Agent will appoint a National Programme Director (NPD) to carry out the management of the programme. He/she assumes overall responsibility for the successful execution and implementation of the programme, ensures full compliance of financial rules/regulations, work plan, reporting, and serve as a focal point for the coordination of the project with other agencies. The NPC will appoint a coordinator to coordinate implementation on policy related issues including monitoring, decentralization policies and guideline preparation. The programme will support the NPC in policy formulation and GIS institutionalisation.

The Executive Committee (EC), which has been formed under PDDP/LGP, to guide the programme implementation and bring about multi-sectoral coordination, will provide overall policy guidelines to expedite the implementation of the programme activities. EC will provide policy inputs based on the policy decisions of DIMC, DWC DIP and NFD and others, as appropriate.

### Programme Management at the Central Level

The Programme Management Unit (PMU) led by the National Programme Director (from MLD) and supported by the National Programme Advisors will manage the implementation of the programme. The two National Programme Advisors will be responsible for decentralisation policy and social mobilisation (VDP) component respectively. This arrangement would be further assessed during 2003 and adjusted as required to match the future requirements. They will provide necessary professional inputs and management support to NPD for the implementation of the programme activities. All major decisions in accordance with the provisions of this document will be made by the PMU. A quarterly review meeting will be conducted chaired by the Joint Secretary of the MLD to review progress and policy related issues. National Prgramme Coordinator from the NPC will also participate in the PMC and review meetings. UNDP will participate in PMC meeting. Based on the need, PMC will invite representatives from other agencies as well. The programme will be implemented according to the provisions in the NEX Guidelines agreed between MoF and UNDP.

The professional team will support both the MLD and NPC in implementing the programme activities as they relate to each of these institutions. While NPC/MLD will support with relevant policies and guidelines, the MLD, as the executing agency, will be implementing the programme activities. MLD will be the main reporting/funding channel for all programme related matters.

### Transition Plan

In accordance with the decision reached among NPC, MLD, and UNDP, the PDDP and LGP have been merged into one current bridging programme document as of 1 January 2003. This is expected to pave way for smooth transition into LGSP. Given the size of the PDDP and LGP, it was agreed that

while there will be a one programme from January 2003, the management and administrative arrangements need some more time to be streamlined. For this purpose, a transition plan for the six months was deemed necessary. The transition plan would be as follows: Pending the implementation of the transition plan, all the staff of PDDP and LGP would be transferred to the Bridging Programme with necessary adjustments in their job description. This would help to avoid any disruption in the implementation of the programme activities. However, no new staff would be recruited in the vacant positions except for the village development programme. The current staffing level is required to implement the programme in 60 districts and 650 VDCs.

Table B. Transition Plan

Action	Responsibility	Time Frame
1. Conduct assessment of the requirements	MLD/consultant	March-April2003
of the new programme in terms of		
management/administrative structure,		
staffing needs, etc., in the light of the future		
needs, and prepare a detailed plan		
2. Discuss and finalise the Plan	MLD/UNDP	April 2003
3. Implement the Plan	PMU	May- June2003
4. Prepare semi-final revision of the	UNDP	June 2003
LGP/PDDP programmes		
5. Complete the audit of LGP/PDDP	UNDP	March 2003
6. Complete transfer of all equipment	UNDP	June 2003
(vehicle, computers etc.) to Bridging Phase		
7. Implement revised management and	MLD	July 2003
operational system		

### Regional Management Structure:

Nine Sub-Regional Management Offices (SRMO), which have proved to be effective in backstopping project activities will be maintained and further supported with expertise contracted through a mixture of short term consultancies and contracted NGO/institutes to provide services in financial management, transparency and accountability, monitoring and technical support etc. The process will be further supported by the SMELC. No additional SRMOs will be established. The location of the current SRMO will be reviewed and relocated at appropriate sub-regions, if necessary, to provide effective backstopping support to the districts and LDFB.

In line with decentralized and output oriented management system, SRMOs will operate as extended arms of the programme management and will be held directly responsible to the PMU for achieving the programme results at the local levels. Responsibilities of SRMOs include:

- · preparing regional strategies, action plans and budgeting,
- providing technical backstopping support to the DDCs and LDFB,
- overseeing the implementation of LGP/PDDP Bridging Phase Programme support in the districts of the regions through work plan monitoring;

 provide feedback to the programme management through quarterly progress reporting and periodic reviews; and

Such a regionalized approach is expected to provide better management and monitoring of programme inputs, and a better springboard for establishing both horizontal and vertical linkages.

### **District Level Operations Management:**

LDFBs will operate as the major implementing partners of the Programme. DDCs will be the partner only for DDC components, until such a time as they have elected local representatives. All major discussions and decisions will be minuted and will be made available to the programme office, as appropriate.

Flow of funds will be managed through a Memorandum of Agreement; with Village Development Programme funds expenditure will be managed by LDFB only and system maintenance funds through DDC mechanism. This situation will remain in place until elected local governments are in place, at which time funds will be channelled as per the provisions made in DDC financial regulations. While releasing the fund to LDFB, the Programme Management Unit (PMU) will adhere to the provisions made in Memorandum of Agreement.

Requirement for DDA (District Development Adviser) to give professional support to the DDCs will change in focus and in intensity, with future concentration being given to supporting the LDF on social mobilisation issues. The title and TOR of this position will change to that of Local Development Fund Adviser (LDFA). The situation where one DDA was allocated per DDC will be reviewed during this period. Such a review will be conducted in terms of maturity achieved by DDCs and LDF in enhancing their capacity. Based on review, professional support will be henceforth provided though a nodal LDFA who will provide support to 2 or more districts in matured, neighbouring and accessible districts. The presence of LDFA, however, will be continued in immature and inaccessible DDCs explicitly.

LDFA will continue to work as the programme representative in the district, who will ensure that programme inputs are effectively utilized as per the contractual arrangements made with and DDC and LDFBs. LDFA and/or SRMs will also ensure that VDP is implemented as per the LDF policies, plan and budget made available despite handing over the Executive Secretary role to the local staff.

Government has recently designated some Banks for operating bank accounts of all the Nationally Executed Projects. At the central level, the project shall open bank account with the designated bank only. At the regional, sub-regional and district levels, the project shall gradually initiate opening of the bank accounts with the designated banks as appropriate and feasible.

National Project Director will operate the bank jointly and the suitable project staff as identified by the Programme Management Committee. The signatory from the project should normally be the National Programme Manager. (NPM) However in the absence of the post of the NPM, the staff working in the project finance section will be designated as one of the signatories of the bank account

### Monitoring Arrangements

The PMU will conduct quarterly review of the programme implementation based on the reports received from the districts and sub-regional management offices. It will prepare a summarised version of the quarterly report and circulate to all concerned parties. The NPD including other programme team and UNDP will visit the programme districts and VDCs to obtain first-hand information on the programme results. Other agencies and stakeholders will also be invited to visit the project sites as required.

### Social Mobilisation Experimentation and Learning Centre (SMELC)

SMELC is established as a Centre to provide services in the area of social mobilisation and research and is associated with IAAS, Rampur Campus. IAAS has now introduced social mobilisation course for its students with support from SMELC. The LGP/PDDP Bridging Phase Programme, which has a major social mobilisation component, will utilise the services of SMELC.

### Part IV - Legal Context

This document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between His Majesty's Government of Nepal and the United Nations Development Programme, signed on 23 February 1984. The host country-implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government cooperating agent described in that Agreement.

The following types of revisions may be made to this document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the documents have no objections to the proposed changes:

- Revision in, or addition of, any of the annexes of the document;
- Revisions which do not involve significant changes in the immediate objectives, outputs, or activities of the programme, but caused by the rearrangement of inputs already agreed to or by cost increased due to inflation, and
- Mandatory annual revisions, which re-phase the delivery of agreed inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

### Part V - BUDGET (Attached)

### **SM Programme Package**

### A. Institutional Development Component

Financial Support for Meeting the VDP Operation Cost: The LGP/PDDP Bridging Phase Programme provides financial inputs for supporting the operational cost for VDP implementation. This includes salaries of the Social Mobilizers and team and other necessary budget for the operation and maintenance of LDFB. Support for operation cost is based on the contractual arrangement between LGP/PDDP Bridging Phase Programme and LDFB and it is gradually internalized through revenue generated by LDFB and the cost sharing is matched by the DDC and participating VDCs.

Capital Generation through Community Savings: Once organized, a CO is potentially powerful but without capital it will never realize its full potential. Hence, as a necessary condition, all members are orientated to deposit monetary contribution in a savings account at their regular CO meetings. Saving generated by individual members are the assets of the CO and is the first step towards their self-reliance. The generation of capital through savings is of paramount importance to the viability of CO and can be used as collateral for loans to finance subsequent micro-enterprise development at the household or village levels. In other words, the CO can lend money to its members at a rate of profit, which satisfies local credit needs and at the same time contributes to the CO savings.

Skill Development: Villagers can maximize their potential not only by organizing themselves but also by upgrading their existing skills. The rural people already posses a range of skills; however, in order to manage new inputs and technical know-how, these skills need to be built upon. Various skill development training programmes and leadership and management orientation courses are offered to individuals selected by CO on organization development, saving and credit programmes, agriculture, livestock, forestry, book keeping, marketing and other key disciplines.

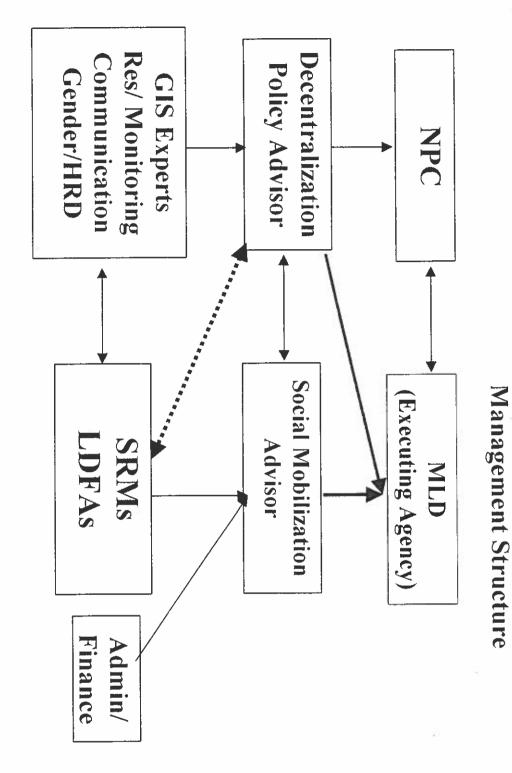
### B. Social and Economic Development Component

COs can have access to the following support for their economic and social development when they reach the "maturity stage."

Credit Capital: The Credit Capital (CC) facility is one of major economic development components in the VDP. This facility will provide an access to COs for credit support for entrepreneurial activities to be undertaken by the CO members, both men and women. This fund is the core part of the "Local Development Fund (LDF)" which is envisioned as the main institutional instrument to sustain operation costs of the VDP and to continue the provision of credit support even after the Programme support ceases.

Seed Grant: Catalytic Seed Grant (SG) is provided to COs as an incentive for increasing their productivity, improving infrastructure as well as enhancing the organizations' resource management capacities. As an essential element in VDP, SGF is matched with cost-sharing contributions from the DDCs and VDCs (cash) and COs (kind). If required, the DDCs and the VDCs will tap the resources from the district line agencies and other sources.

**Technology Transfer:** VDP also provisions some grants to transfer the technology at the settlement level to support the CO's efforts to develop their communities. Without improvements in appropriate technology CO's development potential will remain limited. Improved and small technology suitable to local conditions is one of the most important means of improving local productivity.



### United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme Budget



## United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme Budget

			31,052 31,052	31,052 31,052	Net Amount Total		Ling rotal	
			8,626	8,626	lotal		Line Total	026 00
			8,626	8,626	Net Amount	MOLD	Security for Premises	026.02
			22,426	22,426	Total			200
			22,426	22,426	Net Amount	MOLD	Premises Rentals/PMU, SRO	026.01
							Contract F	026
			106,590 106,590	106,590 106,590	Net Amount Total		LHIG I CIGI	044.33
			106,590	106,590	Total		I no Total	00 700
			106,590	106,590	Net Amount	MOLD	Subcontract	024.01
			-				Contract D	024
			136,284	136,284	Total			
			136,284	136,284	Net Amount		Line Total	023.99
			43,128	43,128	Total			
			43,128	43,128	Net Amount	MOLD	Outsourcing for Specialized servics	023.03
			37,090	37,090	Total			
			37,090	37,090	Net Amount	MOLD	Technical Manuals/Guidelines	023.02
			56,066	56,066	Total			
			56,066	56,066	Net Amount	MOLD	GIS/ICT (NPC/MLD)	023.01
							Contract C	023
			29,327	29,327	Total			
			29,327	29,327	Net Amount		Line Total	022.99
			29,327	29,327	Total			
			29,327	29,327	Net Amount	MOLD	System Maintenance at DDCs (GIS/IC	022.01
							Contract B	022
			2,076,590	2,076,590	Total	\$ 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0	THIS LOCAL	1
			862,550	862,550	lotal		Total	024 00
			862,550	862,550	Net Amount	MOLD	Pilot Programme in 100 VDCs	021.02
			1,214,040	1,214,040	Total			
			1,214,040	1,214,040	Net Amount	MOLD	Social Mobilization Package	021.01
							Contract A	021
							CONTRACTS	020
			621,337	621,337	Total			
			621,337	621,337	Net Amount		PROJECT PERSONNEL TOTAL	019
			437,010	437,010	Total			
			437,010	437,010	Net Amount		Line Total	017.99
			12,938	12,938	Total			
2006	2005	2004	2003	Total	Funding	Implementing	Description	Sbln



## United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme

Budget

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3,174,670 3,174,670	56,660	56,660	35,096	35.096	21,771	21,771	13,325	13,325		21,564	21,564	21,564	21,564			52,139	52,139	52,139	52,139	21,950	21,950	17,251	17,251	12,938	12,938			64,691	64,691	64,691	64,691	64,691	64,691			2,379,843	2.379.843	Total
3,174,670 3,174,670	56,660	56,660	35,096	35.096	21,771	21,771	13,325	13,325		21,564	21,564	21,564	21,564			52,139	52,139	52,139	52,139	21,950	21,950	17,251	17,251	12,938	12,938			64,691	64,691	64,691	64,691	64,691	64,691			2,379,843	2.379.843	2003
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United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme Budget

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				C/S Total								NORAD				DFID		Donor	
												NORAD				DFID		Funding	
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747,486 747,486	2,500,000	72,816		2,427,184	2,500,000	72,816		2,427,184	1,250,000	36,408		1,213,592	1,250,000	36,408		1,213,592		Total	
747,486 747,486	2,500,000	72,816	3.00	2,427,184	2,500,000	72,816	6.00	2,427,184	1,250,000	36,408	3.00	1,213,592	1,250,000	36,408	3.00	1,213,592		2003	
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## United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme Budget

Main Source of Funds: HM - UNDP Trust Fund for Crisis, Post Executing Agency: MOLD - Ministry Of Local Development

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Short-Term Personnel		Local Development Fund Advisors	Sub-Regional Managers		Communication/Publication Officer		GIS Experts/Info Programmer		Gender/Training Advisor		Research/Monitoring Advisor		Programme Advisor (Social Mob.)		Programme Advisor (Pol./Decent)	National Consultants		Line Total		UNDP Monitoring		Travel Cost	Monitoring and Evaluation		Line Total		Programme/Research Assistants/GIS		Messenger		Drivers		Secretaries		Admin /Finance Associate	Administrative Support	PERSONNEL	Description	
MOLD		MO	MOLD		MOLD		MOLD		MOLD		MOLD		MOLD		MOLD					UNDP		MOLD	-	Ĉ	975		MOLD		MOLD		MOLD		MOLD		MOLD			Implementing Fun	
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2,062	37,799 37,799	12,645	12,645	1,512	1,512	3,739	3,739	3,244	3,244	2,591	2,591	3,024	3,024	3,024	3,024		6,598	6,598	550	550	6,048	6,048	-	22,775	22,775	9,374	9,374	825	825	6,872	6,872	2,818	2,818	2,886	2,886			otal	
2,062	37,799 37,799	12,645	12,645	1,512	1,512	3,739	3,739	3,244	3,244	2,591	2,591	3,024	3,024	3,024	3,024		6,598	6,598	550	550	6,048	6,048		22,775	22,775	9,374	9,374	825	825	6,872	6,872	2,818	2,818	2,886	2,886			2003	

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## United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme

Budget

Main Source of Funds: HM - UNDP Trust Fund for Crisis, Post Executing Agency: MOLD - Ministry Of Local Development

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Training/Orientation/Wkshop/Network	Fellowships	TRAINING		SLIBCONTRACTS TOTAL	Line Total	1	Security for Premises		Premises Rentals/PMU, SRO	Contract F		Line Total		Outsourcing for Specialized Servics		Technical Manuals/Guidelines		GIS/ICT (NPC/MLD)	Contract C		Line Total		system Maintenance at DDCs (GIS/ICT	Contract B		Line Total		Pilot Programme in 100 VDCs		Social Mobilization Package	Contract A	CONTRACTS		PROJECT PERSONNEL TOTAL		Line Total		Description
MOLD			1				MOLD		MOLD					MOLD		MOLD		MOLD					MOLD					MOLD		MOLD						1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1	11	Implementing
Net Amount			Net Amount Total	Total	Net Amount	Total	Net Amount	Total	Net Amount		Total	Net Amount	Total	Net Amount	Total	Net Amount	Total	Net Amount		Total	Net Amount	Total	Net Amount		Total	Net Amount	Total	Net Amount	Total	Net Amount			Total	Net Amount	Total	Net Amount	Total	Funding
10,309			362,247 362,247	4,948	4,948	1,374	1,374	3,574	3,574		21,716	21,716	6,872	6,872	5,910	5,910	8,934	8,934		4,673	4,673	4,673	4,673		330,910	330,910	137,450	137,450	193,460	193,460			99,013	99,013	69,640	69,640	2,062	Total
10,309			362,247 362,247	4,948	4,948	1,374	1,374	3,574	3,574		21,716	21,716	6,872	6,872	5,910	5,910	8,934	8,934		4,673	4,673	4,673	4,673		330,910	330,910	137,450	137,450	193,460	193,460			99,013	99,013	69,640	69,640	2,062	2003

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## United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme

Budget Main Source of Funds: HM - UNDP Trust Fund for Crisis, Post Executing Agency: MOLD - Ministry Of Local Development

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BUDGET TOTAL	MISCELLANEOUS TOTAL		Line Total		Country Office Admin. Cost		Sundries	Sundries		Line Total		Annual Report, Bulletins, Wall news	Reporting Costs	MISCELLANEOUS		EQUIPMENT TOTAL		Line Total		Operation/Maintenance (PMU/SROs)		Non-Expendable Equipment		Expendable Supplies/Stationaries	Equipment	EQUIPMENT		TRAINING TOTAL		Line Total	Description	
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Net Amount Total	Net Amount Total	Total	Net Amount	Total	Net Amount	Total	Net Amount		Total	Net Amount	Total	Net Amount			Total	Net Amount	Total	Net Amount	Total	Net Amount	Total	Net Amount	Total	Net Amount			Total	Net Amount	Total	Net Amount	Total	n madina
500,000 500,000	20,122 20,122	16,686	16,686	14,563	14,563	2,123	2,123		3,436	3,436	3,436	3,436			8,309	8,309	8,309	8,309	3,498	3,498	2,749	2,749	2,062	2,062			10,309	10,309	10,309	10,309	10,309	Total
500,000 500,000	20,122 20,122	16,686	16,686	14,563	14,563	2,123	2,123		3,436	3,436	3,436	3,436			8,309	8,309	8,309	8,309	3,498	3,498	2,749	2,749	2,062	2,062	111		10,309	10,309	10,309	10,309	10,309	2003

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Budget
Main Source of Funds: HM - UNDP Trust Fund for Crisis, Post United Nations Development Programme NEP/02/032 - LGP/PDDP Bridging Phase Programme

Sbin 999 Donor Executing Agency: MOLD - Ministry Of Local Development Funding Net Contrib. Total 500,000 500,000

**2003** 500,000 500,000