

CHAPTER – I

INTRODUCTION

1.1.1 General Background of the Study

The Federal Democratic Republic of Nepal is a landlocked country in South Asia and the world's youngest republic. It is bordered to the north by the People's Republic of China, and to the south, east and west by the republic India with an area of 147181 square kilometers and population of approximately 30 millions. More than 84 percent people of the country live in rural area and development is the prime need of the national development. Rural development is a multidimensional concept which encompasses the improvement of economic and social well-being of the rural people. theoretically was widely connected with decentralization in our country immediate after the introduction of these stages of the development strategy pre-fifties, market led development strategy in fifties, sixties and seventies, NGOs led development strategy in Eighties (Bhattachan, 1997, p:3).

The development of local development planning in Nepal has not a long history in fact if started in 1950 when the first five year plan was initiated in the country prior to this period also some activities were done, but they were unplanned and irregular in natures. However, through the activities made in this field after 1950 are given a continuous thought in the development of local development planning.

The VDC is the lowest unit of local govt. institutions. Each district have between 13 (Manang) to 114 (Saptari) VDCs. And each VDC is divided geographically into 9 wards, each represented by an elected ward committee. The chairman and vice-chairman of the VDC are elected by the voters of the VDC, on system of adult franchise. One member from each ward is also elected as a ward chairman. These direct elections are held on party basis. The VDC has the mandate to formulate the implement the development plans on the basis of its own resources, grants received from govt. and from NGOs or CBOs. The VDCs received grants to the tune of Rs.15 to 30 Lakh from the centre. The VDC level projects are executed and co-ordinate through user committees and NGOs. The VDC has to follow the directives issued by the govt. and DDC in relation to the formulation and implementation of village level plans. Their responsibilities to formulate and implement village level plans are significant. However, VDCs are institutionally very weak e.g. VDCs secretary is a govt. employ who is meant to provide administrative support under the direction of DDC chairman. But the secretary's salary (as well chairman and vice- chairmen) has been paid out from the development block grant (Gurung, 2003, p: 29).

Municipalities are the lower tiers of political institutions for urban areas. In each municipality, voters directly elect a Mayor and Deputy Mayor on the party basis. Members of the municipality council also include one elected member from each ward of the municipality. How many wards there are, depends on the size of the town or city. They have mandate to formulate town development Plans and implement the

development Projects on the basis of their own resources, grant received from govt. of Nepal, DDC and national and international NGOs. The municipalities have to follow the directives issued by the government and DDC in relation to the formulation and implementation of Town development Program. They can also execute and co-ordinate their programs through user groups and the elected ward committee. The executive secretary of the municipality is an employ of government that provides administrative support (Gurung, 2003, p: 29). The chairman and vice- chairman of the DDC are elected indirectly on a party basis by the chairman and vice-chairman of each VDC in the district (and Mayor and Deputy Mayor of municipalities). DDC members are also elected indirectly on an Ilaka (area basis). An Ilaka is a grouping of several VDCs. Each of the Ilakas VDC chairman and vice-chairman on political party basis- elect one of their own to represent the Ilaka at the district. Thus, final size of the districts development Committee can range from 9 to 17 members, plus a chairman and vice-chairman. Members of the parliament of the concern district are ex-official members (Gurung, 2003, p: 27).

The prime need of the national development is the development of rural area of Nepal. In multiparty system, particularly in Nepal and the global wise of parliamentary system in general has an importance of local self governance. Today, local government and politics have become focal points of democratic political development Nepal is the synonym of village where about 84 percent people live in rural area of Nepal. Without the development of the village the nation can't be developed. Therefore, an existence of a strong local self government has been badly felt in need for the national development. In this regards the local government can play an important role. In this regard local institutions need development of power, autonomy and freedom of decision on local issues. Except the decision of national importance such as defence, foreign affairs, education, finance, national plan and so on it can carry out these functions where are of peculiar concern of the locality such as water supply, sanitation, maintenance of public buildings, running of public utility services, local transport etc. The essence of all function is that they are purely local in character and need local solution in difference to the requirements of the people inhabiting that locality. Therefore elected representatives of village development community, DDCs have a vital role to lead ahead the development fate of the country.

Decentralization is the process of transforming the function central government to the local strategy from which the genuine participation of people in decision making level and be possible. So Local Self Governance Act-1999, focused on the process of decentralization under its "make previous conducive to the enjoyment of the fruiters of democracy through the utmost all participation of the sovereign people in the process of governance by way of decentralization" (LSGA, 1999, Preamble).

Decentralization has got the constitutional important since the provision of constitution of Nepal. Later on Decentralization Act 1982, Decentralization

Regulation 1984, Local Self Governance Act 1999, Local Self Governance Regulation 1999 and Local Body Regulation 1999 were the remarkable steps on decentralization scheme (Dahal, 2003, p: 293).

District development plan is one of bridge between national developments of rural area of Nepal. Nepal is synonym of village where more than 84 percent people lives in rural area of Nepal. Nepal without the development of the village the nation cannot be developed. Therefore development must be a product of human brain under a certain need. Development planning at the grass-roots level should be stress on the fulfillment of the basic needs of the people as a means to end, the end being the improvement in the quality of life (Sharma, 2006, p: 4). Therefore, an existence of a strong local self government has been badly felt in need national development can play an important role. The various aspect of DDC has a vital role to lead ahead the development of the country.

1.1.2 Participatory Planning Process in Nepal

Many sporadic attempts were made for decentralization right after the early sixties when party less Panchayat system created a national network of elected four tiers Village, District, Zonal, and National Panchayats. In 1963 an Administrative Decentralization Commission recommended an all-out devolution including judicial power to Village Panchayat and District Panchayat.

Decentralization scheme that finally got underway in 1966 after the improvement on the role of DPs did not have any jurisdiction over the development related line agencies in the district. In order to address the continuing problems of the inter-sectoral coordination and the lack of responsiveness on the part of different line agencies, a District Administration Plan was implemented in 1974 at the behest of the king. A separated Ministry of Local Development was established in 1980, which created the office of LDOs the executive secretary of DPs. It was as the coordinating agency of district level development programs (Thapa, 1996, p: 6).

The process was continued for decentralization forming Decentralization Subcommittee in 1981. Then other remarkable step of Decentralization Act 1982, and its implementation by law 1984 They tried to lessen the contradiction between line agencies and DDCs. However these legal instruments were not implemented and the participatory planning process in local government was not in crucial step.

After the registration on multiparty system in 1990, the constitution of kingdom of Nepal 1990 was promulgated. It brought the scheme of change from local to national level on their basic structures and focused on decentralization for people's participation in development oriented plan. Under the scheme of change, not only the name of town, village and district Panchayats were change to municipalities, village and district development committee; the line ministries too were once again declined from the team under the LDO.

As the guidelines of decentralizing scheme, the Local Self-Governance Act 1999 and Local body (Financial, Administration) Regulation 1999 were made which put many provisions forth related to DDC & VDC. On the way of making the people powerful in their own programs in decentralization process a program called "Build Our Village Our self" was introduced in 1994, the succeeding government altered its name and made "Village Development & self-reliance Program" then "VDC Grants Program" (Thapa, 1996, p: 8). Then fund to VDC is still continuing but they are not in effective way.

Since 1994, another program "The Participatory District Development program" has been taken an account to strength decentralized development by taking the district level as its major entry point under the cooperation of UNDP and MLD. It has addressed both aspects of decentralization; retraction of central state and devolution of authority to the local level and involvement of citizens in the process of development keeping the objectives to encourage social mobilization through the village development program, to promote, community Organization and NGOs in resources utilization (PDDP, 1999, p: 50).

More recently, several guidelines and directives such as "VDC Grants Program Guidelines 1994, Participatory Constituency Development Program Guidelines 2000, Social Security & Development Program Implementation Guidelines 2000, Land Revenue/tax Collection and Management Guidelines 2000, Integrated Security and Development Guidelines 2000, Directives of Local Level Mobilization 2004 and different decisions made by MLD", have been issued from time by the government to implement development schemes at the local level. Most of them have focused the decentralization, participatory planning process and need for coordination between development agencies and local governments (IGD, 2002, p: 114).

1.2 Statement of Problem

As a subset of national planning, local development panning has been crucial issues of rural development and it is perceived as a basic component of decentralization scheme in Nepal. However, a plan to be a local is controversy discussion, in terms of ways methods and planners of the planning.

The least setup in the sequence of decentralization is the enactment of local self governance Act, 1999 that is currently under implementation. Local institutions have been treated as the local government and the authority is designated according to local self-governance Act 1999. The local self governance act and related regulation have clearly regulated the provision given the authority to local governments for formulating, screening, implementing and evaluating the local development plans. But in practices those local governments have to mostly depend on the central level for implementation their plans. In this context the guideline of preparing district periodic plan is prepared by national planning commission and is practice by District Development Committees (DDCs). Similarly, many other line agencies have

prepared sartorial plans on the basis of their own guidelines. Additionally, the planned development and investment made on it have not yielded desired results enriching the lives of the people positively.

Nepal is geographically diversified large area, many people lives in remote area suffering from the different problems. Bajura is the also diversity in geographical regions, and their people lives in suffering from the different problems. The people of the remote areas were faced various challenges. Therefore it is a prime need of dynamic local development by opening the prospective in all sectors of the local development, which is the possible only through decentralization process.

The various NGOs, INGOs, CBOs, donor agencies, line agencies and private sectors are involvement in the local development planning process, and show that generally weak coordination among Local Government (LG), I/NGOs, and privet sectors. Almost all the objectives of different development organization and local government are requested.

1.3 Objectives of the Study

The general objective of the study the local development planning process in DDC of Bajura and specific objectives of the study are follows:

- ❖ To examine the existing practices as in the study area.
- ❖ To analyze the policy related issues to the planning process in the study area.
- ❖ To study the involvement and role of I/NGOs, donor agencies and private sectors in development planning process of DDC.
- ❖ To explore the problems and challenges for planning process in the study area.

1.4 Signification of the Study

Rural development is a complex phenomenon which means the overall importance in the quality of life rural people. To achieve the goal of rural development and poverty reduction, effective development plans are to be formulated which try to meet the needs of the local people through the optimum utilization of available local resources. As the socio-economic, cultural, technical, financial, geographical factors and resources availability may affect the rural development activities, the detail analysis of the factors is to the made in development planning in this context without local development cannot be national development.

In the scenario of the growing consideration of participatory planning process for efficient development in local level, different kinds of planning like comprehensive, aggregative, sectoral, partial, area development and rural development planning are prominent. District development plan is based on local development plan. DDC is the

political body while other development agencies are not political bodies. There are numerous issues of the planning in level plan. This study has been important for the analysis planning process of development plan formulation and implementation.

The involvement of different type's stakeholders in development process of DDC, and their concerned stockholder play active role in cohesive model for sustainable development. This study has been great importance to the plan formulation and implements actors and agencies.

There are numerous studies and resources in decentralization very limited information studies and documentations are found in the study area. Therefore this study has been concentrated to the local development planning process in DDC of Bajura, which might be an analytical and recommendation study to extend the planning process further efficient.

1.5 limitation of the Study

This study has been cornered only development planning process in local level of Bajura District based on information grinded from secondary and field survey. The study has been limited only in Bajura district therefore the comparison of this study with other district might not be fully relevant. The time, man power, theoretical and methodological constraints during the research, have been prevailed because the study has been carried out by a student. This study has been only to the development planning of District level.

The study has been limited in one district in DDC level so it might not be generalized with other local level like municipality. The planning process encompasses the administrative, political, developmental, legal aspects. This study has been limited only to the developmental aspect.

1.6 Organization of the Study

This study is divided into eight chapters. The first chapter is concerned with introduction of study dealing with the objectives, statement of the problem, limitation and justification of the study. The second chapter deals with the review of the relevant previous literature such as different books, reports, academic studies, and others studies which are relevant studies. The third chapter contains the methodology used in this study. The fourth chapter described about the local development planning process in Nepal including in this chapter also history of local governance in Nepal. In the fifth chapter, introduction of the study area of the Bajura district dealing with the socio-economic characteristics and social, environmental origin of the district. Chapter sixth and seventh chapter described contains the Data analysis and interpretation of the study area. It further elaborates the effectiveness of local development planning process in Bajura District. The eighth chapter concludes with the conclusion and recommendation drawn from the study.

CHAPTER –II

LITERATURE REVIEW

In order to find out new insights given by the current work, the researcher endeavored to review all the available literature in this area. Most of the literatures in the field of decentralized local development planning, in form of books, journals, news papers, seminar papers, researchers conducted by the students and intellectuals and many cliental researches carried by consultancy and firms have mostly concentrated in macro level study. These macro level studies, so, have analyzed the overall issues might not be factual in all aspects of micro level. Many bulletins, reports and surveys carried out by many student and research centers have enough information on the aspects of local development planning, but focus on theoretical aspects mostly some above mentioned suitable attempts with some additional research works conducted by foreign researchers have been reviewed in this study. The attempts of reviewing of this study have been summarized bellows.

Previous Literature Review

District Periodic Plan formulation information centers should be established in VDC and DDC level. These information centers provide the necessary information to prepare the village and sectoral situation reports. Likely, deals the technique of information analysis and expiation of ground reality .Information processing and analyzing is an important step of planning because effective analysis make the plan applicable. Actual formulation of the report glimpses the systematic planning framework thus about conceptual framework to prepare the planning report. The role of facilitators has been mentioned, according to it the facilitators are the main catalysts of participatory planning and about the tools and techniques to prepare district periodic plan and formulation of log frame respectively (ADDCN, 2058 BS).

To what extent the different major donor projects help to achieve the aim of effective and efficient decentralization, contributing to reducing poverty, enable community mobilization, empower the poor and strengthen the role of civil society in local governance and support GoN's decentralization policy in Nepal. The reality of donors supported decentralization practices in Nepal, parameters such as benefit to target groups, of counterparts of central and local level governments, poverty alleviation programs, support trend for capacity building of local levels have been investigated, analyzed and answered. GoN's strategy provides and regulatory framework for decentralization and pervious by laws for its implementations. However the strategy is not fully adjusted to the needs for LGIs thus has only limited impacts on the key players like DDCs, VDCs, donor, NGOs and civil society organizations. Similarly, the study provokes that the LGIs at all are not fully capable to carry all the developed functions like participatory planning, fiscal management, and judicial arrangement and resources mobilization even if the related rules and regulations to

decentralization are contributing to increasing the autonomy of the LGIs. Additionally there is no direct link between the decentralization framework and the national goal of poverty alleviation. In another side, the study further clarifies that the two pronged approach of the PDDP/LGP- institutional capacity building of LGIs to carry out developed functions in the desired situation and social mobilization for promoting participatory and sustainable development process for poverty alleviation, has complemented GoN's decentralization policy and strategy as well as national development goals and objectives and sublimated the desired policy changes of LGIs at the DDC and VDC levels like conclusion of social mobilization and institutional capacity building approach as in the Ninth Five Year Plan(1996-2002).

The two tier system for effective devolution of power and resources at DDC and VDC level provides an appropriate channel for application and institutionalization of the decentralization process as the framework ensures greater participation of people in the development process through the provision of nomination or representation of the disadvantaged groups like women. The PDDP/LGP support for institutional capacity building is timely and relevant but a majority of the LGIs are not capable in performing developed functions. PDDP/LGP initiatives to build organization capacity through data base creation at DDC, provision of local trust fund and emphasis on local level human and financial resources generation and their effective utilization have resulted the better performance in the target DDCs and VDCs. It puts more focus on the capacity building of the DDCs and VDCs less on the capacity building of the target VDCs and almost no focus on the ward committees where the participatory planning process has been initiated. There is weak link between the two and only about 10% VDCs are covered under the PDDP/LGP in each district. The small coverage of VDCs renders it difficult to create a sustainable impact at the policy and program levels especially at DDCs and VDCs. Those DDCs have creation power to raise revenue locally. However, only limited funds are generated locally which are used to supplement the expenditure in development activities. Thus the capability of LGIs in internal revenue generation and effective accounting system has increased. The finding glimpses that district based data base has been created and used by DDCs for planning but the data generated are not analyzed and transformed into information for planning process at the VDC and ward levels (Thakur, 2000).

After the participatory planning process, the coordination between line agencies and DDC has been increased. According to it, there has been the steady increase in revenue generation of DDCs during the program period but due to the conflicting rules and regulation, LGIs are not in a position to initiate, financial resources allocation. PDDP/LGP's orientation about sustainable human development is gradually changing the attitude of LGI functionaries about development, and more objects on social economic development are being included in the target VDCs under bottom-up planning compared with the non target VDCs. The program shows effective accountability to the people to a considerable extent as it supports

development initiations of the LGIs and the community. however, some certain limitations like insufficient VDCs selection; participation of poorest of the poor untouchables ,women have been very limited due to the four specify reasons: Lack of information to them, socio-culture hesitation, lack of confidence to come forward and ask programs and certain time pressure of social immobilizers who should welcome the groups on " first come first services" basis. It further concludes that revenue sharing between LGIs and GoN at the district level are not operational in many cases and the monitoring of the development projects remains weak. Reveals that the program puts more focus on the capacity building of the DDC and COs but less on the capacity building of the target VDCs and almost no focus the ward committees where the participatory planning process has been initiated. it has concluded ahead that the PDDP/LGP support DDCs and VDCs in developing their skill in the participatory planning process through education, training and information support activities and financial and human resources mobilization for participatory and sustainable development (ibid).

The management capacity of LGIs permits opening of sectoral divisions and such functions have been developed through the decentralization Act but they need external support to build their organizational capability and resource capability to perform well. And also this study further recommends that additional legislation is needed to ensure the sub-national authorities, to acquire the resources and technical capabilities and to execute functions further effectively though the LSGA provides a legal framework for the devaluation of budget, and the social , political , economic, and administrative transformation of Nepalese society is possible through decentralization process and the LGs as well as community people have the potentials of carry out developed functions and services. In this context, PDDP/LGP has created the institutional environment for other donors to more in and assisted further process of political and fiscal decentralization through the participatory planning process.

Decentralization democracy and participatory planning approaches in the context of Nepal. The current socioeconomic situation of the country followed by an analysis of recent local development practices in government and non government sectors. It then process a conceptual; framework for the understanding of decentralization as an instrument of local development, poverty alleviation and participatory democracy, and based on it, goes on to suggest changes for incorporation in the Local Self Governance Bill. the country's economic condition has not been desirably upgraded desiring the planning period and even in democratic practices after the political watershed of 1990 which reintroduced the multiparty system to replace the three-decade –old party less Panchayat system. The country's economic mainstay continues to be subsistence agriculture on which 1 percent of the population depends, contributing only 42 percent to the national GDP. The average per capita income of Nepal has been covering around \$ 300 for several years and foreign aid remains the main source of national development expenditure. Nepal has achieved considerable

progress made over the last few decades particularly in the infrastructural front. The widespread incidence of poverty skewed distribution of resources and stratified nature of social structure together have effectively deterred the poor and the disadvantaged from meaningfully participating in the affairs of community and state. Similarly, the perpetuation of feudalistic traditional forces in society, the unfair accountability of the decision makers to the people, various non democratic interferences such as vote buying, instigation of ethnic and personal loyalties, terror tactics, poll rigging, wild promises or spread of disinformation etc. and continues corruption are the pre dominate barriers of genuine participation of all people in decision making and planning of development activities. Moreover, Nepalese women can't share all the participation-suppression disabilities in the society and even in their family also is another barrier of decentralized participation. It has identified some of the problems in regard of women focused non-governmental initiatives such as the micro credit based development programs lunched by reputed NGOs like Center for self-help Development (CDS), NIRDHAN etc: which have been limited all along and still largely consists the problems in case for innervations for women development(Thapa,1986).

Decentralization Act of 1982 which provided for devaluation of the planning and resource allocation authority to the district and village levels. It further says that resulting from this act many challenges were affected: user's groups were made indispensable, annual resource forecast systems were made, annual district development plans were formulated, and district line agencies were budget under district bodies. But these actions lacked the essential spirit embodied in the decentralization legislation. Lack of political vision for the exclusion of planning at the local level, and habitual resistance of the bureaucracy were the major bottlenecks. Reviewing the experience under One-Donor-Funded Project implemented in Palpa district as "Palpa Development Project 91979-1994)", that forestry sector component of participatory district project was a failure scheme because it undertook of forestation program without the participation of people which caused the heavy grazing and inadequate care resulted in plants since user's rights were not clearly defined. The reason of DDC planning, a high deficient intervention during 1995/1996, the DDC made an income of Rs. 48.9 million (47.9 million from government + 1.5 million from their internal income). From which , 32.5 million of self- reliance development fund goes to VDCs. thus DDC could actually allocate 17.45 million as its own amount which the DDC had the authority to allocate these grants to locally identified and prioritized projects. But instead of following a planned discipline, appeasement of the local politicians through a very wide distribution of resources approach was under taken (*ibid*).

Thapa inspects very ironic that the DDC rises vary little resources in the district directly from the beneficiaries but most of their decisions, directly or indirectly have gone against any possible local resources mobilization for district development. Similarly, the DDC Act posits immense developmental responsibility on the DDCs,

there was little in their resources allocation that would reflect the aspirations enshrined in the legislation. The large numbers of NGOs have come into being; some already with a distinctive record of performance in a short span of half a dozen years after restoration of democracy and equal fundamental differences in the quality of delivery service has been noted between the government and the NGOs. The NGOs have been observed that the programs handled by them have more impact of organized efforts at the grassroots has also been noted under their self-help development programs implemented by various NGOs in the country. The role of 'Private' and 'Self-help Group' is to strengthen and support their functioning, decentralization. Hence this study further suggests that the issues of decentralization for local development should be approached through two mutually complementary methods namely the delivery system i.e. governments and other institutions and the acquisition system as the organization of people from within the rural village who have taken on the function of acquiring from the outside world what the insiders believe they want and need keeping in the view of importance of self-help groups at the grass-root level. Shrestha argues that the four characteristics should be attributed by those self-help groups for their success. Firstly, he mentions the self-help groups are the organization of direct beneficiaries so all members should be participated democratically in decision making level and the group leaders should be transparent and accountable to its members. Secondly, all members make regular reclaimable contributions to group savings which should be stake for each of members. The third necessary condition for effective self-help organization is that its members must have continuous access to new information inputs, skills and technologies. Fourthly, such group formations should be facilitated and accelerated due to availability of internal catalytic inputs such as DFO, RSDC, and VDRC.

DDC has performed an enabling role in support of the other two institutions as well as the self-help institutions at the grassroots and the local or internal NGOs has to function as intermediary organizations to promote and strengthen self-help organization. Similarly, the DDC secretariat should include all the development related line agencies in the district. Similarly, the report further recommended that the line agencies in the DDC secretariat should formulate all development programs and targets locally in an integrated manner based on socio-economic data of different regions and these line agencies should promote new or existing self-help institutions at the grassroots for development programs in the district. All resources for the local sectoral plans should be given by the center united grants. Creation of Sub-section for village development planning to prepare and update the village socio-economic data, to prepare village plans and for self-help development and participation to encourage and promote the organization of local people. NPC should provide necessary technical support and guidance to the DDC in formulation annual integrated district development plans based on the local needs, potentialities and priorities in the district. At the last, the report recommends that participation of the self-help group's representatives as observers in the "Village Assembly", enhancement of the function of the ward committee and provision of public audit of

the completion of the certain projects should be undertaken. Similarly, in order to strengthening the municipalities as devlry institutions, the report keeps its view that the function of municipalities should also include the promotion of the self-help group in communities and reduce the duplication of jurisdiction between lines agencies. Municipalities should be reduced and the authority for direct taxes should be provided in the legislation (Thapa, 1986).

The policies on decentralization in Nepal and investigates how and what extant they have so far been implemented by the local authorities in Nepal. It is based on studies of the legislation, survey finding at local level, deliberations with locally elected representatives, government officials and other donor agencies. The legal and practical application of decentralization policy compiling a factual and conceptual basis for involving coherent decentralization policies for bringing about institutional and financial arrangements which are conductive to local self-government in rural areas and small towns in Nepal. It is to outline opportunities for further decentralization and strengthening of democracy at the local level. The questions: how can the government stated objectives be achieved and what are the major constrains as well as what outputs and changes are required to achieve the objectives. A review, an assessment of the institutional setting and the government and quasi-governmental relations in which the recently constituted local authorities in Nepal operate and comprising chapter 8 to10, presents ideas and proposals for decentralization. With strength and weaknesses of local government institutions in terms of their abilities and capabilities to fulfill the functions assigned to them. The embraces an assessment, the appropriateness of the existing institutional and financial arrangements for promoting local self-governance, self-reliance and people's participation in accordance with announced government policies. Beside on this assessment, further aims to analyze the planning framework and specific proposals for a comprehensive and consistent decentralization policy and implacable, and contribute substantially to further strengthening of democracy at the local level (Martnussen, 1993).

The preliminary assessment of the legal framework that the devolution of authority and power is restricted as the three local authorities unconditionally acts adopted do not conform upon the local authorities unconditionally any wide ranging powers. Similarly, the acts do not spell out any criteria for allocation of block grants or other fiscal transfers to local authorities. The author observes that the settlement patterns do not always correspond to the delimitation of village development areas and the wards. In some cases, the other way round. As a result, the formal organizational set-up and procedures are difficult to implement. In the case of DDC, he argues that the powers conferred upon the DDCs to control and direct the LDO appear even more limited then those assigned to the VDCs with respect to their secretaries. Though there is the provision about the coordination among the district line agencies and local bodies in local level related acts, most of the line agencies continue to implement and operate in their traditional top-down and vertical manner. Their

planning and decision making are mostly intra-departmental with very little involvement of outside. Illustrates the manner in which many line agencies in Nepal operate either on their own or in coordination with user groups. Thus he argues that there is a tendency for the line agencies to bypass the DDCs and VDCs, NGOs implemented agencies participatory, are willing to cooperate are closely within the local agencies. But practice, and often in close cooperative with these line agencies. Thus several international organizations engaged in the forestry sector or in irrigation tend to apply the same approach as the concerned line agencies, bypassing the locally elected bodies. Similarly, in the case of private sectors, they are profit oriented thus their activities have been remained in the developed area like cities & town only. In the context of planning in village level, state that the elaborate procedure of planning is not fully implemented because the planning procedures of village level is such a vague that those local authorities are also far to follow. Similarly, at district level, the project screening is on the base of the prioritization, but these procedures are applied in much more complex context. Several lists are presented in DDC while selecting the projects the DDC must ask for opinions on the technical feasibility from the different de-concentrated line agencies. However, it is not clear whether these offices are obliged in a similar manner to solicit the opinion of the DDC on the political and other non-technical aspects of feasibility regarding line agencies projects (p: 53). Presenting planning practices of the local authorities in Nepal, the author notes that most of the VDCs and some of the DDCs have been failed to comply some of the major prescriptions in the new acts. Executive officers and the members also lacked sufficient information about their own area to undertake any genuine planning concerning both service delivery and development of local infrastructure. Similarly, management ability is severely restricted at the level of the elected representatives as well as at the level of the staffs in VDC (*ibid*).

That they will need significant strengthening not only with respect to general management and planning capacities but also as regards technical capacities. It suggests for awareness about the local representatives should be community oriented and very conscious and enthusiastic. That there is lack of a clear-cut division of responsibilities between local bodies and line agencies, there is deficient knowledge among local authority staff about where to get technical assistance or unwillingness on the part of the elected representatives to invite the line agencies, to participate in their planning process and there seems reluctant on the part of some of the line agencies to assist the newly elected bodies. The locally elected representatives always seek the lead for management from central level. However, study indicates there is somehow positive implication as comparing the Panchayt era. Similarly in the case of financial autonomy of the local authorities, this are study concludes that the power to raise the revenue and other income assigned are limited in local bodies on compare to central government , and additionally, the power conferred upon the local bodies are often enacted. This study sees some weaknesses such as poor enforcement, inadequate financial management and limited resources in local levels. Presented seven strategic proposals focusing upon the formal governmental system,

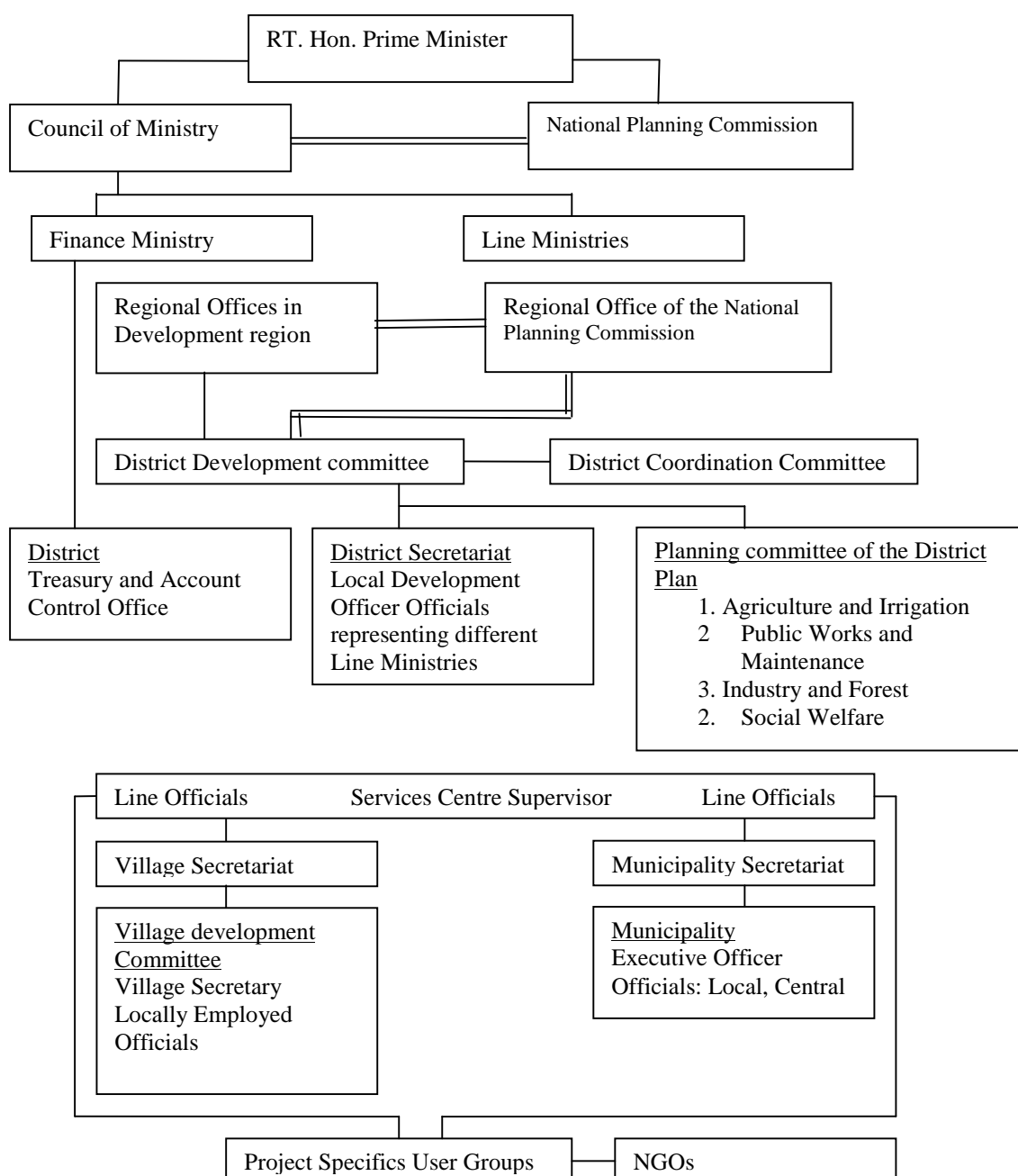
they are to ensure the involvement of local authorities in planning, to ensure involvement of local authorities in financing of local development projects and services delivery, to encourage local resource mobilization, to assign more mandatory responsibility to the local authorities for services delivery, to transfer funds and manpower from line agencies to local authorities, to ensure the DDC requires sufficient capacities and to improve the opportunities for citizens influence upon decision making at local level.

The local bodies should have three criteria: effectiveness, efficiency, responsiveness for various functions. Similarly, in the present context there should be pluralistic competition and choice for the function and resource allocation and power diffusion pattern. Likely, encouragement in enhancing the autonomy of the users groups to compete with private, commercial sectors as well as non commercial sectors is a recommendation which this study has raised up. It has further suggested some decentralization apparatuses in Nepal that the assistance linkages between line agencies and local authorities should be created, local authority extension services should be taken to from, more extensive involvement of local authorities in financial management should be created, institutional performance should be focused and there should be monitoring and financial control and cordial relationship between authorities and development oriented organizations (Martinussen,1993).

Nepal regarding how the local development projects have been the catalyst on developing leadership capability at the local levels so that the local people them many efficiently implement and manage the projects with the scenes of belonging and responsibility. It tries to examine that whether a number of socio-economic institutional and manpower have been met to meet to enable the local bodies with variable and effective local participation in maintaining , assigning and getting the beneficiaries or not. This book tries to keep analytical view on Decentralized Local Development Acts and it has suggested the process of local level development planning for strengthening the capability of Local Bodies. It has proposed the framework for strengthening the capability of Local Bodies. The advanced planning for district development projects should be completed by the months of Falgun (February) each year. The agencies involved in planning in district level are the district development council and DDC as the executive body with active participation of Ilaka members who are elected by members/ chairman of VDCs. the District Development Council should approved annual plans prepared by DDC every year in Falgun. in village level village level advisory Assembly is the supporting point for the village development activities and for the projects implemented by VDCs with their own resources, the VDCs need only provide information to the DDC concerned but the description of the projects should be submitted by VDCs to DDCs if they are implemented by the DDC grant. In the case of development work, pre- feasibility study is undertaken by the related District Development Offices. They make the list of the selected projects after screening and forward to DDC executive committee which formulates the plans. There are four subject committees: Public work,

Agriculture and Irrigation, Forestry, Industry and Social Welfare. Head of concerned line office is the ex-officio member of each sub-committee. After finalization of proposals based on feasibility study the list is submitted to District coordination chaired by the DDC vice- president with member as the hade of sub-committee, parliamentarians and line agencies chefs. When approved by the District Council, the plan is forwarded to the respective line agencies to be incorporated into sectoral plans.

Fig. 2.1 Institutional structure of Decentralization Planning & Implementation in Nepal



Sources: (Sharma, 1998) Cited Local Development Department, Ministry of Local Development.

The case of project implementation by DDCs own resource, the agencies such as VDC or DDC or NGOs will start the project implementation. But in case of central grant/sectoral investment implementation starts after central budget sanction. The Dc also used the technical staff from the line agencies or instruments the User's Group for project implementation. It has raised some immediate issues regarding the successful enforcement of the project planning and implementation. The issues according to him are: the LDO must be highly development oriented which is in many cases may be seriously lacking, No experience of the past is available on the successful DDC activities as how mach its resource available, Regarding IRDPs the main problem remains in monitoring which is limited only at the central level and DDC has little formal links with IRDPs, in view of the poor capability of VDCs in identifying the projects serious and competent group organizers must be sent to each district from User Groups for the initiation of development projects, and the meeting in district assembly may not be decisive due to political party disputes. However, a consensus is needed if development has to take place at the local level (Sharma1989).

Sharma argues that a number of gapes exist now, for example, the users groups for forest and environment should approved and register at the CDO office and not at the DDC level. So he suggests that very effective co-ordination between DDC and DLLAs is needed to enforce the Acts successfully. According to this study, there are two types of funds available to the local bodies for financing of Local Development Activities. First, the block grants which are directly made available by center to the DDCs. the second, arranged at local level but through the district line offices. The budget for sectors activities flow through the concerned Ministries and is released to district line offices through the District Treasury and Audit Control Offices, on the recommendation of the LDO. And tires to raises a number of issues relating to current fund flow procedure for Local Development including DLLAs, DDCs users groups and the District Treasury and Audit Control Office in this study. The issues raised by this study are: Issues Regarding Advance Payment Against previous Years' Balance; the budget surplus from last year can be released to the DLLAs in advance from the current account. But the procedures is not clear in case the amount requested for release exceeds the amount sanctioned for the current year under each respective heading.

Issues Regarding People Participation in Local Projects implementation: the user groups are formed with people's participation for the implementation of local level development projects. But in practice the district line offices have directly awarded contracts for civil works. Also the district line offices with the fund collected from user committees have directly awarded contracts to the private sector through questions. This has resulted different yardstick in each district line offices. Issues regarding Evaluation of Completed Projects: the local authority should forward its competition study to the concerned Ministry. The concerned Ministry should departure an officer to inspect and certify the project competition. But this rule is not very strictly followed in practice which has also resulted into financial irregularities

and sub-quality construction work. It has expressed his views that GoN had listed seven major steps to be taken during the Eight plan which included Local Training Program, Remote Area Development Program, Women Development Program, Integrated Rural Development Program, Urban Area basic Services, Backward Community Program and the Development Grant in two forms: establishment of local development fund and community grants. He, at the end of viewing many programs related to local development, has come to conclude that the Acts related to local levels should be well interpreted through different ways otherwise village people can't understand properly. Similarly, the VDCs can implement the projects with its local resources and they are only required to inform the DDC about the projects. But in reality, it is virtually impossible to carryout development works by the villager themselves due to lack of local resources and technical expertise. likely his another conclusion is that the involvement of VDC members at all stages from design to implementation of the project is necessary but sufficient training to village maintenance works is a primary need if they are ready to take full responsibility of the projects. VDC members are little aware about the fund flow procedures to the local level. Thus he further recommends that many awareness programs need to be lunched in local level about local self financial administration regulation. This report concludes that local communities were found active in contributing labor and some cash only if matching funding were available from external sources either from DDC or from INGOs. And the user's groups where formed were mainly engaged in O & M of development projects (*ibid*).

The institutional capacity of VDCs to provided infrastructures and social services was weak in general. However according to him local resources mobilization was found possible mainly in the form of labor, local materials and some cash depending on the nature of the projects. Sharma notes that the general's opinion about the users groups was good with particular reference to the role of NGOs in activating. So this report emphasizes on training and credit facilities to local castrators, local craftsmen at the village level to enhance local technical capacity. That effective community participation including dedicated community works, trained manpower, and simple techno-projects timely supply of materials from line agencies immediacy of benefit and transparency of fund should be emphasized for effective local development. It's clears that community development projects implemented with UNICEF support are general cost effective qualities in construction with fewer problems regarding O & M, when compared to line agency implemented projects. So it suggests district line agencies should work according to their detailed policy instruments in this regarding to their detailed policy guidelines and policy instruments in this regard. Similarly, DDC is responsible for regularizing the activities of many individuals' projects supported by foreign aid with DDCs framework of operations and it shouldn't take its responsible (Sharma, 1989, p: 43).

In the made of project operation, little or no managerial capacity excise in rural areas before a projects is started except in some advance communities this is largely due to

the efforts of one or a few individually motivated persons rather than to a well functioning committee normally the training course designed at the initial stage by line agencies are mainly limited to project implementation and not to O & M. accordingly local committed people frequently face social, economic, and legal constraints in raising a desirable level of participation in the implementation and O & M for development projects. In this context, this report further suggests that the local communities should be skilled in literacy computation, communication, community mobilization, consultative management and decision making and local leadership skill. In this case the central level line agencies and development agencies should focus on making basic arrangements regarding the training, the delegation of authority to district offices and provision of simplified financial and budget procedures. The role of NGOs in local development is noteworthy but they are presently facing problems of technical expertise. Thus it suggests that in line agencies should think about coordination them in their activity framework. Similarly cooperative organization can also play the significant role for the conservation of natural resources and problems and promotion of financial activities in districts. In this view of decentralized local development a cooperative bank and a separate ministry of cooperative development have been proposed. Likewise, considerable accumulated capacity exists in private sector in functioning different development programs in local level. This report further recommends that the private sector in local development must be involved in terms of assisting local communities in building up their own capacity. It tries to give private sector can be involved in preparation of DDP through the material supply network.

National level project should be initiated to enhance the capabilities village based small craftsmen and entrepreneurs and village level training should be continuously provide at the local because too much training in one session to not help create meaningful managerial capacity. In this way, local training centers should be established continuous monitoring and ongoing evaluation of the consolidated activity at the district level should be concluded and sectoral agencies should supervise and assess the. Its further proposes an eight-step planning and implementing procedures for local development projects. The steps start with the awareness campaign in VDC levels plan formulation, development of community consensus commitment, implementation and linkage with other project activities.

The necessity of decentralization, and highlights a number of problems and policy options and draws a brief condition the weakness and inefficiency of the centralized political and administrative inefficiency of the centralized political and administrative super structure in improving the quality of life of majority of people added further importance of decentralization. Implementation of decentralization policies has, however, wide ranging implications for arranging the functions of macro and micro agencies of the relationships of the state with vertical institutions of dissenting of governmental power provides an opportunity to participate in the decision making process and captures some of the rationality of collective action to

arrive at some agreeable calculus of benefit sharing and in having the ability to hold each other accountable. Hence, the reinvention of decentralization policies is desired to achieve a break with the past socioeconomic equilibrium of stagnation and to bridge the credibility gap between policy rhetoric and performance. In his view decentralization by itself doesn't guarantee self-governance. He adds local self governance requirements should mechanism for making and enforcing rules maintaining equitable and rational arrangements and applying sections. He distinguished mainly three questions in the discourse of decentralization in Nepal. First, does the behavior of government conform to the vision of devaluation of power or just combine a mix of de-concentration and delegation? Second when political parties and major acts of society pursue rival strategies of achieving decentralizations how can the needs of an entire society be reconciled with public policy? And third, do donors driven conditions promoting market liberalization and global integration level space for the autonomy required for people to self govern? Really each question gives push. He has shown the problem that the core of local governance in Nepal , the DDCs, VDCs and municipalities suffer from a legitimacy crisis as they are caught by a series of paradoxes between responsibilities and resources, between accountability and power and between legislative frame work and ground realities owing to disparity in prior resource endowments and uneven productive capacity, quota-centric development might lead to regional inequality as well as pose danger in the loss of macroeconomic stability. therefore , he suggests that the national policy must address the sectoral growth need and allocated surplus work force in growth areas to catalyze the development process in integrating inter sectoral and interregional balance and overcome the rampant distinctiveness and identity politics (Dahal,2003).

If the central government, international non-governmental organizations and donors are attuned to the need for local leadership growth, capital accumulation, entrepreneurship and increased participation of people in grassroots governance decentralization with people's sovereignty in public policy will be ascertained. He is dissatisfied to the pressure of bilateral agency in local political economic pressure of globalization and of agencies like the World Bank, IMF, ADB and major donors, which has made it difficult to maintain governance practice and reform. Breaking the prevailing concept i.e. market can be a great platform of liberal economy he figure outs particularly that the adoption of market as a vehicle for economic growth in Nepal has produced growing inequality social polarization and political instability in the growing discourse of transferring the power to local level. He has pointed outcome paradoxes of decentralization they are inability of the state to manage the erosion of its stability, sovereignty autonomy and emboldens for the overall development goal set in the directive principles and policies of the state, weak and instable central government with weak democratic credentials and having dependent on external resources for the nations development, these have sent the state to the failure plethora of democracy and decentralization. To convince the reader to be positive that the adoption of affirmative action favoring women allowed the election

of about 40000 women representatives at local level, improvement of the participation of people in consumer associations and voluntary organizations, formation of DDC, VDC and municipality federation of community forestry users groups in Nepal indicate the people sovereignty operational is scaling rip of local representation, the power of bargaining of is strengthening through solidarity and civil engagement in present context. Hence the people have been empowered to generate a high level of social capital and consequently of public goods. He shows his dissatisfaction to ground practice of LSGA, he argues that although the planning documents and LSGA appear favorably disposed toward creating and enabling rules for executing decentralization responsibility including tax collecting, management of common properly resources and also allow local government institutions to enter into productive relationship with line agencies as well as with NGOs, civil society private sector and solidarity organizations like those of women, Dalits, human rights, environmental and indigenous groups; their relationship is not generalized reciprocity and the state is not sole controller of peoples' actions and a means for social renewable in Nepal. Thus suggests that a sound framework is still needed to enhance integration among those bodies in local governance (*ibid*).

In this case of power diffusion and utilization, Dahal has noted some bitter experience of Nepal and tried to show them by mirror-reflection in this article. A deeply rooted patrimonial political culture and patronage-based developments practices in Nepal after made the protection of public interest a highly contested terrain in his view. He has added resources in their home constituencies rather than where it is most needed, donor guided plans for rural development, centralized power management, less autonomy in local bodies and their complexities to depend on central for resources, uneven regional and development planning in proportion of geography, location, status, index of districts and allocated budget, are the main hindrances of local good governance. He is, however hopeful for the crucial role of decently constituted some guiding fund to all the gap of resources allocation. He has reviewed the trend and strategies of local development during past democratic period, which in his view focused the centrally planned programs but the successive failure of these plans indicated people to think and adopted a decentralized development that considered the practical knowledge possessed by the people on the spot was important for making plans and programs contextual. As a result, the need for alternative thinking emerged strongly the need for local governance. Then the vision of decentralization has been notably reflected in three programs special area development program, indigenous people development policy and disadvantaged groups development policy in the practicing period of democratic activities. Theoretically, those plans and programs were not less important in the writer's view.

The new nation of Washington censuses has prioritized the global capital market and referred the developing countries like Nepal to adjust the nation. According to the writer that consensus did not let the way for poorest countries to exercise in it which has damaged the platform of local level capital formation and small-scale

entrepreneurship. He also sees the dilemma while people's elected representatives and bureaucrats often use their position for gain of self, family, community or ethnic groups, but there are neither policies coherence nor concentration of action to execute policies. The author's view reveals that the over dependence on donor agencies for financial resources has further invited the unequal economic start among people the writers view kept in this article further divulges bad the focus of donors on the institutions and process of decentralization rather than on initiative access and services delivery has created more opportunity to entitle and weakened the rationality of bottom up participatory planning process. Hence the bureaucratization of donor driven programs has failed to perceive the diversity of line forms and disparate needs of people. This is way, he adds after fifty years of development cooperation critics call Nepal's "Development a failed one". He has also differentiated between local money lenders externally injected social immobilizers and found the local money lenders are socially and mentally embedded local life.

The author raises some criticisms by scaling present situation. His first critic blames the growing number of NGOs, civil society and consumers group in Nepal are Kathmandu based and donor driven though they are necessary to address the problems of collective action. Similarly, another criticism is that many donors-driven projects are creating dependency instead of self help and continue to weaken the indigenous capacity of people. Similarly many donors are limited in patron client network with their own consultancy firms, NGOs, and civil society with whom they exercise consultation process on farming country assistance strategy and also in design and planning of projects at the local level. Thus he suggests that the donors should provide a mechanism for beneficiaries to monitor the manner in which donor resources are used (Dahal, 2003).

Dahal has concluded pointing out four challenges of decentralization first, how to break the web of power, second, dismantling the institutionalized patronage system, third, correcting the urban bias and, fourth to halt the steady retreat of the state from society. He goes further in conclusion that lack of adequate technical personnel; resources and inadequate institutionalization of local governance. Therefore he suggests that decentralized self governance requires the freeing up of all stakeholders to participate in development. This article has emphasized the overall aspects of decentralization in brief. However the ground reality especially in decentralized local development planning is still remained to study distinctly. Thus this study has tried to incorporate this rest aspect.

The prevailing theories of the local government and examines the status of the decentralization, silent feature of good governance and major initiatives taken by local authorities towards good governance. It also tries to explore opportunities and challenges to the good governance in Nepal. The UNDP supported Local Governance program and the participatory district development program in Nepal. The present situation of decentralization in Nepal, line with achieving the Ideal Local

governance along with the opportunities and challenge to the same, the three dominate schools of thought, which deal with the scope of local government in three different phrases. Quoting the views of different thinkers, it has kept the theory of efficient service delivery in first phrase. Local Government is a relatively autonomous and multipurpose institution which provides a range of services, with a tax-raising capacity, and is controlled through the election of representatives to oversee the work of full time officials." Theory of welfare state has been considered in second phrase. According to this report, theorists of welfare state regard the efficiency value of local authorities as the strongest favour of Morden local government. Similarly, Theory of Power Diffusion "is the third phrase-school of thought .Quoting from Jones and Stewart, 1983, this report warns that concentration of power is a danger to a free society. Local government is to be valued above all because it limits the concentration of power at the centre, pointing this contact this paper also suggest that the Morden Local government should encompass the basic elements of all these theories. The local government is multi functional authority which is responsible for a defined area and constituted by local election and governance must enable the state that civil society and private sector to further broad based economic growth and social development. This paper finds that the role of donors supported programmes have Permanente contributed to gear up the pace of decentralization process in Nepal in practical field profusions in the LSGA, 1999 provided the local hence contributed to the participatory development and local governance (p:6). This paper has tried to explain the root meaning of decentralization reviewing the history separating the decentralization process into three period in Nepal viz early period Rana period up to 1960), Panchayat period (1960-1990) and multiparty period (1990-2007). And this paper has overviewed the key feature of LSGA, 1999 the subsequent rules 1999 and the trend of fiscal decentralization (Kafle & Karkee, 2004).

In this connection, it suggests that legal, institutional framework and coordinated process should b taken into consideration and financial resources of local bodies, their relationship with central authorities and uses of financial resources for public satisfaction is most while carrying out improvement in the fiscal system of local bodies. under the finding of the cases study on the financial trend analysis of DDC of Rupandehi, that a number amount of 'Beruju' has decreased sharply both the government grant and internal revenues have increased and the spending capacity of DDC has been promising. Presenting an indication table selecting the ten key indicators such as representatives of the structure of the local authorities, nature and type of authority given including administrative and financial devolution of power and the financial resources mobilization capacities of the local authorities this analytical report shows that the status of decentralization in Nepal is seen promising. After a decade of program implementation with technical and financial support from UNDP-supported DSP/LGP/PDDP in order to strengthen the participatory development and decentralized governance some significant contributions have been achieved. The major achievements deliberated by the paper are: local authorities are

able to make policies and programs based on own experience, planned and systematic working producers have been initiated at DDC, significant number of peoples has been invited activity in planning process, DDCs are becoming self relied in terms of human resources base, DDCs are able to top external resources and mobilize them in the districts, service devilry of DDC become effective. The major's drawback in the decentralization process in recent process years has been the absence of locally elected bodies at a local level political conflict. According to this, the link between the people and local authorities is cut off citizens are passive and there is a lack of democratic exercises at local level. Monitoring unfruitful and untimely DDC meeting information gap between people and local authorities and the decreasing trend of accountability and responsiveness of the local government officials are the main negative implication prevalent in level that this study has pointed out. Similarly the study conveys: "present political conflict has hindered the various aspect of decentralization in Nepal." The study also identifies some opportunities and challenge to good governance with the world wide challenge of development paradigm a numbers of donor have been working at local levels to enhance planning and management capacities of local authority. Similarly this study further revels that adoption of the participatory planning process prioritization of plans based activities, authorities, given to the local bodies to formulate bylaws and enforce them and authority related to revenue generation as provisioned in the LSGA 1999 and rules 1999 have been the good opportunities for local governance (*ibid*).

The large number of local government unit's multi-tier system of government structure and ratio of central local personal and increased opportunities of resources generation at local level are some favorable conditions for the good governance in Nepal correspondingly a number of hindrances have been identified by in transforming local governance into good governance. Full authority of the task assigned to LGs has been given to only certain line agencies. It sometime possesses the difficulties. Similarly the benefits provided by the local authorities have not been preaching to the poorest of the poor along with underprivileged vulnerable group and women which is another major challenge ahead of good governance that this study has identified. This study also measures the local of democratic exercises at local level; absences of local elected bodies reluctant in fully tax raising power and interference of government on various activities of local authorities the major hindrances for good governance. The capacity of local authorities in a number of respects including planning management of development projects resources generation human resources development and organizational review have increased significantly in recent years. That further activities to meet the requirements of good governance for instance accountability sustainability rule of law efficiency and equity are needed to accomplish. The present status challenges and opportunities of good governance but has not given the clear-cut strategy and ides to increase the efficiency of local government which are remained to be dealt up (Kafle & Karkee, 2004).

Some challenges of local to central work efficiently and tried to give the resolution to capacity building of local bodies, there is no alternative to the local bodies in identifying the problems at local level in order to carry out the proper and effective development efforts. It would not be wise to envisage service delivery in the absence of adequate capacity. Therefore that it is imperative to build the capacity of the local bodies in order to make them work as local governments in a responsible accountable and services-oriented manner to achieve good governance. That the basic objectives of the local self-governance Act 1999 and its regulation, 1999 are to make the local bodies able to deliver the services to the people and carry out basic development effort in a covenant, cost effective and efficient manner paving way for institutional and machinery functional machinery, resources mobilization, capable local leadership, mobilization of private and civil society, effectiveness in planning system and management of able manpower to build the capacity of local bodies in real sense. In this context he further suggests that it was necessary to continuously pursue the institutional reforms and development process for their strengthening. The centre should start limiting its duties to that of forming policies and engaging in significant activities. There is also a need to demarcate the functional is to be carried out by the center and local units (Pradhan, 2004).

Now, it is fourteen years after the restriction of democracy and years after the enactment of LSGA. Pradhan sees a need for wide discussion and analysis about the capacity and system of the local bodies. he says the relation and coordination among the VDCs, DDCs and municipalities are very poor so they need to be strengthened. Majority of the elected officials of the local bodies have not been able to fully embrace the spirit and objectives of the LSGA and its regulations given the existing state of education in Nepal. Likewise, they have not been able to avail of even the minimum resources in view of the lack of their financial management capability as well as guidelines and action plans for the same similarly the author notes that income and expenditure accounting system is not satisfactory. The local bodies are not excited to implement the existing taxation systems. They are not mobilizing the local users groups implementing various development and construction projects. It reveals that local bodies have spent only seventy percent of the allocation budget and a large portion of the budget was used up in administrative expenses.

The LSGA and the Regulation envisage developing the local bodies as development units but the reality they are not working as per the spirit of the Act and they are unable to prepare the annual plans on time due to the prevailed conflict. The study has identified that about the fifty percent of the physical infrastructures of the local bodies have been burnt down. Even in remained office buildings, they lack of manpower's in on hand and on the other hand, even the available manpower is not made technically fit as per the need of the hour. Similarly the skilled manpower prefers to work in other sectors rather than staying in local bodies and who are in local bodies, are also compelled to work in the same people for a prolonged period. Likely disadvantaged group such as women, Dalit and backward people have not

participated in local bodies through there is the provision of equality. The central government should only by give limited function to work as facilitators. The member of the district village s and cities should be reduced and the election system should be reconsidered. The condition and partnership between the local bodies and civil society needs to be developed to ensure door to door service to the citizenry. He is clear in his view that, minimum qualification should be set for the elected officials, training should be imparted and integrated economic system should be introduced for efficient work and outcome of local the local bodies. At the end of his article he recommends that some guidelines are necessary, taxation system should be effectives and local bodies should be fully empowered and made able to resolve the present problems of the nation. He recommended that some guidelines are necessary these are participatory planning guidelines, NGOs mobilization guidelines (*ibid*).

It is a significant contribution in this field relating to local development planning process at local government level. The work has come out with the objectives to identify the strength and importance of people's participation on local development programs, to explain the main constrains and implication on the formulation, coordination, implementation and monitoring of the project planning, to review an analyze the existing practices and their strengths and weaknesses with respect to local project planning and to explore an appropriate and a conducive approach for local planning. Virtually, the book has discussed new concept of development planning such as hardware and software planning. Dr. Shankar Sharma, Vice-Chairman, NPC, has made proper evaluation in his foreword statements. He has said, "The book Local Development Planning in Nepal written by Dr. Prem Sharma is a new attempt to pursue grassroots level planning approach in Nepal. It has set a new inquiry to identify the status of locals, especially Rural People in local development activities. The study has probed out the ground realities of weaknesses and strength hitherto local development planning in Nepal. The author has objectively examined in depth the experiences of local bodies i.e. DDCs and VDCs, which are the main stakeholders of local development in Nepal."

Virtually, the study has tried to highlight the status of local institutions in terms of their project formulation, mobilization of resources, including people's participation and identifying their constraints and prospects. In addition, emphasis has given on popular participation in local development endeavours. The entire book is divided into six chapters. The first chapter includes the methodology of the study, and introduction of the subject matter of research area. The second chapter discusses conceptual framework of development planning and historical development strategy of Nepal during Lichchhavi period to present. Similarly, the third chapter also analyzes the concept of people's participation and concept of local governance as a reliable approach for rural development. The book has highlighted on efforts in pursuit of local governments since the inception of Party less Panchayat System onto the restoration of Multiparty Democracy in 1990. Furthermore, it has analyzed the policy reform initiatives on local governance after 1990 to 2000. The western

Development region has been specified as the empirical study area. The fourth chapter assesses people's participation in local development planning in the western development region along with their modes and status. The fifth chapter deals with problem in project planning, implementation and monitoring and evaluation. The sixth chapter presents the finding of the study and recommendation. The book is based on both analytical and empirical methods of the studies. The empirical aspects of the study has exposed to the ground reality related to local development planning. In the conclusion, Dr. Sharma has said, "Development planning without popular participation makes no sense and strategy for sustainable development beyond users' needs becomes void. Participation makes people feel belongingness which in turn brings a sense of ownership and it imparts knowledge, ideas and skills along its involved experience" (Sharma, 2004, p.155).

Local self-government and decentralization as the fundamental element to promote democracy in Nepal, it has made an attempt to throw light on the role of local self government and decentralization to strengthening the overall process of Nepal. According to him, the local self government institutions are the basic units for people's participation to choose what is best for them. Similarly, he has also discussed the actors of LSG and the relationship between the central government and the local self government institutions. Moreover, the study has discussed the powers and functions of the elected local bodies as directed by LSGA. The research is based on the theoretical analysis rather than practical and applied structure (Khanal, 2003).

Weakness of local government institution in the context of decentralized development and to discuss the challenges of decentralized development along with needed perceptions for future. Decentralization and development are integral parts of the concurrent development model. He had tried to display the worldwide trends of decentralization and focused mainly in Nepal. Conceptually, he is clear to show the relation between decentralization and development. The impacts of decentralization in development parameters such as increment of productivity and income, protection of environment, increment of liberty, growth and prosperity of civil society, decrement of social hazards and protection of human rights. Besides, it has also mentioned that if decentralization is objectively implemented at any country and any location, the above mentioned development parameters become meaningful and development initiatives become beneficial according to the interest of those who are targeted. The objectives of decentralization are meaningful if they development is turned over as people centred development. The terms like social relation, human condition and capabilities and institutions in the society which are important if the development thought was taken into account practically. Local level political process, to determine national standard of living, to make government sector more prestigious than others, to stop corruption to be decentralized, to catalogue the roles of civil society organizations and to determine capacity building frameworks. Though, the dissertation seems more practical than theoretical in the field of decentralization for development.

CHAPTER –III

METHODOLOGY

3.1 Research Design

This study has been carried out on the basis analytical and descriptive research design. Both primary and secondary information sources have been also used for the fulfillments of the objectives. The study has been mostly based on field survey where as secondary sources of information have been also used from the relevant sources.

3.2 Rational of the Study Area

The study area has been selected through theoretically the study area is enclosed under the framework of Participatory Planning Process of Local Development, physically the study area has been selected in Bajura District, the Headquarter of "Martadi" is around 120 Km far from Dipayal (Headhunter of far western Development Region). It covers the area of 2188 square Kms with population 108781 (ISRC, 2007/008). It has only one electoral constituency, 9 Ilakas, and encompasses 27 VDCs. Achhham and Kalikot District is in south, Humla is in North, Mugu and Kalikot is in east side and Bajhang is in west neighboring Districts of this District. It is culturally ethnically, naturally diversified mountain district. Many I/NGOs are activated in development field. The study area has been lengthened on DDC and its co-coordination scheme with district based I/NGOs and private sectors in local development planning process.

3.3 Sampling Procedures

The universe of the study has been the all ex-members and officials of DDC, staffs of Line Agencies, members as well as officials or District Level I/NGOs, active Private Sectors, some energetic CBOs, and district level uses committee incorporating all active district level civil societies have been taken as universe for this study.

This study has been drown on 35 percent of the universe including male and female have been taken as sample size which has been selected through simple random sampling.

3.4 Nature and Sources of Data

This study has been two types of data nature and sources, primary and secondary. The primary data have been field survey, questionnaire, key information interviews', focus group discussion and direct observation of the study area. Similarly data have been used republished journals, documents, reports, dissertations, books, daily news papers etc. and unpublished documents related to study.

3.5 Data Collection Tools and Techniques

The various types of tools and techniques have been used to collection the primary and secondary data for this study.

3.5.1 Primary Data Collection

The Primary data were collected through various tools of data collection as follows;

3.5.1.1 Questionnaire Survey

Primary data collection has been used to structured questionnaire prepared. The respondents have been requested to fill p questionnaire different stakeholder of who involvement planning process, they also taken too structured, unstructured and open-ended questions have been used for interview schedule.

3.5.1.2 Key Informant Interview

Key informant survey has been conducted together the additional information on the aspect of plan formulation, implementation, management monitoring evaluation, and to find out the difficulties and resolution, the school teachers, college lectures, other intellectuals, social workers and development planners have been taken as the key informants.

3.5.1.3 Observation

The direct observation has been held on district council assembly and its formulation and implements process of annual district development plan. The data has been recorded while observing the selection of project, priority program, discussion, participation of people on district council assembly.

3.5.1.4 Focus Group Discussion

The focus group discussion has been held in study area. The discussion has been focused on ex-representative, local bureaucrat, I/NGOs staffs of Bajura District.

3.5.2 Secondary Data Collection

The secondary data has been collected consulting related, pre-published journals, documents, reports, dissertations, books daily newspapers, workshop and seminar papers and audio-visual documentations related to study.

3.6 Data Processing, Classification and Tabulation

The collected primary data from the various sources have been processed by using appropriate computer software to make the analysis effective. After processing the data unnecessary and irrelevant information has been eliminated by editing then all

the other selected data have been presented by various tables, pie-charts, bar diagrams, graphs and various statistical tools.

3.7 Data Presentation and Analysis

The data processed data from the both primary and secondary sources have been analyzed with the help of computer software, also has been analyzed descriptively, quantitatively and qualitatively used simple statically tools like tables, charts, graphs, measure of central tendency, percentages, ratio etc. The qualitative data have been analyzed in textual from through descriptive analysis.

CHAPTER- IV

LOCAL DEVELOPMENT PLANNING PROCESS IN NEPAL

4.1 History of Local Governance in Nepal

Nepal is considered to have very long and rich traditions of local governance from the very dawn of the history. Different Hindu epics like Ramayana, Mahabharata, Kautilya's Arthashastra, Manuskriti, Vedas and Upanishads have inspired to developing institutional framework over the ages. A compressed not exhaustive description is attempted below in order to provide historical accounts of the institutions involved over time in the context of Local Governance (LG). Although the practices are not historically proved, however, some of the references are found during the period of Gopal and Mahishpal ruler in different forms. Practices and exercises of LG were in reality meaningful as they were used in different forms and nature in various periods of history. The Kirant period seems to have been the foundation of local government system in Nepal. Kirant administration system was based on the principle of local autonomy. For the administrative purpose, the Kirants had divided their entire territory into different districts known as "Thum", a cluster of several villages. Each Thum had its' own governor or mini King for the maintenance of law and order, settlements of disputes, punishment of the criminals and so on. Thums also had their own Panchayat composed of five elected members to solve local problems. Each village had a local government institution called "Panchali" similar to present village development committee. The Panchallis were even empowered to collect tax in order to maintain irrigation canals, religious monument and funeral grounds. Similar local organization governing the life of people was Guthi, a co operative institution to conduct religious festivals, manage health, education, cleanliness and entertainment and so on. The practice of Guthi is still continued and prevailed in many aspects of Nepalese life and society.

Local governance during the Lichchhavi Dynasty was found in accordance with the spirit of decentralization policy. The local institutions such as 'Gram', 'Gram Pradesh', 'Pur' and 'Tal' (the terms that Lichchhavi ruler used were mostly used in Sanskrit language) were empowered with delegated authorities to take necessary administrative actions. To fulfil the objectives that had stated in the decentralization policy separate committees or subcommittees- Panchayat or Panchali were constituted in each local government. Prior to the Rana regime, the chief advisors of the king were Tharghar, six ethnic families- Khanal, Aryal, Pande, Pant, Rana and Bohara), who had once used to help Drabya Shah, founder of Gorkha Kingdom, and Bhardar, member of royal family. The daily administration was carried out by Chautara, Mukhtihar, Minister, Kajis, Kapardar, Kihajanchi, Sardar, Khardar,

Takshali, Dharmadhikar, Vchari, Ditta, Jitta, Bohora, Subbha, Umraw and so on. This practice was mostly followed at the centre even in the Rana regime.

During Malla period, the central level had two important institutions. They were 'Bhandari' (Grand Council) and General Assembly or 'Council of Notables'. Not much is known about those institutions. Nevertheless, the Bhandari presumably might be the high level body composed of Chief Minister, Minister, and Prominent aristocrats, Royal Astrologers, Pradhanas, Pramanans and representatives of the people of all localities. Its meeting called asthan had been chaired by the king himself and the main functions were presumably to discuss the major issues of the state affairs. The local administrative units of the state were known as Bhunti, Visaya and Grama. These local institutions were to deal mainly with maintenance of law and order, collection of land resources, security from external aggression, supervision of customs administration, construction and maintenance of temples, rest houses and roads, providing irrigation and sanitation facilities and work as judge of local court deciding minor cases.

During late eighteenth century, prior to unify the kingdom by Prithvi Narayan Shah, time was passed for emergence and extension of small principalities throughout the country. Though the kings in the medieval period gave very less interest and minimum contribution in local governance process, traditionally established Panchayat and Panchali like institutions were being more popular to the people.

King Prithvi Narayan Shah and his successors founded the present state in the second half of the eighteenth century as a result of the territorial unification of tinny principalities scattered over the hills of Nepal. It also brought into existence, for the first time, of the centralized authority structure of the state and administrative control. The administration of the government was based on religious principles, socio-cultural norms and tradition and commands of the absolute ruler, whether the king or the Rana prime minister. However, a community pattern of socio-economic life of the people in their respective areas remained largely unaffected.

In this context, decentralization plans and programmes introduced during the Panchayat period followed different models such as delegated functions model, specific functions model and concurrent functions model. The first Decentralization Plan (1965), the District Administration Plan (1975) and Integrated Panchayat Development Design (1978) were based on more or less delegated functions model. During the later phase of the Panchayat regime, the decentralization scheme as reflected in the Decentralization Act (1982) and Decentralization Working (Management) Rules (1984) were based on the specific as well as concurrent functions model.

It was based on specific function allocation model in the sense that Local Government Institutions (LGIs) as well as the locally operating government line agencies had been assigned more or less similar types of functions. No attempt were

made to clearly define the functional jurisdiction between the two types of institutions i.e. the locally elected authorities and the government line agencies such confused functional jurisdiction of the LGIs and line agencies led to the overlapping and duplication of the their responsibilities creating some sorts of functional anarchy at the local level.

Due to these reasons, implementation of all sorts of decentralization plans and programmes were failure. Besides, during Panchayat regime (1960-1990), a number of issues such as the roles and task of Local Government Bodies(LGBs), the relationship between the government line agencies and LGBs, the roles and tasks of legislators versus local leaders, service delivery, overlaps and duplication, the degree of autonomy of LGs, accountability, transparency and the scope of LGs fiscal authority remind unresolved.

4.2 Local Self-Governance: An Introduction

In a developing political system, a spate of new trends emerges. Decentralization is one of the most important dimensions of the political system of today. Democratization of the political system means steps towards installing a government by the consent of the governed. The 1980's can be best characterized as an era of participatory revolution, especially in the Third World Countries. Many social groups such as woman, youths, student, rural people, and minorities campaigned vigorously for better and equal opportunity in the political system. Many of the Third World Countries have been increasingly recognizing people's role in politics.

Democracy is a system of government which provides an opportunity to the people to play an active role in politics, as one would like to perform a variety of roles in the society. The most rational political theory tells us that democracy is a system of government that allows citizens to take part in the government in an institutionalized way where the fundamental decisions are being made for them. Many people think that local self government means community government which co ordinates the activities that are concern with the local community. However, this concept limits its scope; local self government practices reveal that it is not just about local services. Local institutions of villages, towns, districts, provinces, countries, etc are the sole foundations which can protect and promote the interest of a locality. A local body represents not only the local opinions but also helps the central government to formulate genuine policies for the betterment of the locality and in turn the country.

Broadly speaking, the term local self government is connected with mainly two aspects- governance and development. The concept of governance is closely associated with decentralization as it is concerned with power an authority. Yet, the place occupied by decentralization in the development literature is a recent phenomenon that has grown steadily after 1970, a period, when many of the Third World Countries attempts to adopt decentralization as a means for development (Thapa, 1998, p: 2).

Today local government and politics have become focal points of Democratic political development. But, without decentralization authority, the local government cannot act as an autonomous entity. In highly developed countries like UK, Germany, US etc, the power and position of the local government is continuously guaranteed. In Nepal, however, only the directive principle of state policy in the constitution of the Kingdom of Nepal (1990) vaguely mention local self- governance article 15 (4) of the constitutional carries a few words on decentralization but not on local self-government.

The state policy is thus silent on the distribution of central power to the local government. Moreover, every country may have a local government but not necessarily a local self government with sufficient powers in legislative and economic matters. And Nepal is no exception. The political units such as VDCs, DDCS, Municipalities, and other public organizations like government-owned corporation etc conduct their functions largely under the central government's directions. Therefore, Nepal requires an effective policy on decentralization and local self- government. Lack of political commitment, indifference in political values, and discontinuity of efforts, inefficient strategies for the implementation of decentralized functions are some of the obstacles to effective local government in Nepal (Sharma, 1998, p: 74).

4.2.1 Local Self- Governance Act (LSGA)-1999

The promulgation of the Local Self- Governance Act (LSGA)-1999 and its Associated Rules (2000) provided sound legislative framework for the development of DLG. LSGA included most of the proposals made in the Ninth Plan to devolve wider authority for planning, service delivery and revenue generation for the LGs. It, further, aims as stipulated in its preamble to participate the sovereign people including the ethnic communities, indigenous people and down trodden (Dalits) as well as socially and economically backward group in bringing out social equality in mobilizing and allocating means for the development of their own region and in the balanced and equal distribution of the fruits of democracy in the process of governance by way of decentralization.

Similarly, it states to have institutional development of local bodies capable of bearing responsibility, by providing such responsibility and power at the local level as is necessary to formulate and carry out plans. It's another important aspects is to institutionalize Local Government Institutions (LGIs) through local autonomy. Furthermore, LSGA has presented its Principles and policies as follows:

Devolution of powers, responsibilities and means and resources as are required to make the Local Bodies capable and efficient in local self-governance.

- ❖ Building and development of institutional mechanism and functional structure in Local Bodies capable of considering for local people and bearing responsibilities.
- ❖ Devolution of power to collect and mobilize such means and resources as are required to discharge the functions, duties, responsibility and accountability conferred to the local bodies.
- ❖ For the purpose of developing local leadership, arrangement of effective mechanism to make the local body accountable to the people in its own areas.
- ❖ Encouraging the private sectors to participate in local self governance in the task of providing basic services for sustainable development.

4.2.2 Main Features of LSGA 1999

- ❖ **Clarification of the Principles and Policies of Decentralization:** This is a main feature of this Act it has made the clear-cut policy framework of decentralized governance. It has given the strategies vision for participatory development at a local level and provided the guideline for local level resources mobilization. In this Act, we get the number of better structured principles, which made the local bodies self-mobilized. This legal framework has forwarded process of development of function responsibility's. It has made the local bodies independent to adopt their activities. This makes the way carrier for local level planning conducted by policy framework, which historical evidences have shown but that the principles regulated by those policy frameworks couldn't produce significant results. If the principles and policies taken by this act is not supported by actions at local levels, it may remain the same unproductive as many principles remain in the post.
- ❖ **Wide sector Authorities to LGs:** Act has increasing responsibility and accountability of LGs. This Act is based on the principles of democratic legitimacy that follows accountability and transparency at all local levels. In particular, the Act has given authority to the general public to conduct auditing and verifying financial discipline based on sound social management in local bodies. Anyway its implementation and the attitude of implementing authorities is the important aspect to make it success or not.
- ❖ **Provision of Recourse Collection and Revenue Generating:** According to this act all the local institutions are legally allowed to generate their own resources. This broad minded principle taken by this Act has emphasized the self sufficiency of local institutions within the legal frame set by central government; the local institutions are made free to determine local taxes raise their revenue. It has provisioned the financial committee in local levels to generate the financial committee in local levels to generate the financial

resources and its sustainability. But 71% of their total respondents of the present study has expressed that there is not transparency in resources collection and allocation in local levels.

- ❖ **Participatory Bottom up Planning Process:** A remarkable aspect adopted by the Act is the clarification of participatory bottom up planning process of local government. This act has provisioned that the planning for local level is started from household, individual or community and upwards. Subsequently according to this Act individual house hold is the first planner in this planning channel. Wider participation in local level planning has been emphasized by this act. Both periodic and annual planning is based on bottom up planning process with broad participation of the development partners as well as civil society. According to this act, resource maps, information system are mandatory to make the plan efficient. Ideally this process is not objectionable however many loop holes have been observed in practical field.
- ❖ **Arrangement of Efficient Service Delivery Mechanism at Local Level:** This act has made the local bodies more accountable and responsible to the people. It has given the authority of solution of local issues on local bodies. The main responsibility of the government, according to the act is to provide the service to the people. Thus this act has made the local bodies a self government. In practice we nearly see the application of this principle in few local governments. However national level decentralization Implementation and Monitoring Committee has been established to make the application possible, a large number of key informants NGO sector leaders and private sectors respondents consulted during this study, comment that this remains as an ideal principle as it remained in the past. No more people or institutions have followed the ideal principles of constitution and laws in the Nepalese history.
- ❖ **Coordination among Development Partners at Local Level:** This is the first Act in Nepal, has given status for private sectors NGOs, donor agencies, and partnership provision with them. These development partners are in coordinating network to formulate the plan and implement programs. However the act is not very clear about support and coordination mechanism among them. Although the act provisions the participatory planning, duplication of work in practical field is its bitter aspect. It has stipulated the coordinating mechanism among development stakeholders but didn't clarify their separate responsibility, which has made the local level development partners.
- ❖ **Accountable and Transparent Local Bodies:** The act has focused accountability and transparency in local level. When the authorized institutions are not aware in transparency, the ethnical respect towards them

will be less. Thus it has made some transparency window in different steps of local level planning channel. It has provisioned and DDC councils, many evaluation, monitoring committee and credit committee which assess the financial transaction local governments. However morality of development actors and institution strength is important aspect.

- ❖ **Wide Participation of Civil Society:** A major positive aspect of this act is to open the door of participation to all level of people in wide range. It is not legally based on ethnicity, class and caste people. Furthermore it has highly emphasized the representation of deprived and disadvantaged groups in local government. Provision of 20% of representation of women in local governments is its example. But the field survey of this study has found that there was only one women member and not single representatives of disadvantaged group in prior elected DDC. So this act is open the ways of development through people participation for the local development and social change of rural village development.
- ❖ **Authority on DDC to open Sectoral units and to rise their own Professional Staff:** this act has let the way to local bodies to open the different sectoral unites and to raise the professional staffs. It has stipulated the different sub comities under the DDC to perform the work efficient in the content of decentralized planning process. Hence many committees such as economic development committee, social development committee, NGOs coordination committee, financial development committee , infrastructure development committee, planning evaluation and monitoring development committee etc. have been formed in Bajura district.
- ❖ **Provision of Compulsory Funding to LGs by GoN:** the Act is based on principle of fiscal decentralization for the sustainability of local government. It has made the local government funding a compulsory function of GoN. This system strengthens specially those local bodies whose internal resources endowment is weak. Thus the act tries to make the local body rational. but the process which draws the need from bottom level and seek the fund from top level seems somehow disproportionate, which has made the local government development on central government.

The act has laid tasks to be performed by the central government and LGs as well. According to LSGA, the government is responsible to implement policy, coordinate and monitor decentralization through DIMC; monitor and supervise LGs; build the capacity of LGs; depute secretary to LGs and other staffs upon LGs' request; coordinate administrative boundaries; classify LGs; and hold elections and suspend or extend the tenure of LGs. Similarly, the local governments are responsible to deliver sectoral services such as education, health and agriculture by establishing their own sectoral units; prepare long and short term local policies, plan and programmes; co-ordinate and build partnerships with civil society in programme

planning and service delivery; and raise revenue from local taxation, fees and other sources.

4.2.3 Institutional Framework

Nepal has a two-tier system of local governance, with village and Municipalities as the lower tier and District Development Committee as the higher. These are the units of LGs. All VDCs are divided into nine wards. Municipalities are divided into a minimum of nine Wards but the maximum number is not specified. Wards are the smallest units of LGs. Each district is divided into nine to seventeen Ilakas that are cluster of VDCs and Municipalities. Each Ward has Ward Committee (WC) made up of the five elected members, one of which must be women. VDC Board and the Municipal Board run LGs' affairs. Village Councils (VCs) and Municipal Councils (MCs) meet biannually and approve VDC and Municipality policies, programmes and the budgets.

The chairpersons, vice-chairpersons, ward member and six nominated members representing women, Disadvantaged Groups (DAGs) from the VCs, MCs have a similar structure but number of nominated members can be a maximum of twenty. There are 3915 VDCs, 58 Municipalities and 75 Districts in Nepal. Each District has a District Council (DC), which serves the same role as VCs and MCs, and an executive committee (DDC). The DCs meet annually and are made up of Mayors and Deputy Mayor of Municipalities, VDC Chairperson and Vice- Chairpersons, DDC Chairperson, Vice- Chairperson and Members, the District's Members of Parliament and 6 nominated members. Provision is made for Village, Municipal and District executive bodies to nominate additional members of the weaker section of society and of them one must be a woman.

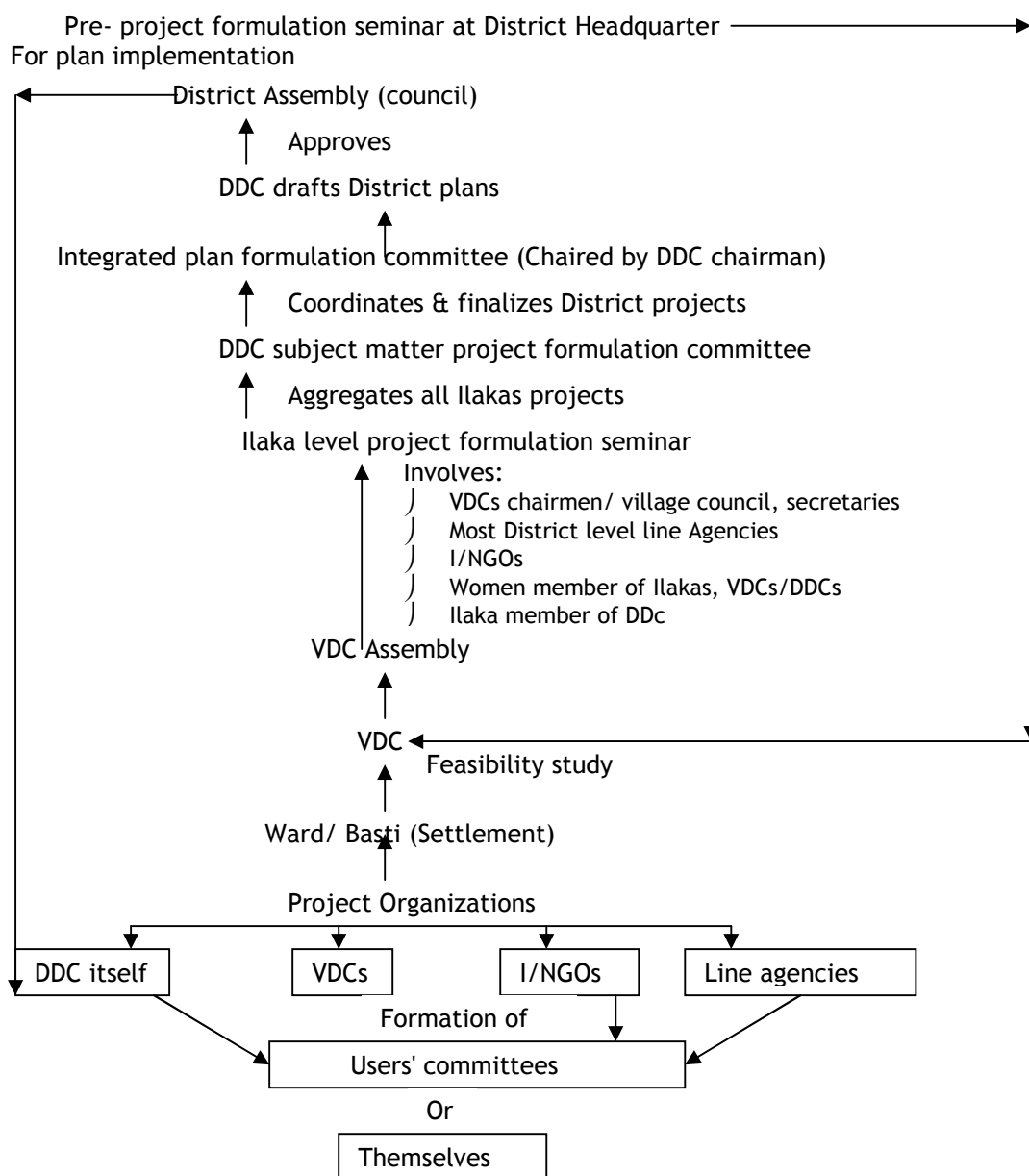
There is a provision for sectoral committees and an audit committee in each LG. VDC chair person, vice-chair person, mayors, deputy mayors, ward chair persons and members are elected by adult franchise. All these elected officials elect their respective Ilakas member as well as president and vice- president of DDC. The Ministry of Local Development (MLD) appoints LG secretaries. At DDCs, it deposes additional professional staffs such as accountants, Engineers and Planning Officers. LGs generally appoint lower level staffs, although, some DDCs have started to appoint professional staffs themselves.

4.2.4 Local Development Plan under the LSGA-1999

In general term self governance refers to a situation in which autonomy of management and conduct of local level is given to the locally elected representatives. In the context of devaluation, local self-governance empowers the local level elected bodies by the enhancing in the participation of all the people including the ethnic communities, indigenous people, disadvantaged groups and people belonging to

every cast and class, religion to fulfil their aspiration and needs by involving them in decision-making.

Fig. no 4.1 Bottom up process of District Plan (Participatory Planning Approach)



Sources: Sharma, 2004, p: 60.

Local self-governance is defined as the exercise of economic, political, and administrative authority to manage the country affairs at local level. The LSGA provision local level plan has been bottom up and participatory approach to participation of local people and communities. The local level development plan formulation and implementation project also to be clear LSGA 1999

LSGA- 1999 and related regulation have give authority to local government for formulating, implementing and evaluating the development plan regulated in local

levels. There is the provision to be the different subjective departments and sub-departments under the district level executive council in district to maximize the limited resources through the decentralization process. According to it village and district councils are the key forums of integrated planning process in local level.

The LSGA 1999 has provisioned that "DDC shall hold the necessary discussion among services centre subject wise pan formulation committees the integrated plan formulation committees in formulating district development plan," (LSGA , Article-197-3). The act has also provided for greater citizen participation in local governance and put particular emphasis on partnerships between local government institutions and the private sector.

4.3 Local Development Planning in Nepal on Periodic Plan

The first systematic for rural development planning known as Tribhuvan Village Development Program, was launched in 1952 with the guidance and two major donors USA and India.

The First Five Year Plan (1956-1961)

The plan accorded high priority to Tribhuvan Village Development Program and next transport and power. This plan covered the country with the nucleus program six nucleus development thirty-four Dehat development and twelve village development units were established benefiting 2.23 million people in 3800 villages considering the due to constraints of transport and communication, extremely limited administrative and technical manpower, the program was both conceptually and operationally a success venture (Bista, 2001).

The Second Five Year Plan (1962- 1965)

This plan lunched was most important highlight of Panchayat system. This plan also focused on Regional Development balance strategy. It was formulated and implemented after the Panchayatization of politics in 1961. This plan while acknowledging the fulfillment as a verity of targets ironically developed the ineffectiveness of the program, attributed to limit coverage, lack of people participation and dichotomy between the various local level programs. The plan conceived rural development and there was a shift in emphasis from program orientated area approach to the sectoral approach of rural.

The Third Five Year Plan (1965-1970)

The plan comes with separate Panchyat program to full-fledge sector with a view to benefit from the massive organizational strength in mobilizing local resource to enhance the development process. The financial support from national budget to the Panchyat was quite substantial. this plan was formulated with the in a frame work of 15 years perspective approach of the second five year plan of Nepal which made the

target to double the national income .Another important aspect of it was to incorporate different tiers of Panchayat in national development activities especially in local development (Bista, 2001, p: 29). The plan didn't make any explicit mention of Rural Development but accorded high priority to the agricultural productivity (Mathema, 2001, p: 34).

It had initiated the regional planning approach dividing the country in to the three regions (eastern region, central region and karnali region). Similarly Panchayat development land tax was introduced in twelve village Panchyats in Jhapa and Morang for generating local resources comparatively the efforts for the local level planning was better then before the achievement of all these experiments were however very minimal.

The Fourth Five Years Plan (1970-1975)

This plan embodied the regional planning approach to development. It has emphasized moron the implementation aspect of project, which was certainly weak in proves three plans and an urgent need. Regional planning approach did not emphasize the local development directly. It acknowledged the fact the considerable imbalance between the national and regional development through proper utilization of resources and extension of services. However, the impact of these programs was supposed to be directly felt to local development .the plan envisaged that maximizing output, establishing and expanding the foreign trade, establishing the base for sustainable economic growth. Transportation, communications agriculture and industrial were the prioritized sectors of this plan. However this plan accorded low priority to the investment in local level.

The Fifth Five Years Plan (1975-1980)

This plan is new approach which contained quit for local development with specific emphasis on three important aspects. They were Intergraded Rural Development Programs, special group programs and new district plan. The district plan was general framework for formulation and implementation of district level projects and programs. The other two strategies also supported to district plan internally and externally. The focus of the plan was "people oriented production on the one hand and maximum utilization of man power on the other hand" as its objectives (Bista, 2001, p: 30).

The plan was characterized by the establishment of the Small Area Development Program (SADP) and Integrated Rural Development Program (IRDPA) which were the different strategies taken to rural development.

The Sixth Five Years Plan (1980-1985)

The plan gave more emphasis on rural development. The plan had its own strategy which was not practiced before that was basic need approach. This plan deliberately

incorporated a target group oriented development approach that would largely consider aspects like popular participation in decision making and meeting the basic needs of the grass root level in the overall development programs of the districts. The six plans had three objectives increasing productions at a faster rate, increasing productive employment opportunities and meeting the basic needs programs. the minimum basic needs were listed as the food grains clothing, housing, health, education and public security among others to raise the standard of people to Asian standard by the year 2000, promotion of the people's participation in decision making was main focus of the plan it seeks to institutionalize the existing participation of the people through local leadership like previous plans, this plan too faced the problem of poor and inefficient coordination and problem of sincere implementation.

The Seventh Five Years Plan (1985- 1990)

This plan was flowed the sixth plan in its design with the objective of increasing production at higher rates , increasing opportunities for production employment and fulfilling the minimum basic needs of people. The plan further incorporated the concept of basic needs. Similarly, the employment oriented development planning was also emphasized in this plan. The main goals of this plan were to improve the living standard of the people, to increase the production through agricultural sectors, to raise the national income of nation. It had given the priority to participatory local development planning. The implementation aspect of this plan was somehow satisfactory as compare the previous plans.

The Eight Five Years Plan (1992- 1997)

This plan was a turning point in the planned development of Nepal. This plan significant and for reaching policy changes have been introduced during eight plan period. It formed on improving the income and quality of the life of disadvantage groups, development of backward areas, and creation of community infrastructure and decentralization of authority of local self government.

The structural adjustment program got its momentum in this plan period. The government adopted policy of privatization and liberalization in development process. The privet sectors were to encourage investing in productive sector.

In local development aspect, new local development acts were enacted without much deviation from the past Panchayat period local acts except making challenges in some terminologies such as the term Panchyat was replaced by development committee. Positively it has followed the decentralization policy but authority and power were not progressively developed to local governments nor was the new decentralization policy adopted. The objectives of the plan were to alleviated poverty giving the extra focus to agriculture development, employment generation and human resources development.

The Ninth Five Years Plan (1997-2002)

Its plan as a follower of eight plans also prioritized the reduction of poverty, infant mortality rate and provision of increasing employment opportunity, average life expectancy. It gave high priority to the agricultural development and it was taken as a leading sector for achieving the goal of poverty reduction to attain also these goals, the ninth plan postulated a three-pronged strategy: I) achieving a high, sustainable and broad-based economic growth, ii) Developing social and rural infrastructures and iii) Introducing targeted programs for those communities and areas which were left behind by the mainstream of development process.

The plan had emphasis on economic reform and broad-based economic growth, agricultural development, people's participation in local development, decentralization, inclusion of deprived and disabled groups in the mainstream of development, entrepreneurship development local level and local development and poverty reduction the strategies adopted in the plan period for rural development were implementation of agricultural perspective plan. Integrated development agriculture and forest to achieve high and sustained economic growth, optimum mobilization of local resources through local institutions, decentralization and capacity building of local institutions for rural development, empowering the backward, deprived and lower class/cast/ethnic groups, diffusing agricultural and cottage industries and tourism development to the rural areas.

This plan was implemented some rural programs in the plan area period were: Women Development Programs (WDP), Rural Area Development Programs (RADP), Local Development Training Programs (LDTP), Human Development Programs (HDP), Rural Infrastructure Development Programs (RIDP), and Rural Community Infrastructure Development Programs (RCIDP), etc.

The achievement of the ninth plan generally fell short of targets because of its ambitious nature. The resulting dislocations in of slowdown in economic growth, the decentralized local development didn't take place satisfactorily (The Tenth Plan Summary, 2002, p: 19).

The Tenth Five Years Plan (2002-2007)

The tenth plan document is also supporting fiscal and administrative devolution along with capacity building initiatives focusing entirely on the goal of poverty reduction. The plan has emphasized the local people's participation in the decision making and implementation process placing special attention on woman's empowerment and their access to the participation in management for increasing gender equality at the local level and made special provision for the woman's leadership training. In reference to decentralization, the tenth plan has set the strategies to.

Give autonomy to the local bodies for performing duties pursuant to the objective of Local Self-Governance Act, 2055(1999), enhance the institutional capacity of local bodies for enabling them to deliver services to the people, and for enabling them to function responsibly, enhance the people's participation in the local development process extensively and make local bodies capable of mobilizing internal and external resources.

As a matter of fact, the failure and success of decentralization scheme depends upon the various factors such as- strong political and bureaucratic commitments, well organized and equipped organization structure, strong and well managed financial conditions and people's participation in the governance process. But, the present political instability is being serious constraints to strengthen local governance process in Nepal.

Eleventh Three Years Interim Plan 2008- 2010

The three year interim plan (2008-2010) has expected the agriculture sector will grow by 3.6 percent, non agriculture sector 6.5 percent and the overall economy by 5.5 percent. The plan has emphasized the effective and result oriented participation of community and private sector for economic development with the restoration of peace, there will be an encouraging environment in the tourism sector will be developed. At the same time policy and institutional reforms will be carried out to remove structural obstacles to tourism development.

Government of Nepal through three year interim plan has identified the priority areas of investment in terms of comparative advantage which enhance economic growth. The major areas are as follows:

- ❖ Physical intrastate has been reconstructed and rehabilitated and people affected by conflict will be provided with relief for re-integration.
- ❖ Investments have been made to support development through the inclusion of excluded groups.
- ❖ In order to revitalize national economy, investment has been increased in physical infrastructure supporting agriculture, of hydropower and to infrastructure development like roads irrigation and communication.
- ❖ Investment has been increased in education, health, water supply and sanitation for enhancing the quality of human resources.

Eleventh Plan and Local Development

This plan has been clear cut vision of the local development plan has been cleared to bring improvement in the living standard of the masses through good governance based on a democratic value system and inclusive development effort subsequent to the restricting of the state, based on the conceptual framework of federal, inclusive

and participatory development, with the implementation of the local development initiative under the leadership of local autonomous government.

This plan to focus on the major objectives of the local development program has been to support poverty alleviation measures on the fundamental premise of inclusive development and through the mobilization of local resources use of local skills and technology and creation of employment and income generating importations all with the direct involvement of local inhabitants.

The current three year interim plan strategies of local development of this plan has been to create the opportunity access and ownership of different classed communities in basis services facilities and tools through their participation for prosperous civil society and well structured local level.

To fulfil the strategies, the eleventh plan has deliberated some role objectives as:

- ❖ *To important demand driven, targeted and community focused programs to increases access of people from of remote areas, women, Dalites, Madheshis, Muslims ,exploited, marginalized, minority, disadvantaged and other backward groups to resources and opportunities itself through their increased participation and ownership.*
- ❖ *To develop the perception of good governance through the strengthening of the local self governance system and by mobilizing the internal and external resources for the local bodies and its effectives utilization as well as capacity enhancements, sector wide areas of devolution and through the coordinated efforts of other local level stakeholders.*
- ❖ *To create employment opportunities at the local and increase the access of people to the facilities and services through the development of environmental friendly infrastructure that is based on labour intensive technology and local resources and in accordance with the strategic work plan for local infrastructures.*

The eleventh plan has variously emphasized local level planning with bottom up approach including people's participation. An important aspect of local development is the implementation programs, based on locally available knowledge, skills, resources and technology, to meet the needs at the local level. For the development programs to be sustainable and to ensure effective services delivery to the masses, participation at the local level in the section, plan formulation, implementation and monitoring and evaluation is the driving concept.

Thus it has enabled the policy deliberated by LSGA- 1999 for local level programmes and its proportionate inclusive representation and participation of women, Dalits, Adhivashi, Janajatis, Madheshis, Muslims, etc. and the coordination, networking and assistance between the partners has been strengthening.

Similarly the programs according to the plans should be centred on the basis of local level available resources, skills, knowledge, technologies and inputs this plan emphasized to the social inclusion local governance and developing local bodies in the framework of decentralization by implementing programs through local level institutions based on the concept of participatory and inclusive decentralization.

Thus policy improvement for local development deliberating the resources from central level the services have been aimed to provide from local level straying the priority to these sectors which are backward and not accessible for the basic needs provided by the governments on the basis of periodic district development plan, annual district development plan and other sectoral plans has been executed.

This plan has formulated the policy that local development programs scientifically prioritized and screened on the basis of different social groups and region indexes which a try to deliberate acute programs to backwards communities has ensured in all the stages of the project cycle of development programs has been implemented for the upliftment of the target groups and regions. Similarly policy and working level coordination has been established for the mobilization of the government, NGOs, and private sector by strengthening the coordination mechanism between the sectoral line agencies at the central and local level.

CHAPTER- V

DESCRIPTION OF THE STUDY AREA

5.1 Physical Environment of Bajura District

5.1.1 District Overview

Bajura District is one of the hilly and mountain district lies in the Far-western Development Region of Seti Zone of Nepal where the area covered by High Hilly region is 84.7%, Middle Hilly region 1.7% and Mountain region is 13.5%. It is spread in 2188 square kilometres.

5.1.2 Geographical Location

Longitudinal and latitudinal location of the district lies between 28°18' North to 29°05' North and 80° 09' East to 81°05' East respectively. It lies at minimum altitude of 726 meter and maximum altitude 5036 meter from sea level. The Headquarter of this district, Martadi, is at the height of 1554 meter above the mean sea level. Its total area is 2188 sq. km., (CBS, 2001). It shares neighbourhood borders with Achhham and Kalikot District in South, Humla in North, Mugu and Kalikot in East side and Bajhang in West.

A famous rivers of Nepal Karnali flowed from the eastern north part of this district similarly another biggest river Budhiganga also flowed from southern part of this district. Khulmigad, Malagad, Nati khola, Barjugad, Tipadikhola, Baddigad, Bhaunera, Bauli, Edkikhola, Tharkhola other rivers are of this district. The main mountains of the district are Badimaliak, Budhinanda, and Badalekh. And Chadeedaha is one of the major lakes of the district. High Himalayan in the many parts of this is the main endowment of this district which reflects the real image of Bajura.

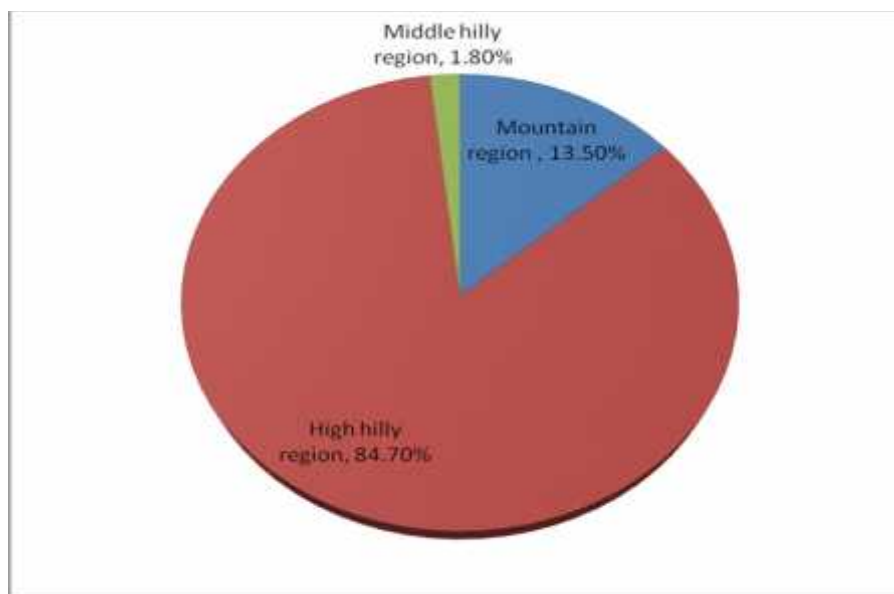
5.1.3 Topography

Bajura is not poor District in natural beauty. Around 46.6 % (94145 hectares) of its total land is covered by forests and shrubs, the around 18.8 %(38095 hectares) of its total land is covered by pasture land. Similarly out of total land mass 11.5% (23345 hectares) suitable for agricultural cropping land, 2.2 %(4496 hectares) land covered by bush and 20.8 % (42090 hectares) land covered by other used in this district. Thus the local development planning should focus on proper utilization of natural resources and lunched the livestock intensive agriculture programs.

5.1.4 Geographic Setting

Most of the landmass of this district lies in high hilly region. Geographically this District can be divided into three regions which are middle hilly region, high hilly region and Mountain region, (see Fig.5.1)

Fig, 5.1 Geographical Division of Bajura District



Sources: CBS, 2001.

Fig 5.1 shows that 13.5 percent land lays Mountain region. The region covered by snow in summer session and other session to cover by green grass in this region. Similarly, around 84.7 percent land of the High hilly region. The region covered by forest and grass land. And 1.8 percent land of the Middle hilly region in this district.

5.1.5 Land use Pattern

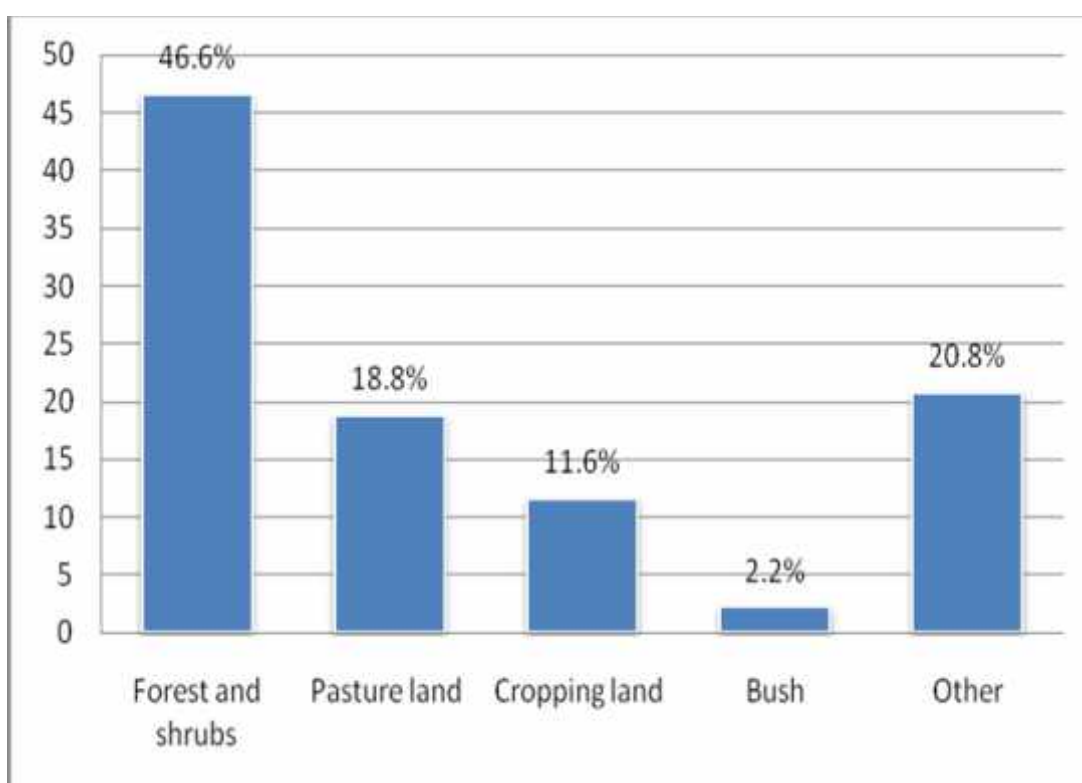
This district is to cover by total rural area. All most half part of land mass is covered by forestland shrubs. Out of total 46.6 % (94145 hectares) of its total land is covered by forests and shrubs, the around 18.8 % (38095 hectares) of its total land is covered by pasture land. Similarly out of total land mass 11.5% (23345 hectares) suitable for agricultural cropping land, 2.2 % (4496 hectares) land covered by bush and 20.8 % (42090 hectares) land covered by other used in this district. Bajura is divided by different regions and geographic areas, the different regions wise land used pattern see the bellow table and figure.

Table: 5.1 Land used Pattern in Bajura District (in hectares)

Description	Mountain		High hill		Middle hill		Total	percent
	Total	Percent	Total	Percent	Total	Percent		
Cropping land	12	0.008	13333	91.75	1187	8.17	15532	7.19
Non cropping land	20	0.23	8187	32.90	606	6.88	8813	4.36
Grass land	2474	6.49	34973	91.80	648	1.70	38065	18.84
Forest and bush land	7667	8.08	89889	91.12	795	0.81	98646	48.79
Other	16832	3999	24957	59.29	301	0.72	42090	20.82
Total	27305	13.51	171334	84.74	3537	1.75	202176	100

Source: CBS 2001.

Fig 5.2 Land used Pattern of Bajura district



Sources: District Profile, 2059 BS.

This figure shows that 46.6 percent land used of forest and shrubs land. Similarly, around 11.6 percent land of cropping land, out of total 18.8 percent land used in pasture land, 2.2 percent land used in bush land and 20.8 percent land used in other proposed in this district. Thus the local development planning should focus on proper utilization of natural resources and launched the livestock intensive agriculture programs.

5.1.6 The Climate

The climate of Bajura District varies due to the variation of geographical region. The climate in the district varies from Sub-Tropical to sub-alpine. Northern parts of the district get less hot than the southern part at summer season whereas in the winter season, the northern parts of the district has covered by snow in winter season in this district.

5.1.7 Water Resources

Water resources lead by the all of the development components, there are used the drinking and sanitation, Irrigation hydropower etc in this district. The major lakes found in this district are Chhededaha, Dhalpuri Daha, Budhinanda Daha, Khaptad Daha which are the worth of this district especially for religious and tourism purpose. The main rivers like a famous rivers of Nepal Karnali flowed from the eastern north part of this district similarly one of the biggest river Budhiganga also flowed from southern part of this district which basically the economically and naturally valuable supports the need of electricity even of nation and district also. other such as Khulmigad, Malagad, Natikhola, Barjugad, Tipadikhola, Baddigad, Bhaunera, Bauli, Edki khola, Tharkhola Malagad other rivers are the additional potential of water resources of raise up naturally and economically value of this district.

5.1.8 Forest Resources

Forest is one of the another factor of development aspect Bajura is rich of forest resources national and community management forest which are covered by around 46.6 % (94145 hectares) of its total land is covered by forests and shrubs. It is also sources of income of people and district economy. The three types of forest of management accept first is national forest which managed by government, second is community forestry user's groups managed the community level and lastly leasehold forest which managed also community groups which proposed by substance livelihood and income generation in their people.

5.1.9 Political Division

Bajura is a Middle Hilly District of Nepal there are Nine Ilakas, 27 VDCs, 243 Wards and Only One election constituencies. The Political division of the district is as follows:

Table: 5.2 The Political Division of Bajura District

S.N.	Particular	Number
1	Number of constituencies	1
2	Ilaka	9
3	VDC	27
4	Ward	243
5	Households	20378

Source: CBS 2001

5.2 Demographic Condition of the District

The demographic condition of the district is given on the basis of various parameters. According to CBS, 2001; the total Population of the district is 108781 among which male population constitutes 53834 (49.49%) and female population constitutes 54947 (50.51%). Population density is Per 50 square kilometres and the rate of population growth is 1.28%. Average household is 7 and average family size is 5.34 in this district which are described as below

5.2.1 Population Growth

According the CBS, the population growth rate was 1.28 % in 2001 which are less then notional growth rate shows that the total population of this district.

Table: 5.3 Population status of Bajura district.

S.N.	Population censuses Description	1981	1991	2001
1	Total	34383	74649	108781
2	Male	17698	37745	53834
3	Female	16685	36904	54947
4	Growth rate			1.28
5	Population Density		34.1	54
6	Gender ration			110

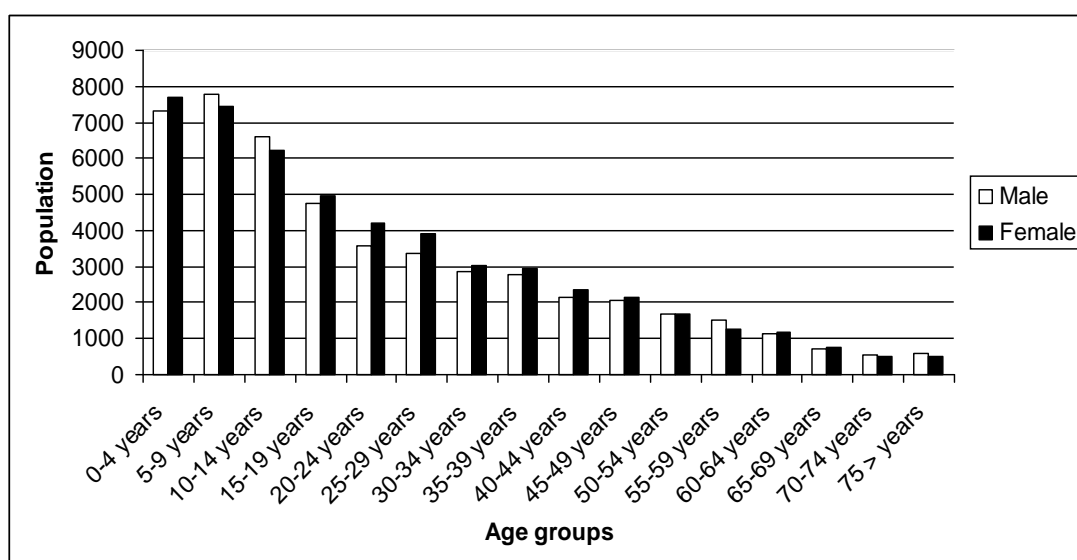
Sources: District Profile, 2059 BS

Table 5.3 shows that population of female is higher than the population of male in population censuses years 2001 but the population of higher than male population the female population in population censuses years 1981 and 1991. The density of population and its growth rate has been increased in later years. The shows that family planning awareness programmes and other population related programmes need be lunched in local level.

5.2.2 Population Composition

Population computation is the District male and female, according to the population censuses 2001; the total population 108781 is the district among the male population constitutes are 53834 and the female population constitutes 54947. The population of different age wise presentation follows fig.

Fig. no. 5.3 Population by Age group in Bajura District



Sources: CBS, 2001.

The age-wise population information presented in table .shows that 0-14 age group population leading by of this district and 15-29 age group people second position in this district which group are economically active population. Similarly 35- 49 age group third position these groups are also economically active population and the few population out of total population 60 years above age groups which groups are more socially pathetic population in this District.

5.2.3 Migration Rate

Internal migration, shafting process from village to market area and remote part to rode side, has been increased now. The main cities such as Nepalganj, Dhandadhi, Mahendranagar and different areas of Kailali, Banke, and Kanchanpur are the migration destination of people of Bajura. In inner district migration some

developing areas like Kolti, Martadi are the pulling places of surrounding areas people. Irrationally in development foreign employment for young and adult consciousness of facilitated life and recently the unfavourable socio-political conditions have increased the migration trend in this district. And also many people migrated the different cities of India who are seeking jobs to sustain the livelihood in winter session. Due to the increasing migration trend and remoteness of villages the population density is higher in developing areas than the upper rural areas. Moreover, the population growth rate has been increasing annually. These corresponding efforts from local and related sectors are felt need to control the growth rate and having migration.

5.3. Social Condition of the Bajura District

Bajura is considered as a multi-language, multi-cultural, multi-ethnic & multi-religious District. Obviously, Chhetri are major caste group which has their mother tongue is Nepali language. The social life of the people of this district has been influenced by the availability of the local natural resources, level of human resources development, geo-physical structure religious and traditional practice and increment on development.

5.3.1 Cast and Social Group

Bajura District is a common habitat of various castes and indigenous people. Majority of the people are Chhetri followed by Bharamin and others (see table 5.4)

Table 5.4 Population by Caste/ Ethnic Group in Bajura District

S.N.	Caste/ ethnic Group	Population	Percentage
1	Chettri	56050	51.53
2	Brahman	7937	27.30
3	Dalit	22559	20.74
4	Thakuri	6451	5.93
5	Janajati	2272	2.09
6	Not identification Cast/ethnic	3970	3.65
7	Others	9542	8.77
8	Total	108781	100

Source: Population Census, 2001

Table 5.5 shows that is population dividing by cast/ ethnic group of this district . The table also shows that majority by Chettris those group of caste population is 56050 (51.53%) out of total population. similarly Brahmans are 7037 (27.30%), Dalits population are 22559 (20.74%), Thakuri are 6451 (5.93%), Janajatis are 2272 (2.09%), other castes are 9542 (8.77%) and not identification caste are 3970 (3.65%) living in this district.

5.3.2 Religion and Language

Hindu, a leading religious of the nation is the leading religious of this multi-religious district also which constitutes 92.32 percent of total population. The majority of people are Hindu which the table 5.5 shows.

Table: 5.5 Populations by Religion in Bajura District

S.N.	Religion	Population	Percentage
1	Hindu	99337	92.32
2	Buddhist	1079	0.99
3	Islam	132	0.12
4	Jain	12	0.01
5	Christian	18	0.02
6	Jain	12	0.01
7	Kirat	13	0.01
8	Bahai	7	0.01
	Others	8183	7.52
	Total	108781	100

Source: Population census, 2001

The table shows that Hindu is a leading religion of this District of this district multi-religious district also which constitute 92.32% of the total population. The budhist is second religious of these districts which constitute 0.99% of this district. Islam, Jain, Bahai, Christian and kirat are also living in this District.

Nepal is a multilingual, multiethnic and multicultural country. Different languages are spoken in Bajura District (see table 5.6)

Table: 5.6 Populations by Language in Bajura District

S.N.	Language	Population	Percentage
1	Nepali	104307	95.89
2	Maithali	72	0.07
3	Bhoipuri	10	0.01
4	Newari	13	0.01
5	Gurung	33	0.03
6	Tamang	465	0.43
7	Magar	2	0.002
8	Hindi	17	0.02
9	Rai Kirati	232	0.21
10	Bhote Sherpa	508	0.47
11	Thakali	3	0.003
12	Rajbanshi	3	0.003
13	Satar	2	0.002
14	Sunuwar	79	0.07
15	Local language	58	0.05
16	English	1	0.001Bh
17	Others(Not identification)	2976	2.75
	Total	108781	100

Source: Population Census, 2001

Thought there are different caste group people, the common language, Nepali used as medium thus Nepali is major language of this District. Bhote Sherpa is second major language and Tamang is third language of this district. English, Local language, Maithali, Bhoipuri, Magar, Magar, Newari, Thakali, Sunuwar, Rai Kirati, Satar, Hindi and Rajbanshi are spoken of Bajura District.

5.3.3 Life Style

One dominated caste group of this District Chhetri a culturally rich caste group and Dalit, Bhote, Bharamain, are other major caste/ethnic groups of people in this District. They have religious tolerance, and mutual cooperation. They live closely and celebrate the national feast and festivals like Dashain, Tihar, Bishu, Maghe Sakranti, Fagu Purnima, Shivaratri, Jainaipurnima, Sharawan sankatrint, Bhuwa Parba, Chaitoli, Losar, and Ropai etc. Damai, Sharki, Luhar, Sunar, are considered as uncountable castes and are engaging in their own traditional occupation. However, now days due to the educational awareness these disadvantaged groups are also trying to step forward to raise their living standard and prestige in society.

Deuda is major and famous flock song and dance of far-western and mid- western region such as Bajura is also Deuda dignity of the District, and other festival Bishu parba and Bhuwa Dance are identity of this District.

People in this district use the common dares like Shirt and paint for male and Sari, Cholo, Dhoti, Gunyu except the elderly people of High Mountain and remote areas. Elderly male of these areas used Cot and Daura and Suruwal, Boldo and Gunyu Cholo is used by women.

People are living in agglomerated settlement with common cast in settlement and some settlement also situated the disperse settlement in this District.

5.3.4 Food Habit

Wheat, Barley, Millet, Rice, Maize and Potato are main staple foods of this district where as locally taken a prestigious food Rice is mostly used in the down parts of the district. Generally poorer reactions used Maize, Millet, Wheat, Barley, and Potato very often. However it depends on the geographical pattern and transport facility. Now days in most of the transformation access area, even poor people also used rice. Cash crops planning and floriculture is also a rare practice especially in most village areas. Most of the people of village engaged in animal husbandry and traditional agriculture prefer milk and sustain of food. Almost all people of rural areas are unaware on balanced diet.

5.3.5 Educational Status

The statistical survey shows the literacy rate of people in Bajura District is 31.30 % where the rate of male people is 45.2 % and female is 19.7 % literacy. According to District Education Office there are 448 educational institutions among which 3 Campus (TU affiliated), 8 Higher Secondary School, 43 secondary school, 46 Lower Secondary School 143 Primary School, 213 Early Child Development centres where Secondary, primary schools are under the government. And 16 primaries, 1 secondary, are in private sectors. However, many of the people lack school education due to distance parameter, and other socio-politico-economic circumstances.

5.3.6 Health Condition

The average life expectancy of the people is 41 Years, (CBS, 2001). The hospitals and clinic facilities seem oriented in urban areas than rural areas. The situation of health condition is shown as follows:

Table 5.7 Health Condition in Bajura District

S.N.	Particular	Number
1	District Hospital	1(15 beds)
2	Primary Health Centre	1(3 beds)
3	Health Post	11
4	Sub- Health Post	15
5	Ayurvedic Aushdhalaya	1
6	Total	29

Source: DHO Bajura 2010

5.4 Infrastructure Condition

Bajura is not ahead also infrastructure condition. Many infrastructure factor are not sufficient of local community, like as drinking water, irrigation, road facility , and other hardware services way from of access to maximum people of all parts of in this district.

5.4.1 Transportation

Transportation is one of the most important physical infrastructures of development. The situation and types of transportation in Bajura District is shown below:

Table- 5.8: Transportation in Bajura District

S.N	Transportation	Length(In Km)
1	Black topped road	0
2	Graveled road	0
3	Non-gravelled road	57km
4	Airport	1

Sources: District Development Plan (DDP)-2067/068

5.4.2 Communication

The actual status of communication in the district is not satisfactory. Telephone facility is concentrated in the district headquarter and near areas only. Access of telephone, computer, fax-machines and email-internet is facility in headquarter areas.

But, remote villages are far from such facilities. The overall communication facility is follows:

Table 5.9: Postal Services Facility in Bajura District

S.N.	Type of post service	Number
1	Post Box	0
2	District post office	1
3	Additional Post office	27
4	Ilaka post office	8

Sources: District Post Office Bajura, 2010

The telecommunication also like facility in headquarter, Nepal Telecommunication of Bajura Branch distributed of Nameste and Sky mobile, PSTN line (only distribution in Martadi Bajar), Vsat line and CDMA fix set distributed for the remote area. Similarly media print is not ahead the Bajura District that is only two weekly newspapers Malika times and Bajureli times and also not ahead the electronic media that is only one Radio name of Bajura FM.

5.4.3 Banking Services

Poor condition of banking facility in this district there is only one Rastraya Banijaya Bank of this district. The banking services delivery of headquarter and near village there are same few co-operative organization these are also count finger.

5.4.4 Irrigation

Irrigation facility is weak condition of in Bajura District. The agricultural sector cannot be strong without sufficient irrigation. Irrigation land is very less and insufficient irrigation for agriculture sector it is reality of this district. The traditional irrigation system like as kulo and small scale irrigation scheme so that many farmer's depended on rainfall irrigation system.

5.4.5 Electricity

Electricity services are not ahead of this District there is only facility in headquartering. This district is not large scale hydropower manly small scale power made by government and private sector in this area. The energy sector is very possibility because lack of sufficient budget and technical survey. District energy and environment section of DDC and other private sector are works in electricity sector.

5.4.6 Drinking Water

The drinking water deepened on healthy life of people so that clean drinking water necessities people in every days and every times. In this context Bajura is not developed the drinking water sector, many people are drinking rivers water in remote

village in this district. Few people drink in taped and clean water. Many people are suffering every years water related diseases like Jandis, diphtheria, etc. many organization working in this field to fulfill drinking water for rural people they are not success to fulfill to requirements for people of community.

5.5 Economic Status

Bajura lies in less of national economy indexes; main economy of this district depends on Agriculture and foreign employment. However the District economy is not so strong though the economic condition of the people in this District is high as compared neighbouring District.

Forest resources, water, and medical herbs are the main sources to strengthen the economic condition of Bajura District if they are used properly. Foreign employment, Agricultural product, medical herbs, civil services, business etc are main sources of income of this district.

DDC sources of income internal and external. DDC announced the Rs. 43, 89, 93,000 purposed budgets for fiscal year 2067/068. It is spent in education, agriculture, water resources management, electricity, irrigation, and other development sectors. District based Line Minister's Office announced Rs. 56, 25, 83,000 and other NGOs also announced Rs. 13, 16, 08,000 purposed budgets for fiscal year 2067/068 to approved District Council.

5.5.1 Income

Medicinal herbs, foreign employment (different parts of India), civil serviceman, agricultural are the main sources of income. Out of gross domestic product are primary sectors (agriculture and forest), secondary sectors (water, businesses, transportation, communication etc.), third sector (community services, social and government and private sector), and foreign employment contribution to income of the district.

5.5.2 Agriculture

Nepal is an agricultural country. Economic survey of 2003 shows 39% of National Gross Domestic Product (GDP) constitutes agriculture in the country. Since, the population of the Nepal increases day by day at a rate of 20.24% annually; there is extensive pressure on agricultural land. In the rural area, mostly the hills and mountainous region are characterized by serve poverty, agricultural stagnation wide range of disparity and insecurity. Those people depending upon agriculture are almost following the traditional culture of farming.

Paddy, maize, millet, barley, potato, sugarcane, oil, etc. are cultivated cropping in this district. Manly the traditional farming system is many part of this district so that many people are lives in food deficient.

5.5.3 Livestock

Besides, various Pulses and agricultural products, the livestock also consumed in the district. Easy access of fodder and good climate condition favours livestock farming convenient there. Milk production and meat production are other important sectors in agriculture. The major domestic animals are the Buffalo, goat, cow, horses, donkey, sheep etc in this district.

5.5.4 Tourism and Commerce

Bajura is not ahead in tourism development, here are many tourism destinations of the every parts of district. Like Khaptad National Park, Karnali River, Badimalika area, Chhededaha, Budhinanda area, are major tourism areas of the district.

Khaptad National Park is a famous destination of tourism sector of the Nepal, and it is one of the beauty of this District and dignity of Bajura. It is a protected area by government through the national conservation policy. Badimalika is an also other tourism destination of the district; it's famous for Janainpurnia (locally called Malika Jatra) festival and more beautiful and panorama signal tracking area of this District. Chhededaha is also another tourism destination one of largest lake of this District it situated Atichaur of western part of the district. Bhudhinanda is also other famous pilgrimage tourism destination of this district. Karnali River is also other possible tourism destination for rafting in hot season. It is a famous longest river of the country. However this situation of tourism flow is not satisfactory of the district. It is lack of information, infrastructures development, and lack of entrepreneurship of tourism sectors.

Bajura is not also ahead in commerce sector, Bajura Chambers of Competence and Industry (BCCI) has actively played the effective role in management of commercial sector and even in development sector. Presently four market centres have established and these centres supply the services to related market for people of village people.

5.5.5 Medicine Herbs

Medical herbs is one of the income sources of the District it's play catalytic role in raise economic growth rate of the District there many medicine herbs found in high mountain and Himalayas region every parts of the district. People collected the local herbs in summer and winter seasons for the subsistence livelihood them. Bajura is a main source of income of local people and revenue of the district and others VDCs. Jatamashi, Panchaule, Bhutkash, Katuki, Chiraito, Bhojpatra, Sptuwa, Sugandhawal, Ghuchhi Chau, Bojho, Timur, etc. are major medicinal herbs found in this District.

CHAPTER – VI

LOCAL DEVELOPMENT PLANNING PROCESS AND STRATEGIES OF BAJURA DISTRICT

6.1 Local Development Planning Formulation

The annual district development plan of Bajura District indicates that it has adopted the formal planning procedures as indicated by local self-governance Act 1999 and its regulation 1999.

6.1.1 Planning at VDC Level

Each VDC shall formulate an annual plan for the development of the village development area. The committee shall receive proposals from each ward within its areas and taken their proposals into consideration. In formulating the plans of the VDC, the VDC may as per necessity obtain external consultancy services.

In formulating the annual plan, priorities shall be assigned in accordance with certain criteria. This special attention shall be given to the:

- ❖ Projects which are production oriented and from which are consideration may be obtained sooner.
- ❖ Projects raising living standard, income and employment generation, education development, and given direct benefits to the rural people and contributing to the alleviation of poverty.
- ❖ Projects which can be operated with low cost and large people's participation
- ❖ Projects to be operated through local means, resources, skills and human powers.
- ❖ Projects providing direct benefits to the women as well as backward class, children, women and excluded groups.
- ❖ Projects that can contribute to protect and promote the environment (LSGA-1999, Chapter 6, Article 43, 3).

The LSGA 1999 has further stipulated that feasibility studies must be undertaken for each project. This includes estimation of the costs involved and determination of the non cash inputs required. The selections of along with some other criteria link protection of the environment and promoting peoples participation. The selection shall taken place after the DDC has indicated the funds that will be granted to the VDC concerned and blocks grants obtained the centre.

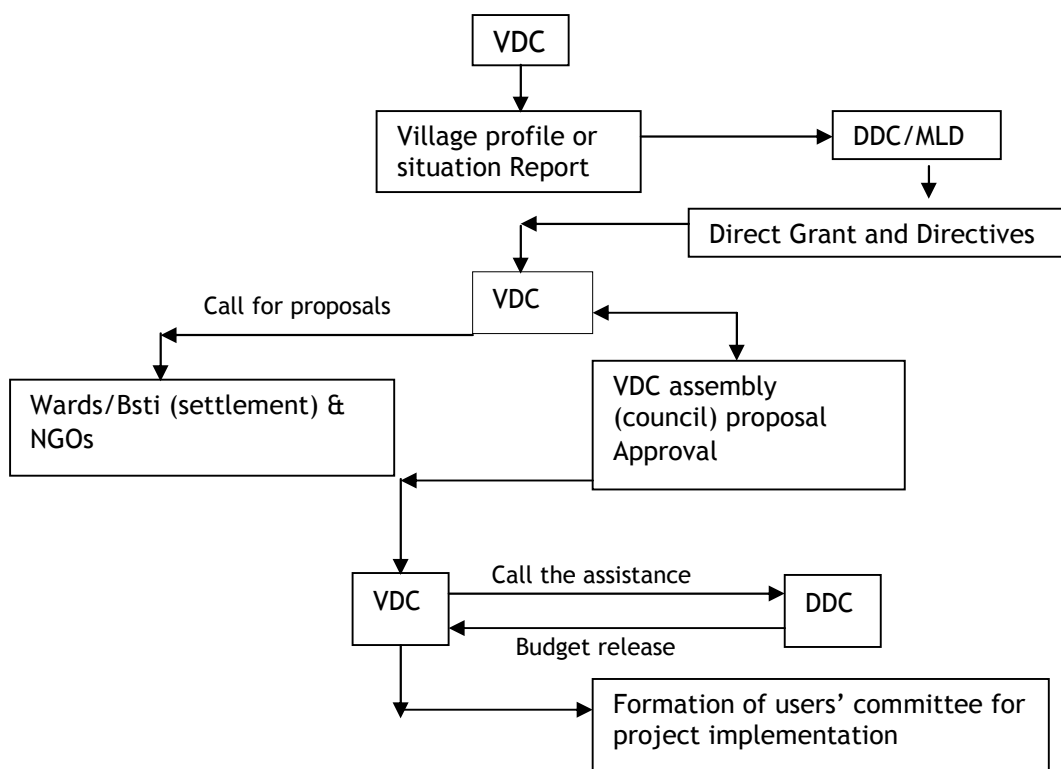
Funds for the development activities are obtained from either the VDC own resources or from the grants received from the centre as block grant. In addition, activities may be funded by me I/NGOs and DDC.

In formulating the plans to be launched in the VDC is required to obtain the guidance and prior estimation of the resources and means from the DDC and other concerned agencies for the month of May of each year. Each the VDC itself shall have to provide guidance on selection of projects and formation of plans to the different ward committees for the formulation of development programs for the every fiscal year.

The VDC plan is formulated on the basis of project proposal invited from the ward committee, consumers group, and non-governmental organizations in the village development area. In formulating the annual plans, the directives received from the DDC on national development policy and overall necessities indicated by periodic plans have to be considered as basis. Similarly, responsibility for implementation rests with the VDC supervision monitoring and evaluation responsibility also rests to VDC thus VDC is an executive body in the village level.

The planning procedures stipulated for the village level are illustrating in fig. 6.1 this figure includes reference to planning of projects and programs which are not funded by the VDCs themselves.

Fig. 6.1 Formal Planning Procedures at the VDC Level



Sources: Sharma, 2004, p: 61.

The overall assessment of the formal planning producers at village level indicated that they are too complicated to follow for the overwhelming majority of the VDCs with their present capabilities.

6.1.2 Planning at DDC Level

District Development Committee, an autonomous and corporate body is constituted as an executive body of the district council each district development area which fulfils the responsibility of facilitator, coordinator, director, controller monitor, supervisor and instructor staying at the centre point of decentralized for development. According to the guidelines for development planning each DDC prepares an annual development plan partly based upon the plans proposed by the VDCs in the district.

The procedures and criteria prescribed for district level planning resemble those stipulated for the VDCs. the criteria for prioritization are the same and the stipulations regarding studies and section projects are similar. It should be noted, however, that at district level, these procedures are to be applied in a much more complex where the several lists of project proposals from the VDCs must be prioritized and integrated into a district development plans along with proposals from I/NGOs, private agencies and the numerous project planned by line agencies.

While formulating the projects, the DDC have to follow the participatory plan formulation method. The act of formulating the plan is carried out after holding necessary discussion on it in the services centre, subjective plan formulation committee, and DDC and District council. In the process of subjective and integrated plan formulation, the NGOs should be involved. But it is not clear whether these offices are obliged in a similar manner to solicit the opinion of the DDC on the political and other non opinion of the DDC on the political and other non technical aspects of feasibility regarding line agencies project. Integrated plan formulation committee which coordinate and set the priority of the projects obtained from the subject-wise plan formulation committees and give from the of the integrated district development plan. But in practice it is complained that there is not a good homework in this forum, and the projects are formulated and selected under partisan pressure and administrative pressure.

The new act 1999, has itself noted as it's headings in Article 203 "obligation of the national planning commission and government Nepal on district development plan", really canters that the NPC and GoN create the obligation in exercising of DDC as an autonomous and independent corporate body which questions the whole decentralized planning process when it comes to funding the whole process becomes quite complicated. The DDC have to seek the budget ceiling to upper level and should wait whether the plan and programs approved by district council may be finally selected or not thought it has other sources to collect the funds for district level. However, the more specific stipulation dose not spells out very clearly the mandate and power viz a Vies NGOs funded project are also not clear.

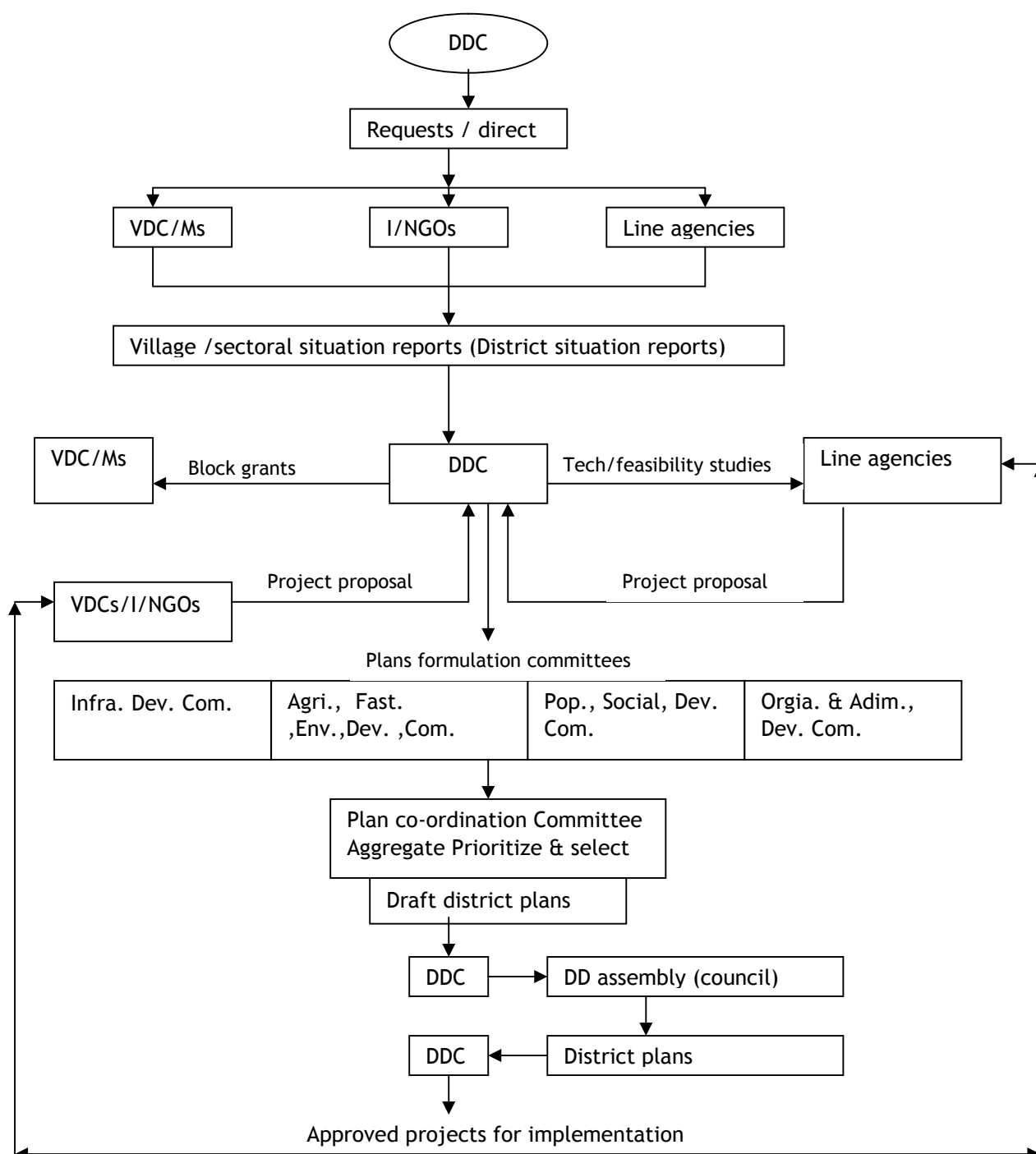
The rules framed under the LSGA 1999 have some extent clarified about the procedures and the division of responsibilities fortune steps planning guidelines made in collaborative effort of DLGSP and NPC and distributed by NPC regarding the formulation of clarification (see Annex I).The local government act and regulation have provided the rules for the formulation of different plan formulation committees which are supposed to facilitate co-ordination and integrate of plans prepared by different agencies. All these committees are chaired by the DDC member appointed by DDC and district council.

As regards implementation, the responsibility for the execution of the plan lies with the agency which has submitted the proposal for the particular plan component, apparently this refers either to a line agency office a VDC, a NGO, or a users committee. However, in the case of central grant sectoral investment, implementation starts only after central budget section.

The VDC retains a monitoring and supervision role at this stage as indicated above. The projects udder the district level plan may be implementation and appeared trough consumers groups. The district development committee may as per necessity contribute to the implementation by obtaining external consultancy services (LSGA, 1999, Article, 205-4).

The act 1999 has clearly provisioned that the consumer's groups and NGOs have to implement the programs under the coordination of the DDC and they should report the update records and accounts to DDC. Similarly supervision and monitoring committee formed for each year, under the chairmanship of the parliamentarian of the concerned district to determine whether the resources and means estimated in formulating the plan or program by the DDC have been mobilized as per the goals and whether the project has been implemented as per the calendars of implementation and to give necessary directions for the solution to the obstructions or hindrances that they occur in the implementation of the project the meeting according to the provision need to be held forth monthly and this committee may weak aspect is practically. The formal planning procedures stipulated for the district level are illustrated in fig. 5.2.

Fig. 6.2 Formal Planning Producers/structures as the District Level



Source: Sharma, 2004, p: 59.

It should be noted that the DDC must obtain technical feasibility report from the relevant line agencies before it can further process its own project proposals or those received from the DDC. According to the NPC guidelines the DDC is not allowed to include projects in the district development plan which the line agency concerned has not found technically feasible. It is understand that this particular provision has been

included not to limit under political biases that would follow from project selection procedures without technical feasibility assessments.

With overall assessment of the formal planning procedures at district level, it can be determined that they may be too complicated to follow for the priority of the DDCs with their present capabilities. If the local political bodies should decide to follow the guidelines provisioned in LSGA and made by NPC in very detail, it is very unlikely to say that they will be capable to do so in most of their district. They lack the institutional and manpower prerequisites and capabilities and they cannot expect to get the several inputs required on time due to the lack of appropriate information system. This applies, in particular, to the situation reports from the VDCs and I/NGOs. But even the sectoral situation reports and technical feasibility studies from the line agencies offices tight time schedules if they do not follow the formality practice.

6.1.3 Steps of Participatory Development Plan

The Annual District Development Plan of Bajura District 2067/2068 indicates that it has adopted the formal planning procedure as indicated by local self government Act 1999 and its regulation 1999 on the process of participatory planning, the bottom up approach has been adopted to make the annual plan. Its procedures as mention in the annual report are as follows:

Pre-Planning Preparation Workshop

The DDC has conducted the pre-planning preparation meeting in order to inform to the development stakeholders of district level about directives of centre level and budget ceiling the role of VDC secretaries to formulate the settlement plan has been discussed in the workshop with the involvement of heads of NGOs and sectoral agencies preplanning preparatory workshop held in Manshir for the annual plan of 2067/2068 proofs its planning preparation.

Settlement Plan Appraisal

DDC of Bajura usually aims to perform the plan in tight time schedule but the action is usually preformed some day's latte. The village situation report is aimed to submit in tight time but the submission does meet the time accurately the aim of preparatory work of annual plan last year shows the weak time performance of problems to be such condition prevailing the present politically difficult condition absence of local bodies and administrative absence in village level are the main cause. Thus the feeling of local stakeholders to share responsibility and to known the importance of time should be development.

Village Assembly

Every village assembly had appraised the both plans and programs launched by the internal sources and demand to district or centre. Comparing the planning procedures prepared by NPC, the village council meeting was held on timely. More interesting, the meeting of village council was held in last Paush (Kotila VDC Village Council was not held this time). It was because the planning procedures of village were length thus the time taken longer at past than the present. Hence, the procedures should be lessened.

Ilaka Level Plan Formulation Meeting

Annual plan report 2066/2067 informs that Ilaka level plan formulation meeting had been conducted during 2066, Magh first week to third week to conduct the programs on the basis of priorities and to demand the assistance from district to centre for common programs. The Ilaks level plan formulation meeting had been held the time schedule.

Subject Wise Plan Formulation Meeting

The priority based selected plan by Ilakas is further discussed in subject wise plan formulation meeting for the purpose and building coordinating mechanism among the programs of NGOs, sectoral agencies and VDCs . The annual plan formulated by different Ilakas, sectoral agencies NGOs and private agencies are discussed under the different subject wise committees which are further noted. Bajura DDC had conducted the meeting second week of Falgun 2066 for the annual plan of 2066/067. The meeting held in such time is also preferred on time.

Integrated Plan Formulation Coordination Committee

Plans and programs appraised by subjective plan formulation committee go under discussion in integrated plan formulation coordination committee for the purpose of integrating plan fund the different plans formulated by different agencies the plans and programs are classified in different heading those which are conducted by district levels and seek the assistance from centre the meeting with the representation of heads of sectoral agencies and NGOs had been conducted in Falgun second week 2066. According to the perception of DDC officials, the representatives of the committee always try to including their programs under the DDC heading rather than in centrally allocated budget because the program under DDC heading is more certain than the program selected by central.

District Council Meeting

As a district level legislative body the district council meeting is held to apprise and to approve the district development plans for every next fiscal year. District council meeting had been conducted in Falgun 27 to 29 of 2066 for the annual plan of

2066/067. According to the report the district annual plan was made on the basis of main objectives in district periodic plan. However in was not free from complaints of local development stakeholders majority of prior DDC ex-member argue that the annual plan has not been made according to absolute motto of district periodic plan.

6.2 Role and Involvement of Stakeholder at LDP of Bajura District

District Development Plan is a bridge of national and village level of the Nepal. The involvement of different line agencies, I/NGOs, private sectors, CBOs in District Development Plan of District and these are also catalytic role play of district development plan of Bajura District. Then decentralization mechanism has enriched the role of sectoral agencies, I/NGOs, donor agencies, private sector to DDC and vies versa. The imagination of decentralization planning is not possible without playing the appropriate and subordinate role to each other there is brief described as bellow.

6.2.1 Role of Line Agencies in Local Development Plan

In general opinion, the establishment of assistance linkage is presently impeded by at least there factor lack of clear cut division of responsibility, deficient knowledge among local authority and unwillingness to call the line agencies in plan formulation process reluctance as the part of the line agencies to assist the newly elected bodies.

Concerning the above points a question was interrogated to the line agencies staff if there was clear-cut division of responsibility between DDC and line agencies. The reply comes unsatisfactory that there was no clear-cut division of responsibility in the subject wise sectors. Only 3 out of 12 interviews of line agencies replied yes and about 2 people replied that there was clear cut division responsibility in legal provision only. Remaining about 7 commented that DDC wants to escape if the problems arise.

DDC officials in response to same question have come up with positive view. Present plan formulation committee of district level has no comment in the sense of responsibility but the committee also accepted the weakness of controlling the programs overlapping. Though the coordination networking meeting is held bimonthly, the efficient outcomes could not have come in part.

6.2.2 Role of National and Local NGOs in LDP of Bajura

NGOs are known as non-state power oriented peoples organizations in general. In particular the NGOs can be classified based on their objectives. The objectives could be the religious, advocacy, cultural preservation, environmental conservation, promotion of ethnic interest and development looking in the developed countries, NGOs is heavily concentrating on raising people's awareness on development issues. However in our case, the role of NGO is not limited in awareness programs only but extended to the construction work. Thus some of the DDC members argues that the role of NGO should be limited only in awareness programs which reduces the

problems of duplication NGOs seem more active in development rather than in promotion of political participation in Bajura District. The decentralized development approach is not applicable unless NGOs, CBOs, user groups and communities don't contribute to the local development.

Through the NGOs are development oriented organizations there are some issues raised out. The issues raised in field discussion in this study are:

- ❖ These organizations bypass the local authorities in their activities.
- ❖ Transparency is not the subject of practices for them.
- ❖ Their emphasis based on donors interests rather than on actual need.
- ❖ Their plan and programmes apply the sprinkle plan satisfaction for donor agency.

Summarization of queries, responses and present condition on these issues in the context of Bajura District is one concern of this study which is hereunder on detail Bajura is not weak if the indicator of development depends upon the quantitative volume of NGOs registered in District administrative office, around 350 NGOs and unaccounted CBOs are working in home or in reality. The record DDC in 2066 has shown that around 150 local NGOs have been registered in social welfare council from Bajura and out of Local NGOs have been renewed till that period. In addition to it numbers of national NGOs with multi objectives like environment are also in action.

The conclusion of the discussion first issue was positive. The NGOs used to bypass in the past, but this has been changed after the restoration of democracy. Positively, the need identifications approach of the NGOs worked in Bajura District is bottom up. They appear to have adjusted their planning and development management practices accordingly NGOs had informed that the coordinated with LBs (see table 6.1).

Table 6.1: Coordination with LBs in Planning

Response	No. of NGOs	Percent
yes	10	76.92%
No	1	7.69%
Occasionally	2	15.39%
total	13	100.00%
Local bodies	No. of NGOs	Percent
DDC	1	7.68%
Ilaka		
VDC	2	15.39%

District/ Ilaka		
Ilaka/VDC	2	15.39%
District/VDC	4	30.77%
All	4	30.77%
Total	13	100.00%

Sources: *Field Survey, 2010*

Table 6.1 shows that majority numbers of NGOs 76.92% have the system of coordination LBs in development activities. However it should be 100% coordination thus actually 7.69% NGOs has not coordinated with LBs. similarly that coordinate at VDCs and district level mostly. It seems the Ilaka level is weak in coordination with NGOs. The overall observation indicates that still the coordinating mechanism need to be enriched further.

Most of the NGOs are funding based donor agencies thus they highly depend on donor's orientation. The local NGOs cannot make the fix programs for the next years. Its they get the budget at the mid of fiscal years they have to start their programs form the same time which process the program to be participated in district integrated plan in its tight time schedule. This has obviously made it more difficult for the DDCs in particular to carry out the monitoring and co-ordination of NGOs activities as envisaged in local self governance act.

To identify the role of DDC towards the NGOs what types assistance has been supplied from DDC an enquiry was made with the NGOs staffs. In reply 100% respondents of National NGOs and evoked single ward 'coordination' and in one side, 55% of active local NGOs replied that they got assistance from DDC and in another side, the local NGOs were highly disappointed with local bodies.

The NGO sector is not less planning of NGOs is well but their implementation is not sustainable. Program duplication is ever raising issues about maximum the ex-members of DDC accepted that the NGOs were transparent in program budget but not administrative budget. Thus the suggestion comes from respondents that the governmental audit agency should audit the budget of NGOs.

6.2.3 Role of Donor Agencies in Local Development Planning

Donor agencies are the main development partners at the local level. Apparently their role in planning in policy level is felt necessary not only in central level but also in local level. Thus tenth plan has also involved the donors as the main partners of development mainstream for there are now several donor agencies which are directly involved in supporting decentralized planning and the local bodies. In their areas the modes of operation and cooperation are much more in line with the new focus upon local authorities.

Bajura is not extension in this case, a number of donor supported programs have contributed to gear up the pace of decentralization process in Bajura Care Nepal, Nepal Red Cross, DLGSP, UNDP, PAF, UNICEF, Save the Children Nepal, RVWRM, WFP are the donor agencies involved in decentralized development of the District. In preparing the plan and project, the donor agencies tend to do so in more

or less the same way as the line agencies that are by selecting delimiting the target groups from local level. the locally elected bodies have not, so far been involved very much in pointing out the sections of the local population who most need some of assistance and support and who do not receive such assistance and support from others. As a result, some of the donor funded projects and programs have been adapted more to the policies, strategies and formal requirements of the various donor agencies, rather than to locally perceived needs and priorities.

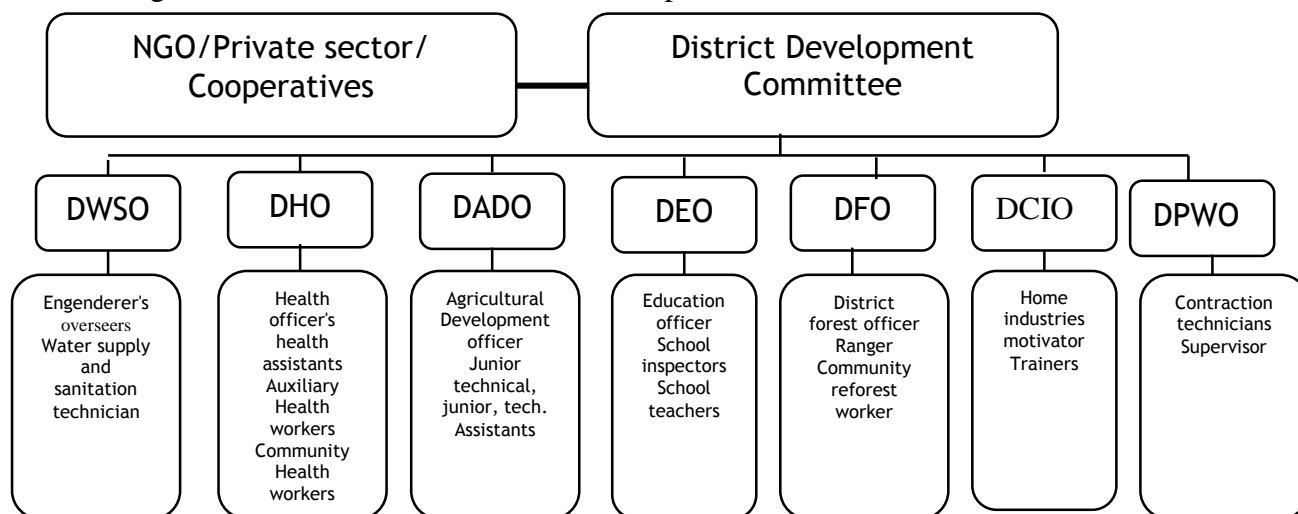
The legally predetermined that the DDC should received the plan programs and directly connected with DDC in working sector tries to be independent and hesitate to submit their programs and audit report to DDC arguing that they haven't used the DDC funding. Another set problem, as seen from the perspective of the local authority, has emerged from the insufficient coordination among the donors regarding their activities at local level. Donors do not informs each other but they do not really discuss how best design and focus their activities in order to avoid unnecessary overlap and duplication of effort. The common question was raised during the field survey that the donor agencies only inform about their programs to DDC after determining the program for next years. It is just for formality. In another side, donor liners complain that the DDC doesn't analyze their plan it detail. DDC approves their plan without attempting detail economic, technical, social, and environmental appraisal. It indicates that the coordinating mechanism is weak in this aspect.

6.3 Coordination Mechanism at LDP Process in Bajura District

6.3.1 Line Agencies in DDC Umbrella

The DDC is a one umbrella for line agencies in district development plan that all the line agencies should be brought under one umbrella under DDC leadership to from a consolidated activity for effective decentralized local development activity at district and village levels development pan, (see fig. no. 6.3).

Fig. no. 6.3 Schematic Presentation of Proposed DLA for DLD



Source: Sharma, 1998, p: 55

DDC is a leadership of line agencies about the planning formulation process in district level line agencies. In the annual district development plan for fiscal year 2066/067 11 subjective line agencies were involved in planning process of Bajura district. In the have of improvement the number agencies of DDC planning umbrella. District irrigation office, Agricultural Development bank have been unfortunately escaped recently, obviously their role is not less important in district development mainstream the role of these agencies is vital not only in agricultural district.

Government of Nepal would like, as a matter of principle to involved the local authorities more in health planning and activities but do not fond this feasible , because the local bodies have non technical skills or experiences in this area. This study has also identified that DHO is more independent in formulating the plan because it is pure technical sectors. The respondents of DHO argue that they submit their plan to DDC just for formality. However the coordination with local authorities to reduce the absence of harmful medicine and illegal transition of medical shows they are only services oriented.

Irrigation, Agricultural development, Agriculture input and the agriculture loan are the complementary sectors in integrated rural development through agricultural development. Similarly cottage industries a main catalyst of improved rural livelihood, especially focus the small scale cottage industries entrepreneurs has been escaped from the umbrella of DDC planning.

6.3.2 Linkage between NGOs and Line Agencies

The common form to share the problems and proposes of development activities performed by different agencies is integrated plan formulation committee under DDC. Generally, DDC is responsible to coordinate its development partners in its planning mainstream. However inter agency networking and coordination is not less important in reducing the weaknesses of program gapping and overlapping. The question of inter-linkage between NGOs and line agencies the government al agencies is also very crucial.

The government departments are basically responsible for providing services to the people. There are two types of services, one is supply driven and another side is demand driven. In either mode NGOs might be supportive for decentralized development however most of the programs lunched by NGOs and line agencies are overlapping. There are trial arguments that the line agencies generally hesitate to all and inform about their program to NGOs and NGOs to don't submit their plan DDC. They just inform about their plan after implementation and another argument is that they both want to be fully independent.

There are also successful examples of development programs which are lunched by line agencies and NGOs especially in education, drinking water and sanitation and agriculture sectors. The respondents on of line agencies and NGOs staffs have argued

that the coordination to what extent has been built up is by only personal linkage not by that coordinating mechanism of DDC.

This study has also identified that less present of NGOs are involved in line agencies implementation (see Table 6.2). Similarly 8 local NGOs out of to 11 Have pointed the line agencies as their one funding agencies. Anyway the technical transformation between the NGOs and line agencies is notable in Bajura District. Positively the practice of regular information flow and cooperation between line agencies and NGOs has been increased. For example, co-organizing the workshop and interaction, participation of each to other's meeting between such two sectors are in practice now.

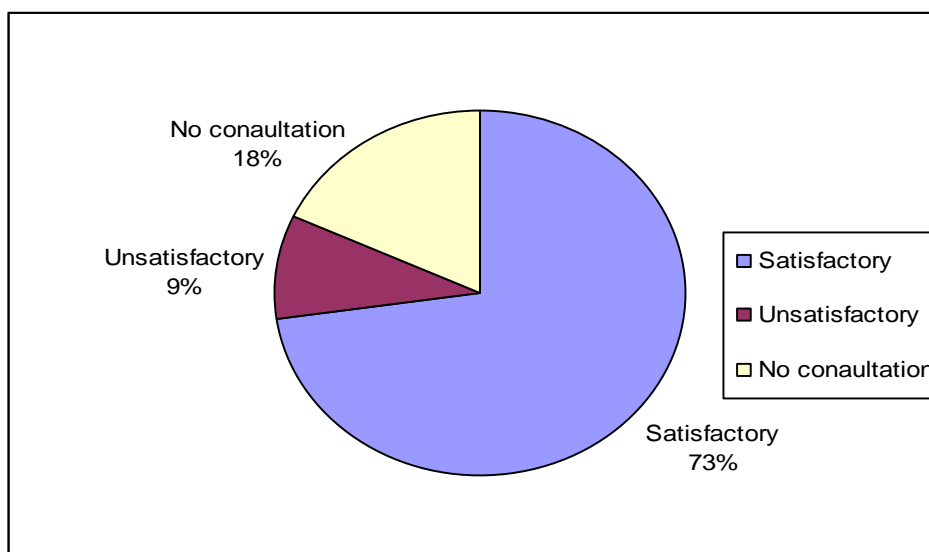
6.3.3 Linkage between Line Agencies and DDC

The isolated activities of the responsible authorities for local development leads program duplication and gap which was not exception in our experiences this weakness; the decentralization planning framework has been put forth after the various decentralized exercise. One major attempt in such efforts in LSGA-1999 and its Regulation 1999. The centralized planning and execution of development had to be manipulated for overcoming management, technical and other shortcomings at the local level. The legal basic guidelines of introducing alternative strategy for creating "assistance linkage" Assistance linkage refers establishing procedures for helping the local authorities by deputing qualified personal assisting them in other ways to perform the functions assigned to them.

6.3.4 Coordination of Private Sector with Line Agencies and NGOs

The private sector has been become a responsible for development functions especially in the area of industry, market, tourism, public awareness and sanitation. Private sector and line agencies seem inter dependent in their services delivery. A question asked to line agencies what the relation of the agencies with private sectors was to line agencies safes, got the answer from line agencies which have been following figure.

Fig. 6 .4 Responses of other Line Agencies about Coordination with Private Sector



Sources: Field Survey, 2010

The figure 6.4 shows that the 73 % replied the relation was satisfactory, 9 % said unsatisfactory and 18 % had no consultation with private sector, this revealed that majority of line agencies are under coordination mechanism with private sectors. But the involvement of profit motive consultancies and contactor is less in the function of line agencies has been illustrated table 6.2.

Table no. 6.2: Project Implementation Different agencies of Line Agency.

S.N.	Line Agencies	User's committee	NGOs	Consultancies	Itself
1.	DEO				
2.	DHO				
3.	Women Development Departure				
4.	DADO				
5.	District Veterinary Office				
6.	District Forest Office				
7.	District Aurbed Health Centre				
8.	Agriculture Development Bank				
9.	Cottage and Small Wndustries Development office				
10.	District Drink water and Sanitation Subdivision				
11.	District Irrigation Office				

Sources: Field Survey, 2010

The private sector seems in line of involving in the development activities of NGOs. Some efforts have been made by private sector and NGOs jointly in local development but few in counting. However, it was notified that how the joint efforts have been contributed between private sector and NGOs and other escaped and they are fully disappointed. A question, "Do you make the private sector as the development partner?" asked to NGO staffs, got the positive answer from all respondents 73% coordination out of total respondents replied the coordination with private sector yes, 19 % said no and 8% is replied occasionally with private sector.

6.3.5 Coordination Mechanism among Different Agencies and DDC

It was hypothesized in his study that there was partial coordination among DDC, INGOs and donor agencies in planning. Really, there is not a full coordinating among them. The different example of program duplication and gap has shown his coordination. Table 6.2 have also justified such condition. Some measures not have been applied but have not been successfully implemented. Similarly most of the local NGOs are highly dissatisfied in comparison to other stakeholders. Likely line agency are not fully satisfied to DDC about the DDC planning process, we can't measure the absolute satisfaction and dissatisfaction ratios because it is itself relative phenomena. However the relative view on this aspect proves the hypothesis true because most of the line agencies, local NGOs and civil society members were found dissatisfied especially for the prevalent condition. The last hypothesized aspect, low decentralization practice seems true. Certainly there is decentralization only in screen but at the backside, there is highly centralized practice for local development planning.

6.3.6 Coordination Mechanism in Project Implementation

In the case of project implemented by DDC by its own resources the agency can determine to initiate the project at VDC, Ilaka, and DDC level from the first Sarawan of every new fiscal year. In case of central grant investment implementation starts only after central budget section. The DDC uses the technical staff from line agencies or instructs the users group for project implementation. During the field survey the local development stakeholders were requested to give some remedies in case of project implementation about 75% of the stakeholders gave the suggestion that users group should be strengthened and empowered.

More satisfactory the user's group's formation was acute in Bajura district however the rigorous process of group formation and registration should be simplified in view of the poor capacity of DDC in identified the projects serious an competent group organizers must be sent to each district to from the users groups for the initiation of development projects. With regarded to manpower about 56% interviewee of line agencies argued that VDCs has less technical manpower thus they couldn't support the users committee, similarly minatory of non political bodies and local planner pointed out that partition interests must be subdued and politics

6.4 Financial Arrangement Local Development Plan and Programs

The local bodies in Nepal are established as autonomous corporate bodies in the legal sense to raise and generate revenue and incur expenditures. Their administrative power and financial autonomy however are restricted by various factors. The local authorities depends upon the legal powers conferred upon the local authorities effectiveness of these bodies to use these legal powers, base for internal resources and arrangement of fund transformation.

Basically there are two types of funds available to the local bodies; first, the block grant which is directly made available by the central and internal resources like local taxes, fees, and other. In addition of found grant in Aid and in some case from debt can be collected the budget for sectoral activities flow through the concerned ministries and is released to district line offices through the District Treasury and Audit Control Office on the recommendation of the LDO.

As regards the legal powers of local authorities, the financial provisions of LSGA and related Regulations have certainly broadened the range of powers to collect the internal resources but still seems limited for VDC because of the very wide discrepancy in the tax based indifferent geographical regions dependence of local taxes alone on have built the inequality yet, it is generally impression in the intellectual and local development cancers that some scope exists for increasing local resources mobilization as well as for improving the utilization of the resources at the disposal of the local authorities.

The arrangements for transfer of funds from the central government to the local authorities may impede or promote local resources mobilization and the effectiveness with they are utilized. To identify the possible obstacles on financials of all line agencies about 75% of the respondents pointed out that the prevalent budge ceiling system was not appropriate. Manly many programmes passed and sent by them used to but cut in central level and their priority sectors are always in shadowed. No ceiling comes i actual time. Similarly the time management of central level is also weak. So almost all DDC members suggested that the aggregate budget should be sent to DDC and DDC will locally screen and allocate the budget to the priority sector determined by subjective situation report and village situation report or in their view local bodies should be an autonomous local government.

CHAPTER –VII

PROBLEMS AND CHALLENGES OF LOCAL DEVELOPMENT PLANNING PROCESS

7.1 Problems of Local Development Planning

7.1.1 Problem in Plan Formulation

Local development planners not only the citizen but also the creator, are local bodies to originate the small scale project from the participatory planning process. Local self governance acts and regulation show the procedure to formulate the plan legally. Even then the local development planners have to generally faced various problems from initiation to end of the issues and problems in the formulation of local development planning stakeholders of local authorities whether they had to face problems or not while formulating the project plan. During the field survey majority respondents have been found dissatisfied, they argued that present fourteen steps planning process focused the bottom-up planning.

The respondents who had claimed that there were problems undergoing the projects plan formulation and selection. DDC has often faced the technical inadequacy which discomforts the planning in its effectiveness. The respondents who had claimed that there were problems undergoing the projects plan formulation and selection. The local planners are various problems had usually faced during the formulation of project plan.

Coordination mechanism seems very weak in integrated manner rather than two parts inter linkage because hundred percent respondents of DDC, line agencies and NGOs argued about program duplication. In regard authority NPC is strong because it has final authority to screen the project of local bodies which mostly hurdles in decentralized planning.

The respondents argued that the shortage inadequate budget to meet the demands of the local community and beneficiaries. So that the locally demand schemas are not successfully designed the submit plan of VDCs and DDCs.

The experiences of local development planner and stakeholders shows that there are main problems prevailing in the present DDC planning system absence of local elected representative in local bodies, so that present time representative of local bureaucrats, lack of experience planning exports locally available because many VDCs can not be systematic project pan formulation. Other problems of plan formulation in local level lack of technical arms helper hey could not efficiently formulated and select the project plans. All respondents of DDC officials the present fourteen steps planning process focused the bottom-up planning process but the planning process lengthy procedures of formal local planning.

7.1.2 Problem in Project Implementation

The plan cannot be success without strong implementation project plan. The project plan implementers faced on various problems in implementation phase. It is a challenging job and very weak in Nepal the important aspects of project implementation related with users groups are construction and maintenance. If an action is not properly taken in operation the goals and objects of a plan cannot be achieved. The local development planners faced on various problems implementation of projects plan in the user's community like as Lack of coordination between inter agencies and overall, lack of Monitoring & evaluation Project implementation, lack of People's Participation, Bureaucrats ruled as the chief of the local body, development belongs only at relationship, lack of transparency, lack of accountability, far from the responsibilities etc. In the absence of elected representatives on the local government; development program is still running on the same way. But, there appeared some problems in front of bureaucrats and the stakeholders who are engaged in the development sector.

If the local development planner had to face more problems in project implementation, then what the major problems were this was asked with them. The major problems these are the development budget was not released timely, lack of skill manpower and technician in project site, lack of understanding among the preventatives of people.

Similarly the government of Nepal has declared as an autonomous country where full democracy is in the country. In spite of the autonomous governments of public and political instability is still present in the country. Local government is also absent in this time so that many of the activities are affected due to the instability of the political situation. All these views are expressed by the respondents on the question related to problems in project implementation.

7.1.3 Problem in Monitoring and Evaluation

The success of a project depends on its sustainability. Again the sustainability of a project depends on its effectiveness of implementation for which monitoring and evaluation is compulsory. A successful project is possible only when the beneficiaries are engaged in planning and when the whole community regards it as its own assets and fell it is its duty to protect it. The regular monitoring and stepwise supervision results the effective implementation of project and sustainable operation.

But unfortunately most neglected and weakest part of their local development activities is the mechanism of monitoring. Bajura is not exceptional is this regard. The responsible authority and program stakeholders do not pay the attention to monitoring and evaluation. Planners and expertise are profit oriented. They evaluate only if they get the financial benefit and fund.

Even High Level Decentralisation Implementation and Monitoring Committee strand its function to monitor the decentralization practice and planning but not improvement can be observed. Recently district wise monitoring and evaluation committee have been formed but they are also ineffective in their performance. Hence an enquiry was made during the field's survey that survey the weakest aspect was in the local development activities.

In the absence of proper monitoring system the development budget has been misused practice of bottom-up planning approach has been weakened and dependency on central government has been increased. According to the prior DDC members the district supervision and monitoring committee was formed but hardly met once a year through meeting should be four monthly. Almost of all interviews from line agencies and NGOs blamed to the technical incapability of DDCs to monitor and supervise the programs. NGOs and others agencies have separate arguments that they themselves and interfere them. Certainly present political situation furthermore interfere the monitoring and supervision mechanism in district lack of information flow, inadequate and incapable manpower at DDC untimed plan performance, negligence and lack of policy reward and punish are the major problems in monitoring and evaluation. Another problem is the district unsupported the geographical setting and remoteness of every part of this District.

7.2 Challenge of Local Development Planning

7.2.1 Challenge in Plan Formulation

Doubtlessly a strong and uneasy and an unfortunate situation that Nepal is facing now not in single aspect but in multi-aspects of all level from local to national politics. Moreover the locally elected body is absence presently. Recent directives have provided the authority to plan in bureaucracy but the participation of the other stockholders and intellectuals has been also concerned.

In the field survey almost all DDC-ex members and the other intellectuals argued that they were not involved in recent planning process. Even in so-called district assembly they were informed only for participation once a year. Most of the party representatives and other civil society members are not participated in present plan formulation process.

National level issues the time for initiation of fiscal year in Sheawan is an important issue in local level. Some thirty percent respondents of key informants local leaders civil society and intellectual argued during field survey that fiscal year should be also be started from Chaitra to make uniformity. Another unnecessary problem the budget is normally released two month later then tight time schedule.

The experience of the local development stakeholders shows that there are main three challenges prevailing in the present planning system. One the priority adopted

programs are generally cut by NPC on minimum cost basis; another what the budget is released is insufficient to launch the programs and the last political pressures in local development formulation at local level.

The relation among plan formulation committee and other partners of development seems weak and the documentary work was reduced by the prior elected DDC. The Ilak level planning mechanism is totally functionless. Thus in interaction all the development concern representative had only one wish to overcome this situation and to make the elected district body in DDC.

7.2.2 Challenge in Project Implementation

The experienced practices of making attractive paper of policies and plan without actual implementation over the half century developed the policy or plan culture in Nepal. Doubtlessly Nepal is not poor in policy, strategy and planning but poorest in implementation thus it became a failure state. The step to reduce the gap between planning and implementation from local to national level is essential to take otherwise the result will be disastrous. Hence the study focused the coordination mechanism as one step to bridge the gap.

If the entire development concerned sector are strongly coordinated in implementation the goal of planning can be achieved easily. There for during the field survey the local development stakeholders of the development project were asked whether there had been problems in coordination while implementing the project or not. In response about 75 % respondents from every sector replied that they had to face the problems and remaining very few respondents had given positive answer. The reason was asked in another question; in replied 56 % of respondents from above 75 % blamed to DDC for its weak coordinating mechanism.

Most of the NGOs and donor agencies are self reliant; they do not consult to DDC to implement their plans and similarly line agencies used the fund and direction flowed from their sectoral departments thus agencies just inform to DDC about their programs for only formality. Other problems remain on technical insufficiency to implement plan.

Unavailability and insufficiency of budget is another problem in project implementation. Mostly the budget comes less than need from above. There is another obstacle according to prior DDC members that the certain sum of budget is released from centre fixing the certain number of programs about in reality more programs have to be implemented from the same sum of budget.

7.3 Difficulties in Financial Arrangement

The issues normally raised at local level are effectiveness of financial management. Whether and how to continue and expand the financial resources is a greater issue the otherwise exemplary innovation remains an uncertain proposition. The major

constraints in resources utilization at local level included the cumbersome and slow process in complying with the covenants fund effectiveness. The aggregate of fund collected internally and granted externally should be allocated effectively in equity based or priority base in time if integrated development is to be aggregated adequately at district in time. The field survey undertaken shows that the budget ceiling by central level creates the main problem at local bodies because released budget is inadequate. Firstly those programs are selected by central level resources committee which can be done only given priority to low investment. Secondly the first instalment of budget is normally released two or three month after start of the fiscal year.

The main circumstance prevail in budget ceiling is that the final instalment of budget is released in Chaitra but the account should be closed Ashad just after three months. During the field survey four line agencies illustrated that the budget once released is also reduced time to time in a fiscal year.

Another issue rests on financial transparency in local level I/NGOs are ready to submit their program budget but not their administrative budget to DDC. It is said that these non-governmental organizations just only inform their program but not detailed transparently. There auditor by themselves which further causes the more doubt on their transparency.

In regards of account system there is overall shortage of efficient of financial records system in the current bureaucracy. Although Local Self-Governance (Financial and Administrative) Regulation, 1999 has facilitated prompt release of district line agencies fund through the District Treasury Office, there is lack of detailed and up-to-date accounts contain many errors and lacks required information. Also the accounts are not well familiar with the found release procedures which require government implementing agencies to maintain number of different accounting formats relating to each donor agencies which are lengthy complicated and delay foreign and fund release.

CHAPTER –VIII

CONCLUSIONS AND RECOMMENDATIONS

8.1 Conclusions

Development means change which brings improvement in the quality of every one in a country. The pace of development faster if it is introduced through a systematic participatory planning process takes place formulating, implementation and evaluating the plans. The planning a technique a means to an end is the way of numbers consistent and related measures designed to create an environment more favorable for growth and development. It presupposes a set of objectives and it is an organized conscious and continual to select the best available alternatives to achieves specific goals. It involves the economizing of scarce resources. The task of planning is to design strategic interventions for social change and rural livelihood improvement.

The participatory planning requires the broad participation of every development stakeholders in planning. People are at the centre of all researches. Development is for people, of the people and by the people. It cannot be achieved and rationalized without putting the people first people are means and ends of development. A society development plan political system and a nation are created for the welfare of human being or to fulfill their needs. A humanistic approach should be applied while planning human welfare. A systematic and broad based bottom-up planning can be created for successful local developments so that people could get the fruit of facility. The development planning especially the local development and even hampers the practice of decentralization. For the popular stakeholders local bodies line agencies donor agencies, NGOs, private sector and civil society is compulsory their participation in common forum for common agenda that is local development could be possible through good coordination among them at local level. Thus study try to agencies the status and strength of coordination mechanism of development agencies at district level planning process.

The systematic plan efforts for rural development in Nepal started with the Tribhuvan Village Programme. High priority has been accorded to the rural development programs since the first five year plan. Many efforts were made in rural development TVDP, panchayat development, integrated rural development, remote area development participatory rural development, sustainable development and many more programs have been launched with the objectives of developing rural area in Nepal.

Bajura district has adopted the formal planning process as an indicated by Local Development Self- Governance Act, 1999 and its Regulations 1999. On the process of participatory planning the bottom-up approach has been adopted concluding the pre-planning preparation meeting in order to inform to the development stakeholders of

district about directives and budget ceiling of central level. However the aim of preparatory work of annual plan 2067/68 shows the weak time performance in local development planning.

The involvement of line agencies, which are the under the DDC umbrella of the DDC planning need to conduct the feasibility study and propose the plan to DDC in timely success plan and project plan.

The ratio of involvement of local NGOs in making the annual district development plans is less in comparison to national NGOs. However the manpower of these NGOs, participation in local development seems strong in their institutional capacities. The isolated activities of the responsible authorities for local development lead program duplication and gap.

There are some issues like problems in budget releasing, waiting for centrally allocated fund undue time performance and less coordination for planning among different agencies in local development. The coordinating role of DDC is essential for strong local development planning which results the qualitative output in local development and solves the problems of deficient knowledge among local authority and reluctance to call the line agencies in plan formulation and implementation.

In preparing the plan and project the donor agencies tend to do more or less the same way as the line agencies that is by selecting and forming the target groups from local level thus their programs are bottom up. However their mutual orientation sometimes pause the speed of development planning. In reality donor agencies only inform about their programs to DDC after formulating the pan for next years. In another side, DDC doesn't analyze their plan in detail. This concludes that donors are in the line of bypassing the local bodies and local bodies have not sufficient manpower to screen the plan submitted by different agencies.

Planning of NGOs is well as but their implementation is not sustainable. The NGOs were transparent in program budget but in administrative budget. Thus local NGOs are highly influenced by local bodies in the local development program. The legal stipulation has permitted the DDC to monitor the programs launched by NGOs but it has not permitted to DDC to punish the NGOs if they perform wrong or out DDC directives. Generally DDC is responsible to coordinate its development partners in its planning mainstream. In either mode, NGOs might be supportive for decentralized development. However most of the program launched by NGOs and line agencies are duplicated.

There are also successful examples of development programs which are jointly launched by line agencies and NGOs especially in the education, drinking water and sanitation and awareness sector.

The brad based participation of the local bodies and communities including the district level representatives in the local development campaign are the main strategy

of local development planning. Coordination mechanism seems very weak and the main problems prevailing in the present planning system is the lengthily producer of formal local development planning. Similarly the relation among plan formulation committee and other partners of development seems weak and the documentary work has been reduced then the prior elected DDC, Ilaks, and VDCs.

The issues related to financial management is normally raised at local level. The budget ceiling by central level creates the main problems at local bodies because at local bodies because released budget is inadequate. Although LSGA 1999 and its Regulation, 1999 has facilitated prompt release of district line agencies fund through the District Treasury Office, there is lack of detailed and up-to-date account system for transactions.

Most of the NGOs and donors agencies are self reliant; they do not consult to DDC to implement their plans. Similarly, line agencies use the fund and direction flowed from their sectoral departments thus agencies just inform to DDC about their programs for only formality. Certainly present political situation furthermore interfere the monitoring and evaluation mechanism in district. The responsibility of monitoring and evaluation rest on DDC is very weak.

8.2 Recommendations

At present, on the one hand, the country is facing political instability in the country where the state has not given the new Constitution. On the other hand, the central government appointed the local bureaucrats for giving all rights and responsibilities of elected political representatives. Running local government without elected political representatives is against the correspondence and spirit of LSGA. The study has made some recommendations to overcome these problems and make the local governments fully authorized to formulation and implementation to promote the participatory local development planning process. It also has come to recommend that the coordination mechanism should be strong. In order to reduce the gap on coordination among various development partners and strengthen the systematic planning practice, some immediate attempts have been suggested by local planner's intellectuals, stakeholders and development experts during the field survey. Keeping in mind all these realities, on the basis of field visits and its conclusion, few recommendation are made for the concerning agencies, which are as follows:

- ❖ The local development plan should be the formulated and implemented on the basis of priority of local needs in an effective way. For this involved and participation of civil society, private sector, deprived people and community.
- ❖ Donor agencies or Development partners should launch the programs in the basis of local people's need or the programs are launched in those sectors where the local people's demand is. And people's participation should be increased in every sector of development programs.

- ❖ Local and national level NGOs and donors agencies should be strong coordination mechanism among District level line agencies. The asset of grate participation of the people, it would make planning more transparent and implementation efficient.
- ❖ For the local development planning process, there are many practices separates in theoretically, but these practices are not used in practical field. So, all the theoretical practices of local development planning process should be applied on the practical field also.
- ❖ People participation is the most important strategy for local; development, which focuses on the local development planning process to involvement of socially marginalized people, Dalits, women, Janjaties, residence of program area's people should be increased in local development planning process.
- ❖ For the development of the particular area, a package of program should be launched at a time which makes sustainable development.
- ❖ The present context of Bajura district, there are separately programme lunched different agencies. The specific criteria should be used in determining the most appropriate planning for local development, one of it is integration of development partners in decentralized planning.
- ❖ Private sector should be strongly integrated under DDC umbrella in planning formulation. It means the public private partnership should be strengthened.
- ❖ DDC lacks the sufficient technical manpower and strength which hampers efficient planning and implementing practices from plan formulation to evaluation. Thus DDC should be fully equipped with adequate technical manpower and vacant post should be fulfilled.
- ❖ The monitoring and evaluation system is weak condition project implementation so that the plan and programme cannot be success without monitoring and evaluation. The DDC should be strong monitoring and evaluation mechanism.
- ❖ Weak financial management at local level cause of the whole planning process failed. The DDC should be select the transparent agencies and make provision to reward and corruption agencies to be punishment them.
- ❖ The plans submitted by VDCs, line agencies and other organization shouldn't be randomly screened in DDC meeting. There should be the good homework before appraising the project in the meeting of Integrated District Development Plan Formulation committee.
- ❖ Prize and punishment system should be developed so that the implementation could be effective. The central level Monitoring and evaluation committee

should also monitor the district level M & E committee to check their work performance.

- ❖ Agriculture is the prime sources of livelihood in Bajura district and it is characterized by the traditional subsistence farming. Thus first of all due to emphasis has to be given to the promotion, modernization, commercialization and developed agricultural oriented plan formulation should be designed.
- ❖ The local bodies should be ensuring the decentralization of power and good governance in the local level.
- ❖ The legal stipulation has not permitted the DDC to punish the NGOs if they perform wrong or out of DDC directives. Thus a strong legal stipulation is needed in this connection so that their programs and projects couldn't be sited in selected areas like developed areas facilitated areas only.
- ❖ District level programs of line ministries or at least a part of them could be brought directly under the control of the district. The agencies which have been escaped from the DDC umbrella should be again integrate in DDC planning.
- ❖ DDC should approve the plan with attempting detail economic, technical, social, and environmental appraisal.
- ❖ DDC should be fully authorized to select its plan and allocate the budget finally. Subjective resources should be provided to local bodies in order that they could implement the local development program directly.
- ❖ DDC should be optimum utilization of local resources and maximum mobilization and empowerment of users group.
- ❖ DDC should increase the coordination among of bureaucrats, local political parties, civil society and different line agencies for betterment of its programme.

REFERENCES

- Association of District Development Committees of Nepal (ADDCN), (2000). *National Report on Decentralization in Nepal*. Lalitpur: (ADDCN).
- . (2007). *State Restructurings and Issues of Local Self Governance in Nepal*. Lalitpur: (ADDCN).
- . (2008). *Esthaniya Swayttya Shasanko Abadharana (Nepali Version)*. Lalitpur: (ADDCN).
- . (2008). *Formulation of Periodic District Development Plan: A Manual for Facilitator*. Lalitpur: (ADDCN).
- . (2010). *Naya Smbidhan Ra Rajya Punarsanrachanaka Sandharbama Jilla Sarkarko Abasekata (Nepali Version)*. Lalitpur: (ADDCN).
- Bajracharya, B. B. (1997). Planning the Plan in Nepal. *Vikash: A Journal of People, Environment and Development*. vol.17 no.1, 1997 June. Kathmandu: NPC Secretariat.
- Balkely, E.j., & Bradshaw, T. (2003). *Planning Local Economic Development: Theory and Practice (3rd ed.)*. New Dehli: Vistar Publications.
- Baskota, S. (2004). *Research Methodology*, Kathmandu: New Hira Book Enterprise.
- Bhattachan, K.B. & Mishra, C. (eds). (1997). *Developmental Practices in Nepal*. Katmandu: Central Department of Sociology and Anthropology.
- Bista, S. K. (2001). *Rural Development in Nepal: An Alternative Strategy*. Katmandu: Udayas Books.
- Chhetri, D. B. (2008). Nepalma Aabadhik Yojana- Eak Shinghabalokan (Nepali version). *Vikas: A Journal of Development*. Vol.27 no.1&2, 2008 January. Kathmandu: NPC Secretariat.
- Dahal, D. R. (1996). *The Challenge of Good Governance: Decentralization and Development in Nepal*. Katmandu: Center for Governance and Development Studies
- , (2003). Grassroots Governance in Nepal: Reinventing Decentralization. *Sahabagita*, Vol. 34, no.2, November 2003. pp 33,47. Katmandu: NEPAN.
- Dahal, M. K. (2003). *Development Challenges for Nepal*, Kathmandu: NEFAS (Nepal Foundation for Advanced Studie).

- District Development Committee, (DDC) Bajura. (2002). *District Profile*. Bajura: DDC.
- , (2009). *Annual District Development Plan FY 2066/ 2067*. Bajura: DDC.
- , (2010). *Annual District Development Plan FY 2067/2068*. Bajura: DDC.
- , (2006). Bajura Jillako Chhoto Chinari. *Raibar: Quarterly Bulletin. Year, 6, no. 8, Saraban 2062*. Bajura: DDC.
- District Forest Office, (DFO), Bajura. (2008). *Jillaka Parmukh Jadibutiharuko Adhhayan*. Bajura: DFO.
- Gurung, S. B. (2003). *Institutional Setting of Decentralized Governance in Nepal: Readings on Governance and Development*. Kathmandu: Institute of Governance and Development (IGD).
- Institute of Governance and Development (IGD). (2002). *Reading on Governance and Development*. Lalitpur: IGD.
- Intensive study & Research Center (ISRC). (2007/2008). *District Profile of Nepal 2007/008*. Katmandu: ISRC.
- Joshi, K. B. (2063 BS). *Participatory project cycle management handbook (2nd ed.)*. Gorkha: Tara Joshi
- Kafle, S. K. & Karkee, K. (2004). *Towards Ideal local Governance: Strengthening participatory Development in Nepal*. Katmandu: Agro-Farm Foresters' Association Nepal (AFFAN)
- Khanal, R. (2003). "Local Self Government in Nepal. A study of Democracy at the grass-roots 1990-2000", Kathmandu: A Dissertation for the Degree of Doctor of Philosophy in political science T.U.
- Koirala, U. (ed.). (2064). *Bikashka Nabinatam Ayamharu (2nd ed.)*. Kathmandu: Sopan Masik.
- Kuwar, K.B. (2060). *Nepalma Garibi ra Garamin Bikash (3rd ed.)*. Kathmandu: Mina Paarkashan.
- Lamichane, H. R. (2009). Growth Models and Practices of Local Development in Nepal. *Swosasan, The Journal of Self Governance and Rural Development. Year 13, vol. 31, April, 2009*. Lalitpur: Ministry of Local Development.
- Martinussen, J. (1993). *Local Authorities in Nepal: An Assessment of their Present Portion and Proposals for Strengthening of Democracy at the Local Level*. Katmandu: LDTA (Local Development Training Academy).

- Mathema, K.B. (2001). *Strategies of Rural Development in Nepal: Some Observation and Some Thoughts*. Kathmandu: Devi Matema.
- Ministry of Finance (MoF). (2009). *Economic survey, FY 2065/066*. Katmandu: MoF.
- Ministry of Law and Justice (MLJ). (1999). *Local Self Governance Act-1999*. Katmandu: MLJ.
- Ministry of Law, Justice, and Parliamentary Affairs (MLJPA). (2007). *Interim Constitution of Nepal*. Katmandu: MLJPA.
- National Planning Commission (NPC). (2001). *Directives for Formulation Periodic District Development Plan*. Kathmandu: NPC.
- . (2058 BS). *Aabadhik Jilla Bikash Yojana Tarjumasambandhi Nirdeshika (2nd eds)*. Kathmandu: NPC.
- . (1998). *The Ninth Plan*. Kathmandu: NPC.
- . (2002). *The Tenth Plan*. Kathmandu: NPC.
- . (2007). *Three Year Interim plan*. Kathmandu: NPC.
- Nepal Development Form, (NDF). (2002). *Policy Paper on Decentralization*. Kathmandu: NDF.
- Neupane, L.R. (2005). *Planning process of local Government in Nepal: A Case Study on Formulation and Implementation of Annual District Development Plan on the Basis of District Priodic Plan of Lamjung District*. Unpublished Master's Dissertation in Rural Development, Humanities and Social Science, Tribhuvan University, Nepal.
- Oli, L.B. (2009). *Gair Sarkari Shansthama Sushasan: Bajura Jillaka Gair Sarkari Shansthamaharuko Eak Aadhayan*. Unpublished Master's Dissertation in Sciology and Anthropology, Humanities and Social Science, Trichandra Multiple Campus Ghanta Ghar. Tribhuvan University
- Pandy,D.R.,(2002).*Nepal's Failed Development: Reflection on the Mission and the Maladies*, Katmandu: NAFAs (National foundation of Administration Studies).
- Pardham, K. M. (2004). Capacity Building of the Local Bodies. *Spotlight Weekly 17th*, September 2004.
- Pradhan, P. K. (2007). *Thesis Writing Guidelines*. Katmandu: Central Department of Rural Development, Tribhuvan University.

- Paudyal, D.P. (1994). *Strategies for Local Level Planned Development in Nepal: An Evaluation of the Decentralization Act 1982 from the Local Perspective*. Katmandu: Prabesh & Partik.
- Paudyal, A.P. (2008). Yojana Baddha Bikaslai Farkera Herda. *Vikas: A Journal of Development*. Vol.27 no.1&2, 2008 January. Kathmandu: NPC Secretariat.
- Pokheral, B. (2005). *Social Research Methods*. Katmandu: Dikshant Pustak Bhandar.
- Rural Development Foundation (RDF). (2005). *Sectoral Devaluation Strategy*. Kathmandu: RDF.
- Saiju, M. (2008). Yojanabadda Bikaska Kehi Esmaraniya Paksheharu. *Vikas: A Journal of Development*. Vol.27 no.1&2, 2008 January. Kathmandu: NPC Secretariat.
- Shakya, R. K. (1998). Bikendrit yojana Parnaliko Pustabhbumima Jilla Bikash Yojanako Abadhrana Ra Parkiriya. *Vikash: A Journal of People, Environment and Development*. vol.18 no.1, 1998 June. Kathmandu: NPC Secretariat.
- Sharma, P. (2004). *Local Development Planning in Nepal: A Empirical Experience*. Katmandu: Kshitiz Parkashan.
- . (1998). *Role of Local Government on Local Planning: A Case Study of Chitwan and Rupendi District*. Kathmandu: CEDA (Centre for Economic Development and Administrative).
- . (2004). Prospect of Local Development Planning in Nepal. *A Journal of Development and Rural Studies*. vol.1 no.1, 2004 Jan. to June. Kathmandu: Central Department of Rural Development TU.
- . (2006, March 21). "Local Development Planning" *The Rising Nepal*, P.4.
- Sharma, S. (1998). *Decentralization and Local Participation for Development: Policies and Realities in Nepal*. Katmandu: Shova Sharma.
- Sharma, S. (nd). *Research Methodology in Rural development*. Katmandu: Sujata Parkashan.
- Shrestha, T. N. (1996). *The Concepts of the Local Government and Decentralization*, Kathmandu: Ratna Pustak Bhandar.
- . (1999). *The Implementation of Decentralization Scheme in Nepal: An Assessment and Lesson for Future*. Kathmandu: Joshi Publication.
- . (2005). *Nepalese Administration: A Historical Perspective*, Kathmandu: Ratna Pustak Bhandar.

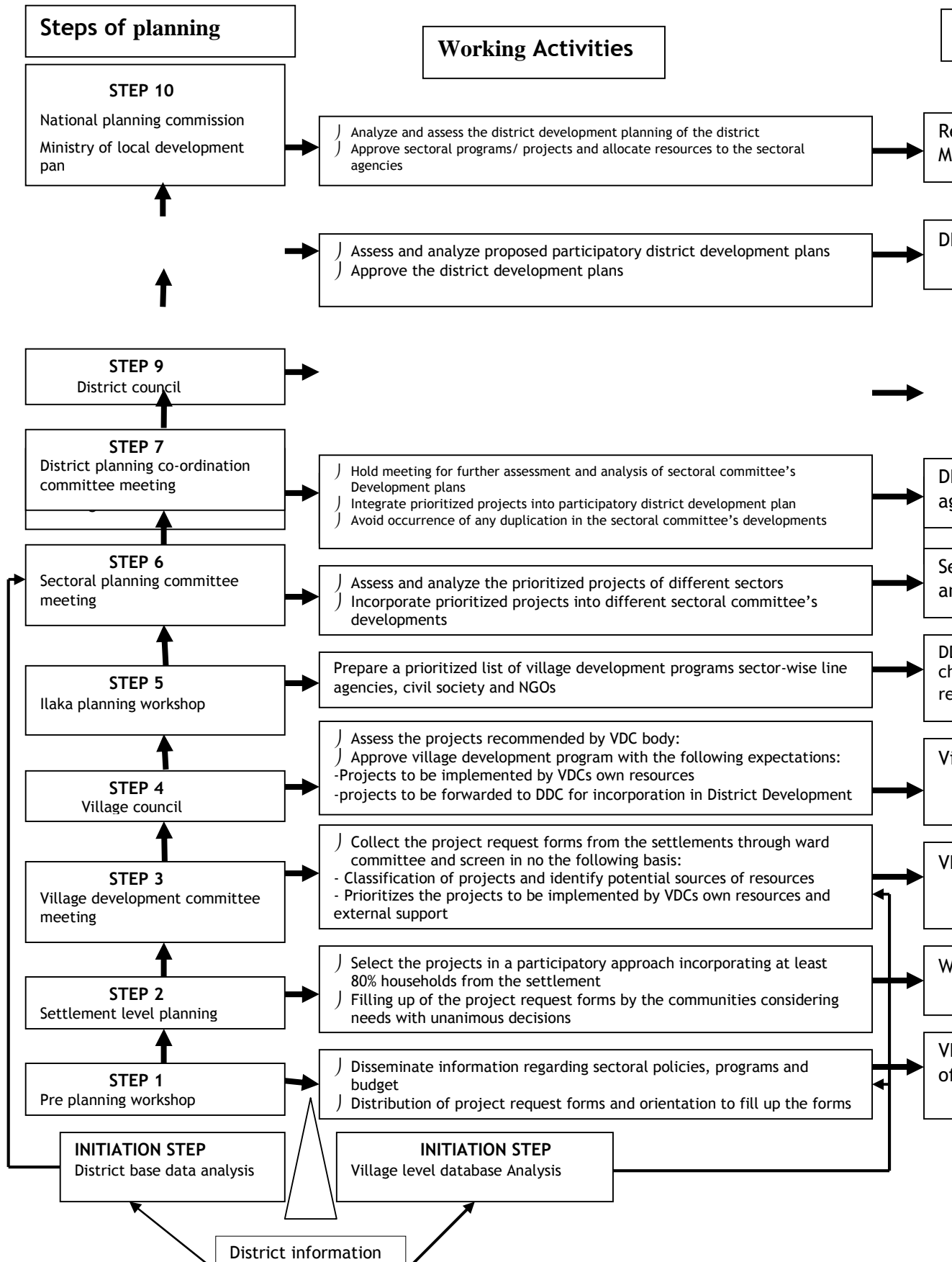
Sigdel, T. S. (2004). *A Study on Planning Strategy for Rural Development in Raipur VDC*. Unpublished Master's Dissertation in Rural Development, Humanities and Social Science, Tribhuvan University, Nepal.

Thakur, S.B. and *et al.* (2000). *Review of Decentralization in Nepal: With Reference to PDDP/LGP/UNDP*. Kathmandu: NPC (National Planning Commission).

Thapa,G.B.(1986).(eds). *Promoting Participatory Democracy in Nepal*. Katmandu: Political Science Association of Nepal (POLSAN).

Annex-I

Steps of Participatory District Development Planning Process



Sources: Local governance progrsmme (MLD/NPC/UNDP)

Annex -II

II-A

Local Development Planning Process in Nepal

(A Study on Formulation and Implementation of Annual District Development Plan of Bajura District)

Questionnaire on Ex- DDC Membres

Date/Time: -

Age: -

Sex:-

VDC: -

Position:-

Education: -

Present Occupation:-

Name of the political party are you officiated:-

1. Are you elected or nominated member of DDC?
2. How many members are in DDC from your political party
3. Please provide the following information about DDC.

S.N.	Types of Members	Elected Members	Nominated Members	Total Members
1	District Council Members			
2	DDC members			
3	Women Members DDC			
4	Dalit Members in DDC			
5	Ethnic Members in DDC			

4. Dose district council meeting hold regular (yearly)?

a)Yes

b) No

If not reason for

5. Is district council meeting convened within prescribed timely?

a) Yes

b) No

If not reason for

6. Did the District council meeting hold in last fiscal year?

a)Yes

b) No

If not reason for

- c)
- d)
- e)
- f)

30. What are the present problems of DDCs for implementing of any projects?
(Please state points)

31. NPC has given directives for District Development plan formulation guide lines to DDCs. Do you follow it?
a) Yes b) No

32. LAGA 1999 has given the power to GoN to direction to LBs. Do you satisfy?
a) Yes b) No

If not reason for

33. Resent LSGA 1999 has provisioned in section 238 that GoN may suspend the local bodies. What don you think about it?
a) Good b) Bad C) I don't know

Reason for

34. LSGA clarifies in section 242 that GoN delegates all power to LBs but in subsection, it say GoN can withdraw is what do you think about it?
a) Actual Decentralization b) No Decentralization
c) Centralization d) any other comments

Reason for

35. Has the DDC formed District level coordination committee?
a) yes b) No c) No ideas

36. Is this subject wise suction in DDC offices?
a) Yes b) No

If not, why they are not existed?

37. What should be the role of NGOs in development planning of DDC?

38. What should be the role of private sector in development plan in district level?

39. What should be the role of line agencies to formulate the DDC level plan?

40. What are the problems of the formulation district development plan in DDC?

41. What are the problems the implementation district development plan in DDC?
42. Do you have any suggestion for wellbeing and success of projects? (Specify)

Thank you

II-B

Local Development Planning Process in Nepal

(A Study on Formulation and Implementation of Annual District Development Plan of Bajura District)

Questionnaire on NGOs staffs

Date/ Time: -

Age: -

Sex:-

Address: -

Position:-

Name of organization:-

1. Please provide general information about your organization.

Target people

Target community

2. What are the objectives of your organization?

- a)
- b)
- c)
- d)
- e)

3. How do you identify the actual need of the community/ people?

4. Which approach do you apply plan formulation?

- a) Bottom-up
- b) Top-down
- c) any other specifics

5. Dose your organization coordination with DDC plan formulation?

- a) Yes
- b) No
- c) Occasionally

If not reason for

If yes which level?

- a) District level
- b) Ilaka level
- c) VDC level

6. What types of problems are the implementation developmental activities?

7. Are you also involved in participatory district development plan?

- a) Yes
- b) No

If yes, how?

8. Which of the following are the funding sources for your organization?
 a) donor Agencies b) Local bodies c) Line agencies
 d) Private sectors e) form community level f) from internal sources
 If donor agencies please name:-
 If local bodies are form which level?
 a) DDC b) Ilaka c) VDC
 If internal sources, how you collect the fund?
9. Which of the following are your partner's organizations?
 a) CBOs b) Users group c) Religious group d) traditional group
10. Do you seek the coordination by DDC/VDC in your plan formulation process?
 a) Yes b) No c) Occasionally
11. Do you coordination with the line agencies in program implementation?
 a) Yes b) No c) Occasionally
 If yes, to what extent?
 If not, reason for
 If occasionally, in which case?
12. Do you make the private sectors your development partners?
 a) Yes b) No c) Occasionally
 If yes, to what extent?
 If not, reason for
 If occasionally, in which case?
13. What are the problems for implementation of you project plan? Please point out?
 a)
 b)
 c)
 d)
 e)
 f)
14. What types of coordination do you planning process from DDC?
 a) Their guiding role b) Their assistance role
 c) Their implementation role d) any other
15. What are the challenges you feel implementation of your plan and projects?
 Please brief:
16. What are the challenges you feel formulation of your plan and projects?
 Please brief:

- a) Yes b) No

-Reason for:-

10. What are the policies related issues in formulating and implementation plan?

11. It is said that there is not the clear cut responsibility separation between the administrative work and elected member of DDC. What is your view in this aspect?

12. How the planning process is completed?

- a) By community involvement
- b) Involving representatives of political parties
- c) Involving only the civil society representatives
- d) Arranging meeting only at district headquarter

13. How is the people's participation in planning process?

- a) Active b) Passive c) No participation

14. Was the women and Disadvantage group involved in the planning process?

- a) Yes B) No

If yes, how are they involved? (Specify)

15. If not why?

- a) Lack of clear policies and strategies
- b) Lack of coordination
- c) Lack of information
- d) Because of disadvantage groups are not eager to their community development

16. What is the role of political parties to assist DDC?

17. Does the DDC get necessary assistance from the concerned ministry in development work?

- a) Yes b) No c) I don't know?

18. What does this DDC prepare the priority in project planning?

- a) Project contributing to environmental protection
- b) Project participating the local people

19. What is your role in planning the development programs?

20. Does the DDC invite the representatives of governmental, NGOs and donor agencies district development plan?

- a) Yes b) No c) No ideas

21. Formulating the integrated district development plan is there any coordination among the DDC, government, and non government sectors?

- a) Yes b) No

II-E

Local Development Planning Process in Nepal

(A Study on Formulation and Implementation of Annual District Development Plan of Bajura District)

Questionnaire on line agencies:

Date/ Time: -

Age: -

Sex:-

Full Name of interviewee: -

Profession: -

Working organization: -

1. What types of the planning process of local de development that you have seen in this district?
a) Top- down b) Bottom-up c) Any other
2. Dose the DDC coordinate with the donor agencies in its plan formulation and program operation?
3. Dose the DDC integrates the district level NGOs, donor agencies, private sectors in formulation the local development plan?
4. It is said that there are the overlapping activities between the sectoral agencies and local governmental bodies in case of program implementation?
5. How are the NGOs acting in local development at present context in this district?
6. Have any programs been overlapped lunched by governmental and non governmental agencies in your vision?
7. Do you have any comment on present district annual and periodic plans of this district?
8. Any fruitful example or experience about the plan formulation and program implementation considering the coordination between line agencies and local government bodies?
9. How do you the DDC perform its role in the planning and implementing phase of programs lunched by the NGOs?
10. How is the role of private sector in assisting the LBs for development?
11. What should be the role of DDC in NGOs activities?
12. In your view, what should be the role of I/NGOs in DDP?

13. Do you any comment on the LSGAS, 1999?

14. In your view should the district development plan be formulated?

Thank you

Annex -III

Line agencies and local and National level NGOs Involvement in DDC plan

S.N.	Involved in Line Agencies FY 2067/2068	Involved in Local and National NGOs FY 2067/2068
1	District Health Office	GIFT, Bajura
2	District Education Office	PEACEWIN, Bajura
3	District Agriculture Development Office	HRC, Bajura
4	District Drinking Water and Sanitation Sub Division	SAPROS, Nepal
5	District Forest Office	MISS, Bajura
6	District Veterinary Office	Women Development forum
7	Cottage and Small Industries Development Office	Community Development Resources Center
8	Agricultural Development Bank	Youth Network for Peace and Development
9	Women Development Departure	District Dalit Network
10	District Irrigation Office	RDSC, Doti
11	District Aurbed Aushdhalaya Center	Seto Gunrash

Sources: Annual District Development Plan of Bajura District, FY 2067/068.

Annex - IV

Map of Bajura District

