CHAPTER-I

INTRODUCTION

1.1 Background of the Study

In the 21st century, in the context of the developing countries like Nepal, the role of the government has been increased and crucial to work for the welfare of the people. That's why, local government is being strengthened in any countries whether developed or developing ones. All human activities can be categorized economically into two groups: consumption activities and production activities. These consumption activities and production activities are the symbol of development when the access the good governance in local bodies and then such activities can be better addressed by the local government. So, the role of government has increased with the increased aspiration of the people for better life such as better health facilities, better educational institution and luxuries along with the opportunities for higher income.

To fulfill the aim of balanced growth and development of all regions in the country, Nepal has adopted the decentralized system of government: Central level and local level. The local level government can be further divided as village development committee (VDCs) in rural areas and municipalities in the urban areas under the district development committees (DDS). Local babies as such, irrespective of the political regime, have been set by the government of Nepal to meet the aspirations of the local people for local development and engage them in the government system. However, to govern such bodies, the structure, powers, of government, the stage of development and other various aspects. The government of Nepal has implemented the Local Self Government Act (LSGA) in 1999 giving the authority to the local body to have economic activities in local level. Clearly, the preamble of the act states that the act is brought to: make provisions conductive to the enjoyment of the fruits of democracy through the almost participation of the sovereign people in the process of governance by the way of decentralization,

institutionalizing the process of development by enhancing the participation of all the people including the ethnic communities indigenous people and down-trodden as well as socially and economically backward groups in bringing out social equality in mobilizing and allocating the development of their own region and the balanced and equal distribution of the fruits of development. Activating a person or a thing for certain action or services organize people with certain objectives in resources mobilization implies to push to society to toward positive direction.

The Local Self-governance Act (LSGA, 1999) provides extensive authority and responsibilities to the local bodies (DDCs and VDCs) for the local level development activities in Nepal. DDC in particular is the key body with full responsibilities to manage district level development activities (Acharya, 2010). On the chapter 7 of LSGA, 1999, the revenues sources of VDCs are broadly categorized as: taxes, fees. The revenue generated is not directly distributed but used in the development work.

Therefore, there is a need to understand the revenue generated by these institutions from internal sources of local bodies. It is also essential to find out the amount expended and its pattern with respect to the poor population in VDC. Many tax and revenue powers have been given to local bodies but in practice, they are doing very little some of the important local taxes are property-base tax, professional based tax, entertainment tax, export tax and natural resources utilization tax.

The capacity build situation in local level at the crossroad. Therefore either led to an unhealthy dependence in the remote and poor districts or to resistance from the senior local civil servants. These initiatives have clearly supported the implementation of different projects, but they have not generated capacity of the Local Bodies to improve the overall service delivery to the entire population, and they have not fostered ownership and sustainable capacity development.

The DDC facilitators will use a simple self assessment matrix and a scoring system to prioritize the activities in the areas of general management and organisation; financial

management; planning and implementation and sector devolution. Subsequently, the DDC facilitator will combine the four matrices in one matrix after which the overall priorities will be discussed by the different section heads and the Local Development Officer. As the last step the local capacity development plan will be submitted to the DDC management for endorsement.

The local level bodies (DDC/VDCs) capacity development plans will represent the sum total of "demand" for capacity development services – the challenge from then on being to meet that demand with adequate supply. The DFDP will clearly not be able to fund the entire capacity gap, but it is expected that the Local Bodies themselves with support from other donors and the line ministries will be able to contribute as well. The required capacity development activities will contain a wide array of activities such as development of systems and procedures for e.g. operation and maintenance, development of human resources, sharing of lessons learned with other DDCs and VDCs and procurement of essential 'small scale' equipment. All DDC and VDC Capacity Development Plans will be forwarded to ADDCN and NAVIN for collation and analysis.

Similarly other literature also elaborate the problem of capacity development for local bodies in Nepal and suggest that local bodies capacity development is a necessary condition for overall local level development that ensure transparency, accountability, participation on planning process and other local level meeting for decision making and social and gender inclusion, supervision and monitoring Committee formulation and ownership (ADB, 1960) of the state, local level, civil society and private sector in their process of decision making, right to information and the process by which decisions Implemented (UNDP, 1997).

1.2   Statement of the Problem

Nepal is going a critical period in the history. It was remained largely isolated from the outside of the world until 1951 to now. When the end of the RANA administration ushered in a decade of instability in which semblance of democratic government introduced. This was overturn in 1960 when the king Mahendra took control and

introduced party less Panchayat system. After three decades of Panchayt period. A people's movement successes in re-establishing democracy, in 1990. And then become a constitutional kingdom with a system of multiparty democracy. Currently, a Maoist insurgency that was start in 1996, has affected most of area of country. Deep-stated poverty, inequality, social inclusion and discrimination are considered to be the main reasons behind the ongoing instability, insecurity, and not ensure capacity enhancement and social disorder in Nepal. And then Maoist was come peace process when king Gyandra took control and introduced party less multiparty democracy system. After solidarity to all party and nepali people's start 2nd movement successes in established the people people democracy, 2005/006. After long time to do more exercise a new constitution 2072 was introduced and Nepal become a constitution republic with system of multiparty. But currently people is not come main stream of development in nepal. Increase the poverty rate, inequality distribution, high social discrimination and weak participation in planning process, decision making and social , gender inclusion are considered to be the main reason behind the ongoing political instability, insecurity and social disorder in Nepal.

Since Nepal opened its boarder to the modern world in 1951 and entered into the as period of planned development in the year 1956. It spend five and half decades of planned development and exercised different model of development in the name of the Nepalese people who not rise a social, marginalized people, absolute poverty people and not access to development people. It spend billion of billion rupees in the investigation of rear problems of poverty , not capacity enhance the capacity, made rigorous efforts in eradicating poverty and increase people's active participation and ensuring ownership in Nepal's development. The Nepalese government levied taxes to it innocent people in the name of providing better services, better security, better welfare and better education and capacity enhanced tools protecting rule and national integrity. However, mostly forgotten its responsibility and accountability that the poor tax payer where not getting just one time food a meter of cotton cloth to cover their body.

Since 1995, Nepal's village-level local government bodies (village development committees -VDCs) have received annual block grants from the central Government for

spending on improving local infrastructure and services. In fiscal year 2008/09 these grants were increased to a minimum of 1.5 million rupees and a maximum of 3 million rupees.

A major rationale behind the greatly increased amounts of Government and donor money going to local government is to reinvigorate the local bodies and local government processes after the ten years of armed conflict and to enable the local bodies to become the main channel for fostering and implementing local development.

A serious policy constraint to VDCs' more effective use of their block grant money and other sources of funding has been the lack of knowledge and capacity enhancement about how this money has been used and what the impact has been. Thus, in 2008, the Ministry of Local Development and the United Nations Development Programme (UNDP) commissioned. In logos to assess VDCs governance and the use of VDC block grants. The study was carried out by gathering data from household respondents, VDC secretaries, key informants, other local stakeholders and VDC records. The field study went ahead in 1 representative VDCs in 26 representative VDCs in 2016 at Jumla. The household survey was of 60 households.

The outcomes of the study are being published in four parts with the current document having the study findings plus the strategy to set the recommendations. The case studies and user friendly guidelines for district, VDC and community level stakeholders are published separately in Nepali.

The empowerment of the local bodies WFC, CAC and local user groups over VDC resources has not only help regeneration of VDC level in the Nepal but has also led to significant decrease of the number of VDC related offences in the district where local bodies has been popularized. Users have begin to see local bodies as an entry point for the other development activities on VDC level. When increase the people participation of local bodies in local development and governance has enhanced more social, economic and governance interactions.

However the participatory regime is not free from challenges questions in large number relating to be ownership, equity, productiveness, inclusion, and sustainability at all stage of the local governance and community development initiatives at local level. Although the resources being managed by the local people a lot of weakness have surfaced in the management of these resources mainly due to illiteracy, poverty, ignorance, elite domination, politicization and frequent change in policies. In a country like ours, the government is viewed as a key body providing public services. The services provided by the local level are expensive and not always easy to access to now in DDCs and VDCs.

Different National and International Organization have given stress on local autonomy to capacity enhanced the local bodies and mobilize the local resources. Looking at surface rural development and living standard of poor Dalit, ethnic groups, indigenous women and vulnerable people residing in rural areas haven't been improved as expected. We do not have much information regarding revenue generated form the management of resource at the VDCs and DDCs level and their utilization. Hence, this research concentrates on finding out the source of revenue, their allocation, planning process and monitoring and supervision practices in Raralihi VDC of Jumla district. This study mainly concerns on revealing out the taught whether the VDC is capable to mobilize its revenue and to support the poor or not.

However, with the commencement of participatory management regime in forest in 1978 and with the adoption of new irrigation policy in 1988 the users participation in the management of natural resources is receiving importance. Active and meaningful participation of the stakeholder in the decision making, benefit sharing, capacity development and other local level activities if becoming a key to the sustainability of VDC level natural resources. The notion that development should be weaved around the people and not vice versa if adding significance in the initiative to strengthen the participatory management system. With this the role of the state has also changed from that of a prime mover to the enabler and are biter of inter-group interest. The emergence concept of

decentralized development adopted in the Local Self Governance Act (LSGA), 1998 and rules, 1999 and subsequent regulations and guidelines also reinforce this view.

This study makes an effort to review the overall situation of the capacity enhances in Raralihi VDC in general and tries to answer specific research question like what is local bodies and What are the possible role of actor of capacity development in local bodies? What is accountability tools and which tools? What is common element (tools) of transparency and accountability in local level? What is the situation of transparency, accountability, participation in the Raralihi VDC? And make an effort to suggest what reference can be obtained from the literature and assessment of Raralihi VDC that can be recommended to improve poor capacity and knowledge management for VDC activities and good governance in VDCs.

1.3   Objectives of the Study

The overall objective of the study was to assess the performance of local bodies in VDC level in particular the effectiveness of their handling of VDC block grants to enhance local governance and service delivery. Taking into account to the overall situation of capacity enhances of local level in Raralihi VDC. and the role of the LGAF program at the local level the main objective of the study is to give a overview of capacity building situation of Raralihi VDC in Jumla district. the study gives better insight on the VDC level governance process, Planning process, community based monitoring process and in their participation status and social Accountability tools and importance elements of VDC level activities i.e Citizen charter, right to information, public hearing, public audit, public revenue monitoring, participatory planning and community lead procurement.

The specific objectives of the study area :

∫   To analyze the community based monitoring of local government goods and services.

∫   To Study the transparency practices of local bodies in Raralihi VDC.

)   To access the VDC governance (Participation, decision making, social and gender inclusion and ownership).

1.4   Significance of the Study

The sustained and increased development of a country is possible with the active participation of the local bodies in the VDC level activities. From the same concept, government of Nepal has launched the LSGA in 1999. This Act has provided authority to access the good governance to the respective VDCs.

The much prior studies and research wither the VDC is efficient to mobilize its antenatal revenue in maximum level not have been done. Thus, this study is the milestone knows the performance of the local bodies like VDC in the light of the present issue of fiscal decentralization and good governance in country as well.

1.5   Limitations of the Study

The study is mainly based on secondary sources of data. I analyze community based monitoring of local government goods and services and to Study the transparency practices of local bodies in Raralihi VDC, based open which we infer the actual performance of the VDC. However, I can't go for primary data to assess the impact of VDC expenditure to the disadvantaged and Dalit groups. Thus, the major limitation of the study is lack of their impact analysis of the VDC good governance based on primary data. Due to the lack of sufficient knowledge, lack of time, and resource for data collection for research, the findings might not be accurate as expected. The study was undertaker for the partial fulfillment of the requirement of the master's degree in rural development. It may not be board enough due limitation of time and budget as well as ongoing situation in the country. Our research being descriptive, we more conveniently use observation, Questionnaire and interview. The information provided by different households may have limited accuracy that is observed during survey activities.

1.6   Definitions of Key Terminologies

Accountability

Accountability has been defined to mean to "the duty of public official to report their action to the citizens and the right to the citizens to take action against those officials whose conduct is unsatisfactory" (Barker 2000 M6-12). "Nat only governmental institution but also the private sector and civil society organization must be accountable to the public and to their institution stakeholder" (UNESCAP, united). It is imperative to make public official (decision maker) answerable for government behavior and responsive to the entity from which they derive their authority. Level of accountable in the community basis civil society organization has been measured in the basis of M i) VDC action performance ii) general members and staff action and performance iii) action in policy provision and guidelines and iv) for equitable access and effective control over resource.

Advocacy

Advocacy has been taken as a tool of influence of governance mostly used by the local body and local level to influence public policy and decision the directly or indirectly affects public life.

Gender and Equality

Gender is a defined as the economic, social, political, and cultural attributes associated with being male and female. Gender equality is defined as the full and equal participation of women and men in civil, cultural, economic, political and social life at the local, national and international levels. Gender equality has significant development implication for reasons having to do with both efficiency and equality.

Governance

Governance is defined as the process of decision making and the process by which decision are implemented (UNESCAP). It refers to the manner in which power is exercised in the management of country's economic, environmental, and social resources (USAID, 2000 M 23).

Good Governance

Good governance is defined as the ideals of decision making process and the process by which decision are implemented in country. or a community. It comprises the mechanisms processes and institutions, through which citizen and group articulate their interests exercise their legal right, meet their obligations and media their difference' (Aus AID, 2000 M 3). The major elements determining the quality of governing process are Accountability, participation and transparency (ADB and USAID).

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives.

Rule of Law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely

available and directly accessible to those who will be affected by such decisions and their enforcement.

Equity and Inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

Organizations and Human Resource Development

The external factors contributing to good or weak performance of public institutions. To a certain extent, failures in service delivery and poverty reduction are often outside the control of local government. Nevertheless, the evidence from Grindle and Hilderbrandt's case studies shows that performance is frequently related to the institutional culture (Grindle and Hilderbrandt 1995: 454).

Citizen Charter

A citizen charter is is public notice displayed by the government which public services for the information of the service receiver.

Check list of Entitlements

Citizen are altered to the various right and entailment that they have through different government bodies of the government. The state provides certain services, right and entailments to citizens. With the aim of making such matter available to matter to citizen information on these has been prepared by various ministries, departments and local service providing bodies and this is generally called a Check list of entitlements.

CHAPTER -II

LITERATURE REVIEW AND CONCEPTUAL FRAMEWORK

This chapter briefly reviews the concept, meaning and definition of capacity building, defines governance and good governance, explains about the local governance and community development program (LGCDP) and local governance accountability facility (LGAF), elaborates main actor and their indicative role in local bodies capacity building , identifies major elements social accountability tools and conclude with a conceptual framework for capacity building on local level accountability in Nepal.

Capacity development is an important tool to enable institutions to perform their tasks more efficiently. This is true for NGOs, central ministries as well as local governments. However, capacity development is easier said than done. Even a thorough developed capacity development strategy is contingent upon a favorable environment, political will, a conducive institutional culture and ownership to implement the strategy.

In other words, experience from DFDP and other programmes shows that limited institutional capacity has been built in the Local Bodies and in the Ministry of Local Development (MLD). It was thus agreed with MLD that DFDP should develop a generic and policy relevant Capacity Development Strategy (CDS) for Local Bodies in Nepal. Subsequently, the strategy was elaborated in 2004 in close collaboration with the MLD, the National Association of Village Development Committees in Nepal (NAVIN) and donors such as UNDP and Danida. The CDS was approved in late 2004. The MLD has showed great interest in using the strategy at a national level, and it has been agreed to replicate the CDS through the UNDP-supported 'Decentralized Local Governance Support Programme' (DLGSP).

This paper has a twofold objective. Firstly, it aims at describing an innovative Capacity Development Strategy for local governments. In doing so, attention will be paid to the constraints for capacity development and good performance; donor coordination and harmonization; performance incentives for capacity development and ownership. Secondly, it will use the adapted framework (developed by Grindle and Hilderbrand) for

assessing the capacity gaps to analyze the possible constraints for the implementation of the Capacity Development Strategy. It will thus be assessed to which extent the external action environment, the institutional context of the public sector, the task network and donor support are conducive to successful implementation of the strategy. In addition, the paper will try to assess the extent to which the strategy will be able to improve the organizational culture, incentives, human resources and systems and procedures.

The paper is structured in three parts. The first part defines capacity development and summarizes the main components of the Capacity Development Strategy in Nepal. The second part presents the framework for assessing capacity development as presented by Moore (1995) and Grindle and Hilderbrand (1995), after which the model is related to the Nepalese context. The third part concludes with a discussion of the likely impact of the Capacity Development Strategy on the performance of Local Bodies.

2.1   Defining Capacity

development is not an easy task, and several different definitions exist. However, the definition provided by Grindle and Hilderbrand (1995) seems appropriate since it stresses the outputs of capacity building: 'the ability to perform appropriate tasks effectively, efficiently and sustainable'. In the case of local governments, the appropriate tasks refer to mandated expenditure and public service delivery assignments as defined by legislation.

The Capacity Development Strategy in Nepal builds on the assumption that capacity development is one way of improving the performance of District Development Committees (DDCs). This means that capacity development is expected to improve the capacity of DDCs to deliver pro-poor public goods and services within their jurisdictions. In order to deliver services in accordance with the legislation, three types of capacity must exist: a. Systems and procedures – these are the "rules of the game", the ways in which DDCs are expected to operate. These include, for example, LSGA and financial regulations provisions (e.g. about how meetings are to take place, how expenditure is to be authorized, how budgets are to be drafted and approved, how planning is supposed to

take place, and so on), as well as specific guidelines for particular projects and funds. These make up what can be termed "institutional" capacity – and therefore will need to be included in the Capacity Development plans of DDCs and VDCs. Human resources – referring to both staffing levels and the skills/knowledge that staff have. Unless there are sufficient staff with an adequate level of skills, DDCs and VDCs will not be able to use systems/procedures and resources properly, and will thus be unable to deliver public goods and services to local citizens. Material resources – referring to equipment, materials and infrastructure. Again, insufficient resources will reduce the ability of Local Bodies to deliver goods and services.

Compared to previous capacity development activities in Nepal, this strategy embraces a broader definition of capacity development. The advantage of such a broad definition is that the provision of equipment, training, skills improvement and eventual technical backstopping does not take place in an institutional vacuum. These "orthodox" capacity development activities need to be coupled to incentives, systems and rules/procedures that allow human resource development to produce the intended outputs.

2.2   Conceptual Background of Capacity Development

Most donors include some capacity building activities in their programs in order to increase the efficiency of the host institutions, in general, and to increase the performance and the sustainability of the program activities, in particular. However, and although capacity development is probably one of the most widely used terms within the development policy discourse, there is no clear understanding of the concept and its content. Expressions like capacity building, capacity development and institutional development are often used interchangeably. In addition, it is often unclear if institutions are referred to as formal or informal organizations (associations, Governments, firms and NGOs) or formal or informal procedures and rules that influence the behavior of people within those organizations (Moore 195:12). In this paper the term capacity development is used, as it refers to a situation where existing capacity is improved, rather than being built from scratch.

Capacity Building for better cities is the effort to strengthen and improve the abilities of personnel and organizations to be able to perform their tasks in a more effective, efficient and sustainable manner. It needs to be appreciated that capacity building is a long term and ongoing effort which needs to be institutionalized in the planning and implementation process starting from the ULB to state to the central level programs. Capacity Building needs to be a continuous and ongoing initiative whose aim is to improve and facilitate the skill sets and processes involving human and other perceivable inputs. There is a need to calibrate and benchmark continuously against measurable indicators over a period of time in order to make course corrections to achieve the desired results.

The Planning Commission, Government of India has assigned a research study on 'A study to qualitatively assess the capacity building needs of Urban Local Bodies' to National Institute of Urban Affairs, New Delhi under its Socio-Economic Research (SER) scheme. The study was conducted in six cities, viz., Chandigarh, Indore, Mussoorie, Nagpur, Patna and Surat.

UMC understands that continued education is essential to improve efficiency and skills of city managers - training and capacity building exercises enable better understanding of obstacles and encourage faster solutions. At UMC, we combine our network of experts, resource people and training organizations with adult learning methodologies, tailor-made capacity building plans, study tours and internships tools to create specific training programs. We have conducted a series of training programs for local government associations in India and South Asia to strengthen the functioning of the associations and initiate technical programs for their membership. We firmly believe these programs help urban local officials acquire a better understanding of the changing dynamics of cities, improve legal and administrative frameworks and enhance management skills.

We have developed specific tools and frameworks for assessing training needs and capacity enhancement needs for institutions and local bodies. UMC also uses various audio-visual tools like films and documentaries in its training programs.

We have also written manuals on conducting training assessments for urban local bodies

⟩ Capacity Enhancement and Needs Assessment (CENA) study for Gujarat Urban Development Company (GUDC) supported by the World Bank to assess the capacity building requirements of select city governments of Gujarat

⟩ Created a Training Needs Assessment program and designed a capacity building strategy for Surat Municipal Corporation (SMC)

⟩ Assisted National Institute of Urban Affairs (NIUA) prepare a Training Needs Assessment Manual

2.3   An Outline of the Capacity Development Strategy (CDS) for Local Bodies in Nepal

The Capacity Development Strategy for Local Bodies in Nepal was designed in 2004 by the UNCDF and DfID supported DFDP programme through intensive consultation with the MLD, the ADDCN and Danida. The strategy was subsequently endorsed by the MLD in November 2004, at which time a commitment was made to adopt the CDS's approach as a national strategy for capacity development of Local Bodies. Following this decision all donors working in the field of decentralization have agreed to work towards a harmonization of capacity development approaches. UNDP will gradually adopt the CDS for its urban and rural decentralization programmes whereas the World Bank has Adapted from UNCDF 2005: 'Capacity Development Strategy'. Expressed interest in applying the CDS for its new infrastructure support programme to Local Bodies.

The objective of the CDS is to improve the capacity of the DDCs and VDCs to deliver services by balancing the demand and supply side of capacity development and linking it with incentives and outputs. This objective is ambitious as well as innovative in that while certain national minimum standards are ensured, the Local Bodies themselves maintain a high degree of ownership of the process.

Quality control from the MLD is the third feature of the CDS. In order to ensure that the systems and procedures and training curricula developed through the CDS are in accordance with national legislation and promote decentralization in line with the

Government's strategic plan, all manuals and training materials have to be approved by MLD. This requirement makes sure that the innovations and institutional developments are policy relevant. Hence, the CDS is a step away from previous unsustainable, project specific, capacity development activities.

The proposed CDS is generic in nature, and can be used to capture issues such as sector devolution and service delivery provision/production. The long term aim is thus that His Majesty's Government of Nepal (HMG/N) and donors will support local capacity development through this strategy. At the moment, the funds channeled through the CDS from DFDP will naturally be insufficient to cover all needs at the DDC level, but it will enable the DDCs to make strategic decisions and identify key priorities for capacity development in order to improve public service delivery to local citizens.

The CDS is not implemented as a stand alone initiate, but has clear linkages the DFDP pilot on performance based budget allocation, which provides several clear incentives for the Local Bodies to develop capacities and subsequently to improve their performance.

First of all, clear synergies exist between the CDS and DFDP's performance based budget allocation system. The performance based budget allocation system provides incentives to the Local Bodies to improve their generic administrative performance through an active involvement of the citizens in the scrutiny of the performance. It has two main components: Minimum Conditions for fund access (MCs) and Performance Measures (PMs)6. The Minimum Conditions for fund access are basic safe guards derived from the Local Self Governance Act in the areas of planning, financial management, functioning of committees, transparency and programme specific requirements. All conditions have to be met in order for the districts to have access to their DFDP block grants. The capacity development support will be continued if a district does not qualify for the capital grant. The Performance Measures are more qualitative by nature. These indicators measure the quality of local government performance in seven functional areas: planning, financial management, budgeting, fiscal capacity, actual expenditure composition (pro poor expenditures), communication and transparency, and monitoring and evaluation (UNCDF 2004c). If the Local Bodies score more than 69

points on scale from 0-100 they will be rewarded by an increase in the block grant. If they districts, however, score less than 39 they will be sanctioned by a decrease in the block grant. The result of the performance assessment (MCs and PMs) will thus clearly help the Local Bodies in identifying their capacity needs during the capacity development assessment. After the self assessment has taken place the CDS will also be used as a framework to fund the capacity development activities through ADDCN.

Secondly, linking core capacity development activities to performance-based criteria is deliberate – compliance with MCs (as a prelude to accessing capital budget support) and performance-based funding levels provide DDCs with powerful incentives to undertake such capacity development activities. Once the guidelines for self assessment have been disseminated and the DDCs have received training to conduct the self- assessments, the existence of a district level capacity development plan will become a minimum condition for fund access. This again provides a strong incentive for the DDCs to develop their Capacity Development plans. Hence, the performance-based budget allocation system and the CDS are mutually reinforcing.

2.4   The Role of NAVIN and other Stakeholders

As an association for local government in Nepal, NAVIN is the most appropriate institution to provide capacity development services to its members. First of all, NAVIN is accountable to all VDC, which make it a legitimate institution to coordinate the CDS. DFDP introduced a performance-based budget allocation system for the 20 DDCs in 2004 with the aim of strengthening the accountability and efficiency of DDCs by rewarding good performers and sanctioning poor performers.. 7 It should be noted that the CDS will not only be limited to the assessment of capacity development needs in the areas included in the performance assessment of DDCs. It wall also include capacity development related assessments for the devolved sectors (education, health, agriculture and postal services). 8 The Association of District Development Committees (ADDCN) was founded by the DDCs themselves in 1995. Registered under the National Directives Act, 1961, with the approval of the cabinet, ADDCN is a representative, collective institution of all seventy-five (75) DDCs. The DDCs are its institutional members.

ADDCN has a council, an executive committee and a secretariat based in Kathmandu. Each member DDC is represented in ADDCN council, which functions as the sovereign body. Secondly, one of ADDCN's mandates is to strengthen the capabilities of DDCs through information, advisory, training, technical and professional supports and services (ADDCN 2003). ADDCN is therefore expected to be able to coordinate the CDS and pursue the capacity development of the DDCs beyond the project life of DFDP. The implementation of the CDS through ADDCN will thus serve two purposes: to build the capacity of the Local Bodies, and to strengthen the capacity of ADDCN to serve its members. In this way the CDS has the potential to become sustainable. Thirdly, ADDCN has the capacity to coordinate the CDS, and it has an established track record of being able to support DDCs, of meeting its mandate and of collaborating with donor-supported programmes such as DfID, ADDCN, Danida and UNDP. In addition, ADDCN has established and is in the process of strengthening a Human Resource Development unit in its headquarters in Kathmandu through the support of Danida. Donor harmonization and standardization of approached to capacity development is therefore automatically dealt with in the CDS.

The tasks of ADDCN will include the following elements: providing technical support to the districts to develop DDC capacity development plans on the basis of a self assessment and the results of the MC/PM assessment; collating and analyzing the district capacity development plans; identifying the aggregated need for training; development of systems and procedures, and identifying qualified service providers. On the basis of the 20 district's capacity development plans, ADDCN will identify qualified service providers and arrange joint training sessions for all the districts. The added value of having ADDCN manage and coordinate the strategy should be viewed in terms of both sustainability and economies of scale.

The United Nations Capital Development Fund (UNCDF) supports 'Local Development Programmers' (LDPs) in 20 Least Developed Countries (LDCs). The aim of the LDPs is to improve both local service delivery and the broader context of good local governance. Capacity development is thus central to achieve both goals.

In Nepal, LGAF/LGCDP funding the 'Decentralized Financing and Development Programme' (LGAF/LGCDP). LGCDP aims at fostering good local governance and reducing poverty through the implementation of small-scale Livelihood projects on CAC. To achieve this, LGAF has a set of specific outputs aiming at improving the capacity of Local Bodies to plan, design, implement, monitor and maintain small scale infrastructure projects in an accountable, transparent and efficient manner. At the same time, LGAF is intended to be policy- relevant, so as to provide His Majesty's Government of Nepal and other stakeholders with useful and general insights into how local government service delivery can be improved (and poverty reduced).

Table 2.1: Eight steps for DDC Self-assessment of Capacity Gaps

Steps	Responsible	Participants	Output
1. DDC assessment facilitators designated	LDO		2 facilitators designated
2. DDC assessment facilitators are trained	ADDCN/DFDP DDC facilitators	2 DDC facilitators	trained in CD needs self-assessment method and CD planning process
3. Conduct CD needs self-assessment on general management and organisation	DDC facilitators	DDC Chairman, LDO, DDA	CD needs for general management and organisation are identified
4. Conduct CD needs self-assessment on financial management Storekeeper,	DDC facilitators	Accounts staff, Internal Audit Section staff,	Administrative staff CD needs for financial management are identified
5. Conduct CD needs self-assessment on planning, implementation and information management	DDC facilitators	Planning staff, DTO staff, I&RC staff, DDA	CD needs for planning, implementation and information management are identified
6. Conduct CD needs in the context of devolved sector	LDO, DDC facilitator and agency chief	Planning and Monitoring section of DDC and staff of LAs	Overall all CD needs (devolved sector) identified and prioritized
7. Analyse results of self-assessments	DDC facilitators		Overall CD needs prioritised
8. Feedback overall CD needs assessment results to DDC management	DDC facilitators	DDC Chairman, LDO, DDA, DTO, Planning Officer Accountant, Internal Audit Section, Administration, Storekeeper, I&RC	Overall CD needs priorities are validated

2.5   Local Government

According to the available literature the distinct history of local government in Nepal seems to have evolved from the likshavi region. In that area the grass root unit of the Nepal government was 'Gram and Panchali" was its upper level (Nepal Parichaya 1984) Pachali can be taken as an ideal of self-government (Upadhaya, 2052) . A legal group that is independent to make decision and act in term of providing services to its people and collecting revenues for that matter. Local government is general deals with the matters falling within its boundary and scope, and hence has its role in the multidimensional local affairs.

Local governments generally act within powers delegated to them by legislation or directives of the higher level of government. In federal states, local government generally comprises the third (or sometimes fourth) tier of government, whereas in unitary states, local government usually occupies the second or third tier of government, often with greater powers than higher-level administrative divisions. Common names for local government entities include state, province, region, department, country, prefecture, district,   city, township, town, borough, parish,   municipality, shire, village,   and local service district. From Wikipedia (http://en.wikipedia.org/wiki/Local -government)

(Jackson W.LE), "The term local government indicates the management of local government can be said to be promoting the well-being of the people. As the DDC municipality and VDC is a body of local government it can be said that the stimuli behind the concept of municipality in many part of the world emerge as decentralization of central government departments for better provision, performance and regulation of service". (Local Government in England, June 1965, p. 23).

Lekhi R.K. (2007). "The municipality is the local bodies created for the urban areas to look after the local affairs like sanitation, public health, primary schools, street light. The main sources of finance of the municipality committee are

taxation, grant-in aid, share of taxes levies and collected by state government and income municipality undertakings."

2.6   Short Review of Local Bodies

The persons (or committees or departments etc.) who make up a body for the purpose of administering something; "he claims that the present administration is corrupt"; "the governance of an association is responsible to its members"; "he quickly became recognized as a member of the establishment."(www.local body department of Nepal)

(MoLD1999a and 1999b). This legislation has empowered local bodies and enabled them to provide services and conduct development activities at the local level using both their own resources and grants from central Government.

The LSGA say local bodies to be set up with the participation and consensus of VDC level / local level activities. A similar system is   already running in practice in many VDCs as the ad hoc VDC committees are involving local bodies in planning process and other VDC decision-making as per the instructions in a Government approved circular/directive. And local bodies are: Elected committees, Village councils, Ward citizen forum, civil society, and local political leaders etc.

The literature collected includes those from central Bureau of Statistics (CBS), Ministry of Local Development (MoLD), and Local Body Fiscal Commission (LBFC), Local governance and Community Development Programme (LGCDP), Local Governance and Accountability facility (LGAF), DDCs, VDCs and different websites in international context. Second, Monitoring and transparency practices of different VDCs are analyzed to find out the exact problems in the field based on the key indicators developed from literature review. The data collected from various sources are analyzed. Where necessary, the diagrams are used to make the logic plausible.

The 74th Constitutional Amendment Act (CAA)[I] incorporated provisions for devolution of certain powers and functions to Urban Local Bodies (ULBs). Section 243W of the 74th CAA aimed at devolving the responsibility for local economic development and social justice. The Twelfth Schedule of the Constitution lists the specific functions under economic and social development that are best devolved to ULBs.

2.7   Local Governance and Community Development (LGCDP)

It is noticeable that Local Governance and Community Development Program (LGCDP) is a major initiative led by Ministry of Local Development with the support of a range of development partners and in effect since 2008 for four years. It is designed with the goal of contributing towards poverty reduction through inclusive, responsive and accountable local governance and participatory community-led development. This social mobilization program is identified as the key means of empowering communities and community organizations. The programme is adopting transformation approach. One of the outputs of the LGCDP is to strengthen the capacity of communities and community organizations to participate in the local planning, implementation and oversight process.

Local Governance and Community Development Programme (LGCDP) is a national programme with an over-arching goal to contribute towards poverty reduction through inclusive, responsive and accountable local governance and participatory community-led development. LGCDP is executed by the Ministry of Federal Affairs and Local Development with technical and financial assistance of development partners. This is a national programme framework for improvement in local governance system and community development. LGCDP is a framework of reform as it involves monitoring, financial risk management, capacity building and financial system, social mobilization, and downward accountability. It also involves total reform in local government. At a time when there is no institution which allocates inclusive budget, our social mobilization guideline has made it mandatory for all local bodies to allocate 35 percent capital investment to indigenous communities, Madheshis, Women and children. We are now articulating voices of voiceless through the local bodies. We are also making efforts to

address the demands of concerned people as much as possible. The indicators developed under the LGCDP make local bodies efficient and best.

We have recently taken a joint decision with Ministry of Physical Planning and Transport. Under the agreement District Development Committee will construct the bridges on the local road network. This issue remains a major obstacle in the local road networking. Local bodies have developed 52,000 kilometers of track and we will now start soon the construction of bridges over the track opened DDC. I have already directed DOLIDAR to prepare inventory and SWAP for the bridge construction. After this, the infrastructure needs of local bodies will be identified. It will bring a major change in our road connectivity. It will also help to connect the newly announced municipalities with rest of the country. The Ministry has also approved working plan to built 2500 suspension bridges throughout the country in five years. In this way, the ministry has prepared the plan at the policy level on transparency and accountability and infrastructure. We are making efforts to move ahead integrating transparency and accountability. Due to reform measures proposed by LGDCP II, the whole local bodies have developed certain inbuilt capacity. As LGDCP is itself a program, we have internalized the spirit of LGDCP at local level. Some of the important components include social audit, public audit, resource mobilization framework, model of social mobilization.

LGCDP aims to strengthen both the demand and supply side of local governance. The Programme envisages to empowering citizens to engage actively with local governments and increasing the capacity of local governments to manage resources and deliver basic services in an inclusive and equitable manner besides strengthening institutional framework for decentralization, devolution and community development. Key results of the outcomes are given below:

Outcome 1: Citizens and communities hold their local governance actors accountable

Outcome 2: Local Bodies are more responsive to citizen's demand

Outcome 3: All citizens are provided with efficient and effective local service.

Outcome 4:   Strengthened policy and institutional framework for devolution, sub-national governance and local service delivery

Outcome 5:   Improved in service fluency for social mobilization process as qualitatively and effectively.

Outcome 6:   Enhanced the knowledge and skills of Dalit, Janjati and deprived people and take actively participation in local governance process.

2.8   Local Governance and Accountability Facility (LGAF)

The LGAF will provide grants and capacity development assistance to Civil Society Organizations (CSOs), including CBOs, NGOs, Media Organizations and registered Networks, advocating for easy and more inclusive access to better public services and to CSOs involved in monitoring of public expenditure at the local level. In addition, the LGAF will undertake analytical work and serve as a manager of knowledge and communication on best practices. It is anticipated that having a semi-autonomous LGAF at different levels enhances the capacity of citizen and civil society, and assist local bodies to increase in downward accountability. (www.lgaf.org.np)

LGAF, LGCDP is seeking to improve governance at the local level by fostering constructive cooperation, interaction and coordination between the citizens and the local government, and greater participation of the citizens in the local governance processes. It is in operation in 66 districts. The LGAF provides grants to CSOs to monitor compliance of LBs with the legislative and policy requirements and the use of the block grants and advocate for more easy access to public services by marginalised groups.

The grant recipient CSOs will be required to carry out activities that focus on participatory monitoring of compliance of LBs with legislative and policy requirements through the use of social accountability tools.

Those CSOs which receive competitive grants from LGAF will monitor compliance of LBs with legislative and policy requirements such as the Local Self Governance Act 1999 (LSGA); Local Self Governance Regulations 2000 (LSGR); Local Bodies Financial

Administration Regulations 2007 (LBFAR); Good Governance Act 2008 (GGA); Right to Information Act 2007(RTIA); Right to Information Regulations 2008 (RTIR); Public Procurement Act 2007 (PPA); Public Procurement Regulations 2007 (PPR); and different guidelines issued under those legislation in particular the Local Bodies Resource Mobilization and Management Guidelines 2012 (LBRMMG). The CSOs will be required to monitor compliance with legislative and policy requirements at planning, implementation and monitoring and reporting stages. They are encouraged to engage socially mobilized groups and institutions also in oversight activities in order to hold local governance actors responsive and accountable to citizens and their institutions.

In the final stages of the design of the LGCDP, a semi-autonomous "Local Governance Accountability Facility" (LGAF) was included as a support mechanism to be established to foster a positive, constructive and critical engagement of citizens and civil society with local government bodies and the primary units of public service delivery. In the discussions between MLD and its international development partners, the LGAF was considered important for strengthening of the "downward accountability" of local authorities, required to match the substantial increase in financial resources, made available to local government bodies. (Programme Document, published by MLD on 11th July 2008, page 27). As envisaged by the project, LGCDP will bring drastic changes in the functioning and overall pattern of local governance by empowering citizens and community organizations, encouraging them to actively participate and assert their rights in local governance. Among others, access to and quality of local infrastructure and other socio-economic services administered by local bodies will improve.

With the implementation of LGCDP, we are able to retain the enthusiasm in the community. As legally elected leadership and institutions are lacking, the local government has not been functioning at the level we have desired. Although there are no elected representatives, there are now over one million community workers involved in the local bodies which is almost five times higher than estimated 200,000 plus elected representatives in District Development Committees DDC, Municipalities and Village Development Committees. Even in the absence of local election, the centrally deputed

bureaucrats have been working quite effectively with local communities in carrying out development activities. This is a very positive thing. This is a positive part of LGCDP.

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2.9   Citizen Charter

A Citizen Charter is a public notice displayed by the government bodies which provide public services for the information of the service receivers. A Citizen Charter mentions the types of services available, the service fee, the responsible person providing the service, the service quality, the duration for providing the service, the terms and procedures of service delivery and the remedy if the service is not available, etc. A Citizen Charter also signifies a commitment expressed by the government body in the context of a particular service meant for targeted service receivers.

The state has structured various government bodies from central to local level (zone, district, VDC level offices) with the aim of making services and goods available to the people. In Nepal, there are government offices like health, education, agriculture, forest, district administration and district police etc, while there are also the local bodies -

District Development Committees (DDCs), Village Development Committees (VDCs) and Municipalities.

Similarly, other organizations deliver services – the Nepal Food Corporation, Nepal Agricultural Tools Corporation, Nepal Electricity Authority, Nepal Telecom, etc. In the past, those receiving services were confused about the services and entitlements to be provided by these organizations. It was mainly because citizens did not have clear informed about the available services and goods that service delivery was not effective and up to the mark. To deal with such situations, citizen charters are now provided in the public offices. It is mandatory for public bodies that provide services to provide a Citizens' Charter. This is provided for in Clause 25, Good Governance Act 2064 BS and Rule 14, Good Governance Regulation 2065 BS. These laws say each government office has to maintain a Citizen Charter in a place within the office premises, visible to everyone. Every service providing body thus has to provide clear information about the services and goods that are available to citizens. A Citizen Charter must include information such as: what documents are to be presented, which service is available in which branch or section, how much time and fee will involved, how an officer responsible for hearing complaints can be contacted, and what are the steps to be fulfilled if a person is to receive the services. In the case of a service receiver incurring some loss or damage due to the lack of timely service to him/her, a Citizen Charter must provide information on how such an individual can be compensated. A service receiver must be able to see, read or hear and understand the Citizen Charter. For instance: are to be contacted in which section; how long it takes to get the certificate, etc.

It is the right of a citizen to get easily the basic information as mentioned above. The information available in the Citizen Charter can be disseminated to citizens through pamphlets, by the telephone, through toll free numbers, websites, SMS, Facebook, radio, TV and newspapers.

For citizens, a Citizens' Charter is the first and most simple medium for them to receive information about the services of a particular office. Apart from easy access to

information, it means that people are well informed about the process, money and time involved in making the service available to them.

The existence of a Citizens' Charter reduces the possibility of a situation where the staff of an office creates confusion about the services and poses unnecessary problems to those wishing to access services. Those wanting to receive services can be well prepared beforehand once they read the Citizen Charter. If an employee asks for a bribe, a citizen can respond: why and for what? If timely service is denied or delayed, citizens can ask for compensation in certain situations. In such a case, the service receiving citizen is entitled to a compensation of Rs 5,000 maximum, according to the Good Governance Regulation 2065 BS. A Citizen Charter helps ensure that the service is speedy and of good quality, that service providers are accountable and transparent and that a citizens' constitutional right to information is guaranteed.

Citizens' Charters are generally seen at the local government bodies of Nepal which provide services. Since the Citizens' Charter has been made mandatory by the Good Governance Act and Regulations and the monitoring task given to the National Vigilance Centre, most of the government departments, district and local level service providing bodies, public corporations, DDCs, VDCs, municipalities and courts have set up Citizens' Charters. They may be set up in different ways, however: some offices have written the Citizens' Charter on sign boards, some have written it on the wall itself or the wall of the office building. Some offices have used flex sheet, while some have printed it on paper and distributed it. It is not likely that you will find Citizens' Charters in ministries, commissions, constitutional bodies, policy making bodies, political parties, NGOs, corporate houses and the media.

2.10   Public Audit

Public Audit (PA) is a mechanism that evaluates how effective the investment in a local development project has been and it is carried out with the direct participation of stakeholders and beneficiaries. Through this tool, feedback is collected from the individuals involved with and concerned about the project concerning:

)   How much money has come from which source ?

)   Who were involved while making the budget ?

)   What kind of purchasing processes were followed ?

)   whether the expenditure was managed transparently ?

)   what were the drawbacks of the project, and many other issues ?

Khadka, K. and Bhattarai, C. (2012) Public Audits are carried out with the participation of labours , technicians, engineers, contractors, account and store staff, representatives of local political parties and the local users of the investment who have a direct stake in the project. Public Audit is a formal evaluation of expenditure and implementation carried out by all those who are stakeholders. The tool is used to examine the effectiveness of administrative and financial management of development and construction works by collecting opinions from the stakeholders. It helps to ascertain whether the results planned for the investment were achieved and what any problems might have been.

When this tool is being applied, it is important that feedback is provided to those in charge of the project in a well-managed way and that unnecessary aggression is avoided. Once a project or an investment is selected for a PA, the facilitator designated for the Public Audit should inform the project operators in advance and ask them to prepare information related to the project including financial and administrative data.

Although the Ministries of Local Development, Health and Education have structured Public Audits and Social Audits as per their requirements, there is, as yet, no uniformity in the understanding and exercise of this tool.

Public Audits help to increase accountability in the programs and projects of government bodies looks for transparency and develops the culture of exercising the Right to Information. It further helps to contain actual or potential corruption and irregularities in projects, and further, initiate legal action if misdeeds have been witnessed. It teaches local stakeholders and user groups to be responsible and present their grievances and experiences clearly. If such people have not received services or goods that they had a right to, they can raise these issues in the Public Audit. However, when views are

presented in a Public Audit, there is no requirement for confrontational behaviour or shouting others down while they are speaking.

Examples of Public Audits can be found in VDCs, DDCs and Municipalities as they are mandated to carry out Public Audit before the final payment is made in regard to projects operated through user groups.

The Ministry of Local Development, with the objective of making local bodies more effective, has implemented Public Audit Procedure 2067 and Local Body Social Audit Procedure 2067.

Number 42 of the VDC, DDC and Municipality Grant Operation Procedure 2067 says that it is mandatory for a Public Audit to be carried out after every development project has been completed. The final payment cannot be made until such a Public Audits is carried out. When a public notice about a Public Audit is announced then the venue of the Public Audit, the time and the date must be clearly mentioned and widely publicized. For effective results, it is necessary to use a qualified and capable facilitator, who, it is expected will manage the Public Audit in an unbiased manner.

2.11   Public Hearing

Public Hearing is a community forum where citizens receiving local services and officials providing services exchange face-to-face questions and answers on matters of public interest. In these forums, citizens can put forward personal and community related problems to the service providing officials by expressing their grievances and suggesting measures to improve the situation. Through this method service providing officials can also get feedback on the effectiveness and quality of the services and goods provided by them. It further helps make service providers accountable to citizens, increases transparency in the former's activities and brings the Right to Information law into use by the citizens.

It is believed that the concept of Public Hearing was introduced in Nepal through a TV program "Ek Aapas (Together)" broadcast by Nepal TV in 2051 BS. The program was in

broadcast regularly for 7 years. Considering the effectiveness of public hearing programs organized by Ek Aapas, and by Pro Public's Good Governance Project and Civil Society against Corruption Project, the Government of Nepal institutionalized this tool in 2062 BS by formulating guidelines on public hearings. Likewise, TV programs such as, "Paksha-Pratipaksha (For and Against)", "Nagarik Sunuwai (Civic Hearing)" and "Sarbajanik Sunuwai (Public Hearing)" also left a positive impression about this tool on the citizens. These days, various TV stations have embraced the concept of public hearing and have been broadcasting programs such as, "Sajha Sawal (Common Questions)", "Haami Janata (We the People)" and "Sarokar (Concern)", among others.

Khadka, K and Bhattarai, C. (2012). Public Hearing is an important tool to make those holding public positions and providing services accountable to stakeholders and to increase transparency about what they are doing. It is taken as a highly effective tool to enhance social accountability.

Service providers generally have the misconception that the citizens are satisfied with the services provided by them, and, therefore, service providers don't take up much initiative to change their attitude and behavior or seek to reform the situation. Public Hearings, however, are getting popular among the citizens as they use the forum provided by the tool to express their concerns and their grievances.

What is needed to make a Public Hearing effective is (a) a competent facilitator is required and a significant number of citizens to participate in the hearing. With the aim of making Public Hearings more effective, the Ministry of Local Development has produced a procedure on Public Hearing. In the same way, and with the aim of producing human resources capable of conducting a public hearing, the Good Governance Project, Pro Public has produced the Public Hearing Facilitation Guidelines 2067.

After a long campaign by the Good Governance Project of Pro Public to institutionalize Public Hearings, the Government of Nepal came up with the Public Hearing Procedures 2062, thus providing government recognition for the tool. Following it, the Ministries of

Local Development, Education and Health formulated and implemented separate procedures.

In Clause 30 of the Good Governance Act 2064, Public Hearings received further legal recognition as this provides for mandatory conduct of Public Hearings. This Act, provides for Heads of regional, zonal, district and local level government offices to conduct Public Hearings to make their activities fair, transparent and objective. Provision is also made for experts, stakeholders, civil society representatives and officials of local bodies to be invited to the Public Hearings.

Rule 19 of the Good Governance Regulation 2065 says government offices have to conduct at least one public hearing every 4 months. Other provisions of the Regulation include:

) Providing information to service receivers about the available services and entitlements from that public office.
) Collecting office timing, people's grievances and complaints.
) Providing budget related information to service receivers.
) Collecting suggestions about the service's positive and negative impacts.
) Informing citizens whether the public commitments expressed during previous public hearing were fulfilled.

More recently, local VDCs, DDCs and Municipalities have also been conducting Public Hearings. District Administration Offices are also doing the same - ensuring the participation of service receivers. Organizations involved in local community forestry and human rights have also started practicing this tool. Mass media, such as TV and Radio are already conducting programs emphasis the importance of Public Hearings.

2.12   Decision Making

Decision making is a process of selecting the best among the different alternatives. It is the act of making a choice. There are so many alternatives found in the organization and departments. Decision making is defined as the selection of choice of one best

alternative. Before making decisions all alternatives should be evaluated from which advantages and disadvantages are known. It helps to make the best decisions. It is also one of the important functions of management. Without other management functions such as planning, Organizing, directing, controlling, staffing can't be conducted because in this managerial function decision is very important. According to Stephen P. Robbins, "decision making is defines as the selection of a preferred course of action from two or more alternatives."

Khadka, K and Bhattarai C. (2012). Decisions are taken to support organizational growth. The whole fabric of management, i.e. its day to day operation is rightly built on managerial decisions. Top notch companies, as evidenced by their functions, effective communication tools are utilized in addition to normal consultation process to make decisions that would have large scale implications on the company's prospects.

Discussions and consultations are two main tools that support and eventually bring out decisions. For instance to take a decision on how to embark on new business activity suggested by strategic management team must have developed through series of consultative process, which is now available with implementation team. Here we see the cumulative effect of decision taken at one point by a different body of affairs. Decision taken by strategic managers is to push new and innovative business line or initiative. At this point the decision taken by such team becomes consultative point for discussion for implementation professionals. There is lot to debate, research and finalize. Is the new proposal viable? Is it innovative enough? Can there be growth stimulant in the strategies proposed? Handle-ful of such questions evolved from the decision taken by strategic group has reflective influence on the next level of managerial consultations and meetings. Let us accept, at this point of discussion, that proposals submitted by business development team would largely depend on another set of deliberations in the board room.

Thus, the final decision to roll out a product or service is through cumulative interim decisions taken by various internal and external parties. And also the final decision is reflective and founded on researches and consultations. Whole process is a chain affair

where one decision taken at one point and at one level shall have far reaching implications in the way an organization moves forward. Must importance of decision making

1) <u>Implementation of managerial function:</u> Without decision making different managerial function such as planning, organizing, directing, controlling, staffing can't be conducted. In other words, when an employee does, s/he does the work through decision making function. Therefore, we can say that decision is important element to implement the managerial function.

2) <u>Pervasiveness of decision making:</u> the decision is made in all managerial activities and in all functions of the organization. It must be taken by all staff. Without decision making any kinds of function is not possible. So it is pervasive.

3) <u>Evaluation of managerial performance:</u> Decisions can evaluate managerial performance. When decision is correct it is understood that the manager is qualified, able and efficient. When the decision is wrong, it is understood that the manager is disqualified. So decision making evaluate the managerial performance.

4) <u>Helpful in planning and policies:</u> Any policy or plan is established through decision making. Without decision making, no plans and policies are performed. In the process of making plans, appropriate decisions must be made from so many alternatives. Therefore decision making is an important process which is helpful in planning.

5) <u>Selecting the best alternatives:</u> Decision making is the process of selecting the best alternatives. It is necessary in every organization because there are many alternatives. So decision makers evaluate various advantages and disadvantages of every alternative and select the best alternative.

6) <u>Successful operation of business:</u> Every individual, departments and organization make the decisions. In this competitive world; organization can exist when the

correct and appropriate decisions are made. Therefore correct decisions help in successful operation of business.

Decision making an Integral part of modern management essentially, rational or decision making is taken as primary function of management. Every manager takes hundreds and hundreds of decisions subconsciously or consciously making it as the key component in the role of manager. Decision play importance role as they determine both organizational and managerial activities. A decision can be define as a course of action purposely chosen from a set of alternative to achieve organizational or managerial objectives and goals. Decision making process is continuous and indispensable component of meaning nay organization or business activities. Decision are made to sustain the activities of all business activities and organizational functioning.

Decision are made at every level of management to ensure organizational goal achieve. Further, the decision making if one functional values that every organization adopts and implement to ensure optimum growth and drivability in terms of services and or products offered.

According to the Oxford Advance Learner Dictionary the team decision making means - the process of deciding about something important, especially in a group of people or in an organization.

Every organization needs to make decisions at one point or other as part of managerial process. Decisions are made in the best interest of the organization. For that matter, decisions made by the organization are to lighten the way forward. Be it strategic, business activities or HR matters, processes of making decisions is complex, involves professionals of different genre. While small organization involves all levels of managers, complex organizations largely depend on a team of professionals specially trained to make all sorts of decisions. But remember, such a body alone cannot come out with final decisions. Here, the point is, decision making process is cumulative and consultative process. The process, on the whole, bears its pros and cons and would by and

large emanate results and consequences in the organizations' overall growth and prospects.

2.13   Citizens Complaint and Grievance Handle Structures

It is essential for citizens to know how, where and when they can complain within the government structures against anything that goes wrong at the local level. They should also know about the legal complaint provisions that exist if they have any difficulties with the law. Citizen's Complaint Structures can be defined as the institutions that can hear a citizens' complaint against problems, and provisions that allow a citizen to file a complaint. If the complaints structures are effective, citizens can complain about the wrong doing of concerned government bodies and take initiatives to try and reform them.

Complaints structures vary according to place and situation. Complaints can be individual as well as collective. On the one hand, citizens may be dissatisfied with the service of a Chief District Officer, or local VDC, DDC or Municipality officials, but may be hesitant to complain against them: one the other, citizens from marginalized communities may be too scared to make complaints against officials. Such citizens need to be educated about the legal provisions in the Constitution, Acts, regulations and procedures which have provisions for Complaints Structures. At the same time, they should be made aware that there is a possibility of such bodies seeking retribution if a complaint is filed against them.

Government bodies should be informed about the grievances and complaints of citizens through citizens creating separate groups for this purpose or mobilizing existing groups of the citizens. If citizens are not satisfied with the concerned bodies' decisions or if the concerned body does not make a decision at all, then citizens should consider conducting a civic campaign. Citizens should not be scared of even filing a case against the concerned bodies at the court. It is, however, very important that that the citizens mobilize the media in their favors if they are going to do this.

The government accepts the importance of Citizen Complaints Structures, and has developed various ways of handling this - some of which are been presented here as examples:

2.13.1. Provision on Citizen Charter: Rule 14 of the Good Governance Regulation 2065 says that every government office providing services to citizens has to maintain a citizen's charter in its premises so that it is visible to everybody. Among other details, the citizen charter must show:

) The post and name of the official designated to hear complaints.
) The telephone number of the service providing office and its sub-ordinate offices.
) The priority list for service delivery.
) Whether there is compensation.

Every government office has to maintain a complaint box, open it regularly, follow a token system while delivering services, set up a Help Desk and declare a timeline for hearing the complaint, amongst other things.

2.13.2. Provision on Public Hearing: Public hearing is also an appropriate medium to listen to the grievances of service receivers and give them a hearing. Rule 19 of the Good Governance Regulation has provided for a Public Hearing every 4 months, according to which the service providing offices have to listen to the people's problems, grievances and complaints related to service delivery. It further says that the service providing offices have to give updated information to citizens about their annual program and budget, the evaluation of their program's positive and negative impacts, and the status of the actions arising from citizens' complaints in previous Public Hearings.

2.13.3. Managing the Complaints of Service Receivers: Rule 20 of the Good Governance Regulation 2065 has made it mandatory to declare an official to be the Information Officer (spokesperson) in every ministry, department and office to handle complaints. The government office has to arrange a free telephone, online service or any

other appropriate medium to hear complaints. The information official has to present the complaint including his/her opinion on it, to the office head within 24 hours of receiving the complaint. As per the rule, the office head has immediately to deliver an instruction concerning the complaint received. If such an instruction is made, it is the duty of the Information Officer to inform the concerned citizen about what has happened.

2.13.4. Bring Information and Communication Technology (ICT) into practice: Rule 25 of the Good Governance Regulation says the government offices have to keep information and statistics in computerized form in a well-managed way and have to develop a website. In a bid to make service delivery prompt, government offices have to make use of citizen's charters, office operational procedures, ICT and the citizen's feedback. The Regulations also provide for central, regional and district level monitoring and evaluation committees in order to reducing grievances from citizens receiving services.

2.13.5. Procedure on Service Delivery: Number 5 of the Service Campaign Operation Guidelines 2065 says that every body providing services has to formulate and implement procedures to increase the quantity and quality of service delivery and pay attention to the satisfaction of those receiving services. Such procedures should show that:

)   First priority is given to the services for disabled, elderly citizens, minors and women.

)   Service deliverers are accountable to service receivers;

)   Service receivers are ensured of a system for listening to their suggestions and grievances, and are increasingly satisfied.

If the service receivers are not getting services as per the declared standards, or if there are service related problems and if there is any dissatisfaction, Number 10 of the Procedure says that, in those situations, it is the prime responsibility of the service provider to ensure satisfaction of the service receivers by prioritizing their grievances, complaints, problems, applications, reactions and suggestions and solving their problem,

furnishing them with the reasonable answer, or setting up a hearing about their grievances and issuing directives for further investigation.

2.13.6. Institutional Structure for Hearing a Complaint: There are, at the national level, the Commission for the Investigation of Abuse of Authority (CIAA), the National Vigilance Centre (NVC) and the Hello Sarkar Room to hear complaints against public offices. At the local level, there are offices such as the District Administration Office (DAO) and the District Police Office. The DAOs represent the CIAA and NVC at the local level. Besides these offices, it is necessary that complaint hearing mechanism in all public offices be set up.

2.13.7. Legal Mechanism on Complaint Hearing: Depending on the nature of work, there are separate legal structures in various ministries to hear citizens' complaints and expressions of dissatisfaction. These structures must be in line with the Good Governance Act, Right to Information Act and the Regulations, Procedures and Guidelines formed under these Acts.

The existing Acts, Regulations and Procedures, say that government employees have to clearly inform citizens about the Citizens' Complaints Structures. More than this, it is mandatory to maintain an official with the responsibility for hearing complaints, and to provide a citizen's charter and complaint box in every government office providing services. In addition, there should be a toll free number, a phone, a fax, email and a website to encourage citizens to the extent possible to file complaints.

Such arrangements are provided for in government documents such as the Good Governance Act 2064, Good Governance Regulation 2065, Right to Information Act 2064, Right to Information Regulation 2065, Service Campaign Operation Guidelines 2065, Hello Sarkar Room Operation Guidelines 2068 and Public Hearing Procedure, 2062.

2.14   Participatory Planning

Participatory planning is a method by which citizens of target groups participate in the planning that affects them. This principle is based on the concept that those who will benefit from plans should sit together with the planners. If the objective is to bring changes in the lives of the local citizens, then the plans made by various local bodies should place citizens in the centre. Unfortunately, however, the actual role of citizens in many plans is just to accept a plan that has already drafted by somebody else.

Such plans are generally drafted by government employees based on their assumption about what kind of plans local citizens need and what kind of plans will bring most benefits. Government employees consider themselves to be the experts in these matters (see 14 steps participatory planning process of the Ministry of Local Development on this page). However, activists working in the field of social accountability do not believe in planning that excludes the citizens. They think that the target group citizens have useful knowledge and experience as well which will contribute to a perfect plan and that a plan should be formulated only with the participation of citizens.

In such participatory planning, local community based organizations, user groups, civil society organizations, local bodies, political parties and representatives of government bodies can all take part. The local civil society plays a crucial role in the planning process by mobilizing the community and the citizens for the task.

Civil society organizations can also contribute to raise awareness on issues of local development and addressing local needs. They can formulate plans that can be implemented within the capacity of the community. Further, they can help access external assistance and thus increase the capability of the citizens. There are many benefits which come from Participatory Planning - for example:

2.14.1. Strong Citizen Voice: Participatory planning provides an opportunity - especially for poor and marginalized citizens - to raise issues of concern to them. Such citizens can influence decisions related to the development of the plan and its distribution and make sure that the plans pay attention to their needs.

2.14.2. Informed about the Plan: If plans are produced with the participation of the target citizens and which help address their needs, citizens will be informed about the plans and will monitor their implementation.

2.14..3 Building Capacity of Citizens: If citizens and civil society organizations are involved in the planning phase they will learn many things about the planning processes of government bodies. They will learn about the identification, analysis and prioritization skills involved in making a plan which affects their own communities. Citizens can also make the concerned officials understand the citizens' concerns and requirements.

2.14.4. Greater mutual Understanding: When stakeholders from various sectors sit and work together, their level of mutual understanding and trust for each other increases. They can further learn how to work together while executing the plan and learn how joint activities can be conducted in the future.

1.14.5. Stronger Democracy: Participatory planning provides an opportunity for all to practice democracy. It helps the citizens take decisions with government officials on development and construction.

Nepal's local bodies have embraced participatory planning to a great extent. The Government of Nepal has implemented the Local Self Governance Act 2055 and Regulation 2056 reaches the conclusion that if the local bodies are not empowered to apply participatory planning at the local level, then people's responsibility for and participation in development and construction works cannot be ensured.

The above mentioned Act has provided the necessary responsibility and authority to local bodies to formulate and implement plans and has the objective of institutional development of local bodies so that they are more able to undertake such responsibilities. The Act also has the objective of improving the lives of socially and economically backward communities through involving them in a participatory planning process. Likewise, the Act supports the involvement of civil society organizations which involve people's participation.

2.14.6. Participatory Planning Process: For achieving the objectives of the above mentioned Act, the local bodies (VDCs, DDCs and Municipalities) have to complete 14 phases of participatory planning. In each phase, the work to be done, the participating organizations or individuals, the responsible organizations and the time line are already set out. To increase people's participation, Number 15 of the above mentioned Procedure has provisions for formulating plans at the local level with the participation of Dalits, women, Janajati, children and local community based organizations. Such participating groups can prioritise the plans to be conducted in their areas and can offer help to the VDCs, DDCs and Municipalities to make sure they are implemented. Number 15 stresses that while formulating local plans plan, they should target comparatively extreme poor and deprived settlement areas.

To ensure citizens' participation in a project's operation, there is a provision for implementing projects of a maximum of Rs 6 million through user groups. A committee of the User Group comprising 7 - 11 members has to be constituted at the project site through a meeting of households identified as the direct beneficiaries of the project. In such a committee, at least 33% of members should be women, and among the posts of chairperson, secretary and treasurer in the committee, at least one should be a woman.

To facilitate and monitor the project implementation, a supervision and monitoring committee comprising a maximum 5 members including at least one woman has to be formed at the time of forming the User Group Committee. Without the recommendation of this committee, the final payment for the project cannot be made – this provision is also an effort to institutionalize the participatory planning process.

Number 28 of the Procedure under the title "People's Participation and Cost Participation" says it is the responsibility of the local body to ensure people's participation in every phase of the planning, operation, monitoring and evaluation.

This tool has been brought into effect in the projects and programs operated by various ministries of the Government of Nepal. It is also applied by Nepal's development partner organizations and NGOs in their projects and programs

2.15   Local Governance System in Nepal

The current structure of local governance in Nepal was put in place after the restoration of democracy in 1990 and the functions, duties, and power of the Local Governments (LGs) are specified in line with the Local Self Governance Act 1999.

Nepal has two-tier system of local governance, with Village Development Committees and municipalities as the lower tier and District Development Committees as the higher. There are 3913 VDCs, 58 Municipalities and 75 districts in Nepal. Establishment of local bodies' associations viz. Association of District Development Committees of Nepal (ADDCN), Municipal Association of Nepal (MuAN) and National Association of VDCs in Nepal (NAVIN) have an important role in institutionalizing decentralization, developing the capacity of local bodies, policy lobbying, mobilizing external resources through local bodies and implementing of LSGA, 19999.

The LSGA, 1999 has provided spaces to VDCs to provide basic services to the people in the various areas such as agriculture, rural drinking water, works and transportation, education and sports, irrigation and soil erosion and river control, physical development, health services, forests and environment, language and culture, tourism and cottage industries and miscellaneous (LSGA, section 28). Likewise, municipalities are responsible about finance, physical development, water resources, environment and sanitation, education and sports development, culture, works and transport, health service, social welfare, industry and tourism and miscellaneous (LSGA, section 96). Similarly, DDCs have to work in agriculture, rural drinking water and habitation development, hydropower, works and transport, land reforms and land management, development of women and helpless people, forest and environment, education and sports, wages for labor, irrigation and soil erosion and river control , information and communication, language and culture, cottage industry, health services, tourism and miscellaneous (LSGA, section 189).

1.16   Conceptual Framework's Key Features of the Study

In operation, the Framework is applied to the design and implementation of transformational learning interventions to bring about local government changes in sociopolitical, policy-related, and organizational factors to advance particular development goals. Individuals and groups of individuals are seen as agents of change who act on those VDC level activities and local bodies of different factors.

Many capacity building different instruments can be to support the identified change processes. Examples include policy-based loans, investment projects, analytical studies, impact and other monitoring and evaluations, technical support, and external training and education. Have a potentially transformational role. The key is to design and implement the embedded learning interventions strategically to engage with and help drive local level change processes. To do this, capacity development practitioners must understand the potential of targeted individuals or groups to bring about favorable change.

Capacity development efforts—whether stand-alone programs (with complementary resource inputs made available separately if needed) or contained in lending projects—are just a part of the larger process of development, as shown in figure 1.1.

Local Bodies Development Goal

Capacity

Resources and Services

Local ownership, effectiveness and efficiency of resources use

Financial Capital

Infrastructures

Technology

Other endowment

Sociopolitical environment

Policy instrument

Organizational Manage

Active Participations of people

Analysis , Monitoring and Evaluation

Coordination with Govt. and private sector

Leading

Learning
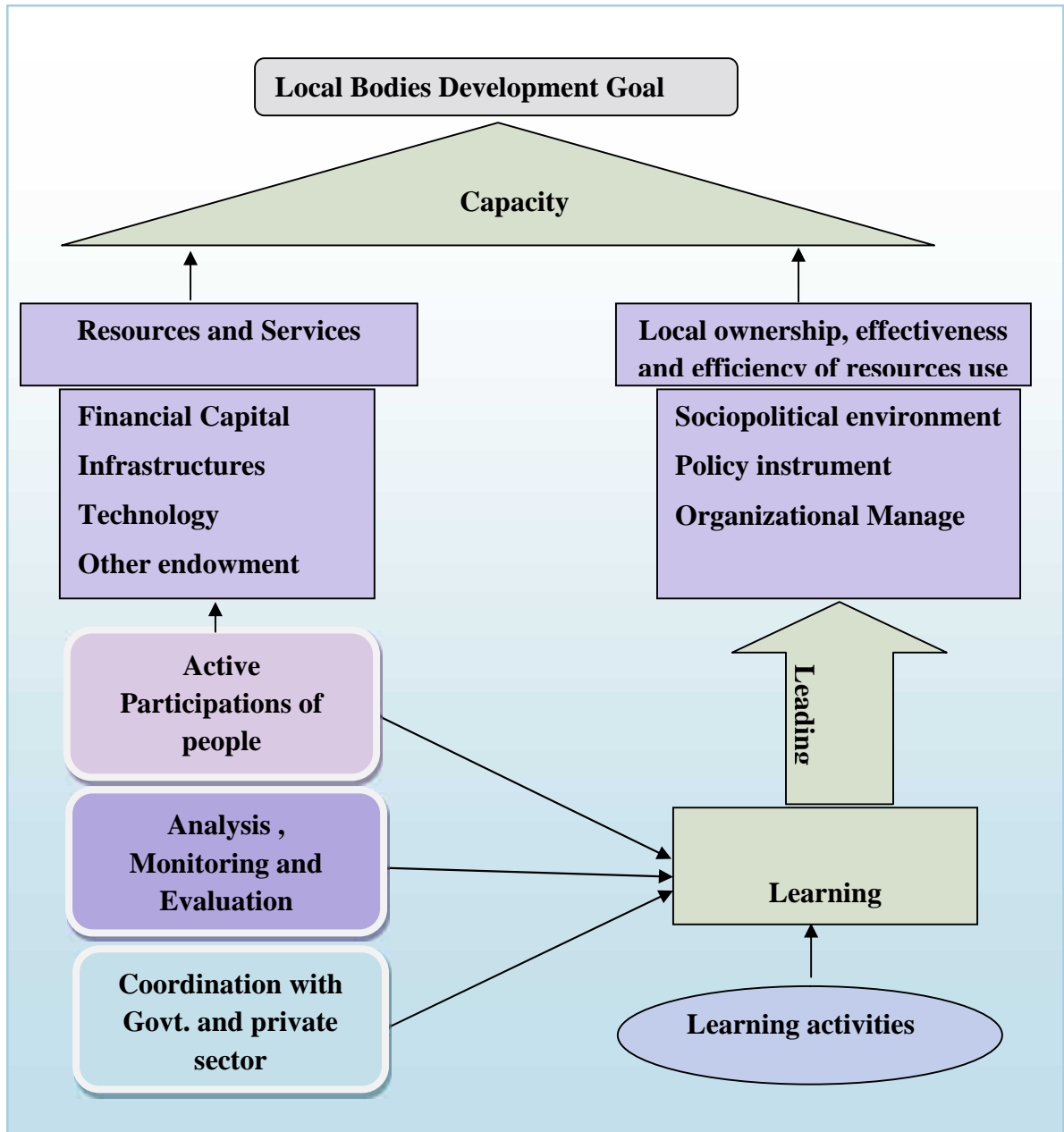
Learning activities

Figure 2.1 Capacity Development as a Part of the Development Process.

CHAPTER-III

RESEARCH METHODOLOGY

3.1   Study Area Description and Rationale for the Selection

Raralihi lies in Jumla district, Karnali zone of mid-west region and Before a some years people news paper assume that its one of the most poor and backward zone of Nepal. But at the present my observation says that there is being change there different organization are working there to make a change with different strategies so development of good governance is one of strategy that is being implemented by different organization to make positive change in peoples. It is located in Jumla district of Mid-western development region. This district extends between 18° 58' to 29° 30' N. and 81° 51 to 82° 35' E. It is 7000- 21077 feet above the sea level. The total area of Jumla district is 2531 sq.km. There is cool temperate climate in this district. In summer season, its maximum temperature reaches up to 30^0centgrade and in winter season its minimum temperature reaches up to -8centigrade. It is surrounded by kalikot, Mugu,Jajarkot and Dolpa. There are 26 VDCs and one Municipality.

Among the 26 VDCs, Raralihi is one of them. It is 21 km far from Jumla headquarter. It is located at the western part of the Jumla headquarter. The VDC borders with east at Matlikathanta and Ghodemahdev, west at Kalikot district, at North Kudari VDC and KalikakhettuVDC at south. According to VDC profile (census, 2011), the total population of the VDC is 5760. Out of which 2783 are male and 2977 are female. There are altogether households in this VDC. The majority of the people living in this VDC are farmers. Mainly, the researcher has selected only three wards No. 1, 5and 9 purposely. There are a few people who go to outside mainly to Urban area and India for employment. Besides farming, some people are engaged in governmental and non–governmental services. As well some people are engaged in trade. There are two primary schools, one lower secondary school, and one secondary school in this Raralihi VDC. The majority of the people are followed by Chhetris, Dalit and Brahaman community living in this VDC.

A systematic and integrated methodology was followed. Major elements of the methodology include the use of primary and secondary information, field observation, key informant interview, focus group discussion and face to face interaction using checklists. The study area was in Raralihi VDC.

Literature Review

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Site Identification

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Field visit and Primary data collection

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Secondary data collection, Calculations and Analysis

↓

Result and Report Preparation

↓

Draft Report

↓

Final Report

↓

Dissemination
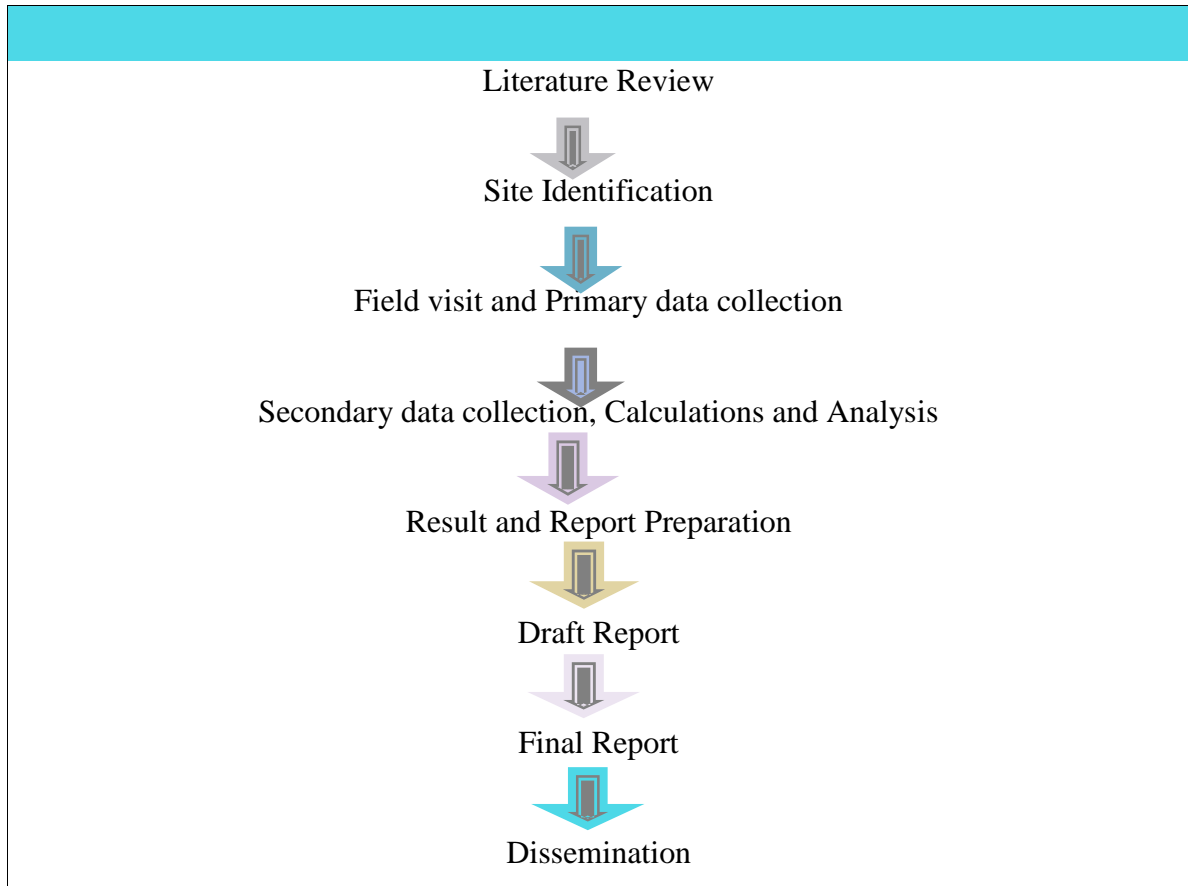
Fig 2.1: Research Design

A set of methods employed to accomplish the research objectives thus the research methodology has been discussed in this section. More specifically, it contains study area, source and nature of data, research design, size and section of samples, data collection instruments, methods of data analysis and interpretations. Relevant information on the basic of proposed objectives has been collected using a combination of tools and techniques.

3.2   Research Design

This study is a Role of Local Governance Accountability Facility (LGAF) enhances the capacity building of local bodies in this Raralihi VDC. This research has mainly based on secondary and primary data. This research has attempted to analyze access the VDC good governance and monitoring practice on the basic of the specific objectives of this research. Are covered in this study. Mainly the analysis is based on the result of the collected data where the specific area is defined in the study. Hence, the researcher has adopted descriptive research design. Similarly, primary as well as secondary data are used to attain the objectives of this study. It is the blueprint for the collection of data and information. I will looked into the problem by exploring the views of different set of respondents, as well as by exploring different literatures related with the study. For reliable and valid findings, this study has been prepared on the basis of following research design.

) Descriptive
) Exploratory

This study was carried out mostly on the basis of exploratory research design as because the study was done focusing on major area of the conflict in between human and wildlife in the study area.

3.3   Nature and Sources of Data

Both kind of data-primary and secondary were gathered. The nature of data is qualitative and quantitative. Primary data were gathered through the field survey and secondary data were retrieved from the document, record, report, and published and unpublished sources of data.

3.4   Unit of Analysis, Universe and Sampling

The households of Rarlihi VDC are the unit of analysis in this study. There are 720 households in Beldandi VDC (CBS, 2011) and which VDC is the universe of the study. This study has followed the random sampling method during study. Through this sampling, 60 households are selected for study purpose which HH are nearer the SWR as they cover the study.
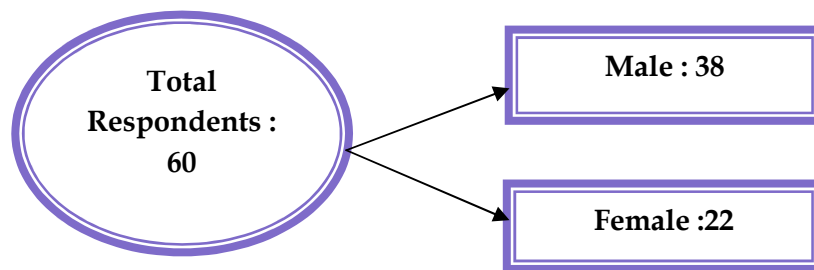
Fig: 2.2 Total No. of Respondents

To assess the objectives of the study, the Household study was imperative. It has made the study reliable and valid by which the HWC in the study area have become crystal clear. Household study was apt according to the nature of the study. Elder members of 60 households were inquired during the study.

3.5   Instrument

principally the structured questionnaire was applied to collect the data. There two different structured questionnaire for VDC staff and the common people of Raralihi VDC. Observation was carried out to find the condition and use of accountability tools : Citizen charter, grievance handling, information board, checklist of entitlement, participatory planning in Raralihi VDC.

3.6   Data Collection Techniques and Tools

Data collection tools are very sensible to choose and handle. Wrong or inappropriate tools lead a research to unreliable and unauthentic result, while a right technique leads toward the authentic one. This research study has focused on the reliable source of data. Following data collection tools have been applied.

3.7   Interview

The interview based on this dissertation is unstructured and most of the conversation with the respondents depends upon the circumstances. It was difficult to have formal structured interview as most of them remained busy all over the time. Thus, the information needed was pre-planned and memorized so that it could be gathered from the informal conversation. Both the qualitative data and quantitative data were obtained through interview.

Such data were related to the type of damage, problematic wild animal in respondent field, how they reply the wild animal in their field and fencing used by government in study area and social interaction of the respondents.

During our interview, most of the respondents were inquired in different interval as per the necessity for detail information. An interview schedule was prepared before preceding the interview. Interview schedule comprised both kinds of questions- closed and open ended to make the responses balanced.

3.8   Reliability and Validity of Data

Reliability and validity of the data is the prime factor of any research study. This research has focused on obtaining reliable and valid data. Because this study is relied on the first hand primary information data which it generates obviously is reliable.

Similarly secondary data collected from different source are regarded very fruitful. But adequate precaution has been paid on the nature of the data and its source. Only the authentic and valid data such as the annual report, journals and periodicals published from concerning authority viz. VDC and government has been manipulated.

For authentic and valid data proper care has been given on rapport building process with native people and concerning authority. In course of study any unforeseen errors has been terminated on time quickly. Data has been generated based on the conceptual framework as per the research design.

3.9 Data Processing, Analysis, Interpretation and Reporting

The collected data were analyzed qualitatively as well as quantitatively. Questionnaire responses were edited, coded and analyzed using Ms-Word, Ms-Excel 2010 to generate the transparency practices and to common people access the governance (goods & service delivery) in local bodies.

For coherent and ordered result of the study, data processing analysis and reporting in scientific ground is most. This research study has undoubtedly followed aforesaid means and methods to make the study more coherent and concrete. For this purpose, following methods has been adopted for analyzing and verification of data which is considered to be helpful for a readable report:

- For the better organization of the study, categorization, grouping and encoding the raw data has been administered adequately.
- In case of any errors that may appear in course of data editing and verification sufficient alternative methods has been applied.
- The findings obtained by data analysis have been interpreted and generalized associating the different variables regarding their qualitative and quantitative nature.
- After processing analysis and interpretation of data, an organized and concrete report has been prepared unambiguously in logical sequences.
- The completed questionnaires were checked and coded before entering data into the software program for the analysis.

3.10 Ethical Consideration

The respondents had right to accept or reject to be an interviewee for this study. Consent to participate was voluntary for all respondents. Thy were able to stop completing the questionnaire or undergoing an interview at anything without any obligation.

CHAPTER-IV

DATA PRESENTATION AND ANALYSIS

4.1 General Characteristics of the Respondents

The number of total respondents of the study was 60. The identity of respondents their sex and educational level has been presented in the following table.

Table 4.1: Characteristics of respondents by identity, sex and education

Identity of the respondents	Education Status												
	Under SLC		SLC		Interme diate		Bachelor		Master		Total		
	Sex of the Respondents												
	M	F	M	F	M	F	M	F	M	F	M	F	T
VDC Staff	1	0	0	0	3	0	2	0	0	0	6	0	6
VDC Peoples	15	19	13	2	2	1	1	0	1	0	32	22	54
Total	16	19	13	2	5	1	3	0	1	0	38	22	60

Source : Field survey, 2016

The Table 4.1 Show that out the total 60 respondents, 6 respondents were from VDC staffof them , all no of 6 were the present staff of the Rarlihi VDC. Who work inVDC at till period. In relation to sex, all VDC staff respondents ware male and not female. In relation to their educational status, 2 had completed Bachelor degree, followed by 3 Intermediate and 1 under SLC's.

The total no of common people of selected VDC was 54. Out of them, 22 respondents were female in relation to their educational level 19 were under SLC, followed by 2 SLC and 1 intermediate education. And 32 respondents were male in relation to their

education level 15 were under SLC, followed by 13 SLC and 2 Intermediate, 1 Bachelor and 1 Master's degree educated.

4.2 Local self-Governance Act and Local Bodies Performance

Local self-governance mainly depends on how much powers exercised by local authorities. Local governance also symbolizes the situation of making all policy decision at local level. If such situation prevail in government, then the government become more responsible and accountable. But, there may be various factor affecting in the real practice of local self-governance. So, some questions were asked to acquire the respondents view on subject associated to LSGA.

Table 4.2 views of VDC staff (V.S) on the subject of associated with LSGA

Identity of therespondents			
Indicators	**V.S.**	**F**	**P***
Other acts contradicts with LSAG			
Yes	6	6	100.00
No	0	0	0.00
Implementation aspect of LSGA			
effective	2	2	33.33
ineffective	4	4	66.67
Division of role and responsibility			
clear	1	1	16.66
unclear	5	5	83.34
Problems in performing duties as provisioned in act			
Yes	4	4	66.67
No	2	2	33.33
Situation to perform duties not provisioned in act			
Yes	4	4	66.67
No	2	2	33.33

Source : Field Survey, 2016

*In this chapter V.S., F., P., stand for VDC staff, frequency and percentage

As shown in the above table 2, in the response to question are they any act that contradict with LSGA, The above table 2 show that all 6(100%) respondents of VDC staff replied as there are still other lows contradicts with LSGA.

As to require respondents view on the implementation of LSGA in real sense, how do you of 6 respondents by only one third (33.33%) opined as effective whole the remaining 66.67% opened as ineffective. The number of respondents who opened as ineffective was 4 respondents.

Regarding the division of the role and responsibility at local level 83.34% said as unclear and 16.66 percent said as clear.

in response of the questions are they any difficult and problem in performing duties as prescribed in LSGA 1999 majority of them 66.67% said that they found the problems, while there are no problems for 33.33 percent.

The questions, do you have to perform any task as such not provisioned in LSGA was asked to identity the situation of their overload in responsibility. Majority 66.67 % out of 6 said that they have to do other tasks as well while 33.33 percent said as no.

4.3   Authority to Local Bodies in Services Delivery

Local Government involvement in service delivery is directly related with the authorities they have. To know whether the local bodies have complete authorities in service delivery or not a question was asked as, are there adequate authorities to local bodies in services delivery. The response of the question is tabulated below:

Table 4.3: Authority to Local Bodies in Services Delivery

Identity of the respondents: V.S (VDC Staff)		
Response	Frequency	percentage
Adequate	4	66.70
Inadequate	2	33.30
Total	6	100.00
Identity of the respondents: Common people		
Response	Frequency	percentage
Adequate	31	57.40
Inadequate	23	42.60
Total	54	100.00

Source : Field Survey, 2016

To the facilitation and support to local bodies services delivery from local governance accountability facility (LGAF) and then little improvement the process of services delivery system. To compare the respondents answer in relating to question from both VDC staff and common people said the authorities are inadequate. The percentage was 42 percent out of the total 54 respondents in VDC common people and 33.30 percent in VDC staff. For the 66.67 percent of respondents in VDC staff and 57.40 percent in VDC common people, it was adequate.

4.4   Managerial and Implementation Capacity Development of Local Bodies Support by Local Governance Accountability Facility (LGAF)

The capacity development of local bodies directly effect in the service delivery. showing the LGAF role in local local bodies strong capacity result the better services delivery. The capacity here include human and financial resources and managerial technical and policy aspects. there were some question related to the capacity of local bodies. The response of the questions are presented in the following table

Table 4.4 : Managerial and Implementation Capacity Development of Local Bodies Support by Local Governance Accountability Facility (LGAF)

Identity of the respondents: VDC staff and common people				
Indicator	**V.S.**	**C.P.**	**F**	**P***
capabilities of local bodies in services delivery				
⟩ capable	4	31	35	58.333
⟩ incapable	2	23	25	41.667
Increase follow up act formulate the planning process				
⟩ effectively				
⟩ not effectively	5	33	38	63.333
	1	21	22	36.667
Disclosing the reports of income and expenditure public in per 4th month				
⟩ Yes	4	19	23	38.333
⟩ No	2	35	37	61.667
Regularly monitoring and evaluation of the project / program				
⟩ System is there but not effective	3	37	40	66.667
⟩ Effective	3	11	14	23.333
⟩ No system	0	6	6	10.00
Situation of the VDC meeting				
⟩ Regularly	5	17	22	36.667
⟩ Irregularly	1	37	38	63.333
Regularly public hearing and public audit				
⟩ System is there but not effective	2	41	43	71.667
⟩ Effective	4	9	13	21.666
⟩ No system	0	4	4	6.666
Status of the used of Accountability tools in services delivery				
⟩ Effective	6	34	40	66.667
⟩ No effective	0	20	20	33.333
Regularly staff in VDC office				
⟩ Regularly	6	33	39	65.00
⟩ Irregularly	0	21	21	35.00
System of reward and punishment to staff				
⟩ yes, But not in practice	3	20	23	38.333
⟩ No	2	16	18	30.00
⟩ I don't know	1	18	19	31.667

Source : Field Survey, 2016

Table 4.4 explain the respondents views on the managerial and implementation capacity development of local bodies support by Local Governance Accountability Facility (LGAF) and other procedures and policy of VDC.

The first question was framed as are the local bodies capable in delivering all types of services and activities as a provisioned in act and policy, the majority of respondents 35(58.333 percent) said capable and only 25(41.667 percent) indentified the incapability of local bodies in services delivery.

The next question related to the people participation planning process formulated the effectively in VDC of 38 respondents 63.333 percent respondents said that staff and common people in Raralihi VDC at percentage are effectively while 36.667 percent said it as ineffective and need to be further capacity buildup.

The result regarding the availability of the report of income and expenditure and development work to public, 23(38.333%) out of 60 respondents said that staff and common people of Raralihi VDC disclosing such report of public and 37(61.667%) of them said not.

The relation to the questions whether there is system of monitoring and evaluation of the program, all of the respondents agreed on there is system. But 66.667 percent of respondents said that system is there but not effective while only 23.33 percent said system is there and it's effective. And 10 percent of respondents said that there is no system of monitoring and evaluation of the local level project.

To find out whether the VDC meeting in regular held or not, the question was framed as: What is the situation of VDC meeting. Regular and irregular were the question given to the interviews. The response to the question was that all 22 the respondents give the view as positive, i.e. regular.

The result regarding the availability of the report of Public hearing and public audit in effectiveness of local bodies services delivery and activities.All the respondents agreed on there is system. But 43(71.667%) of respondents said that system is there not effective

while only 13(21.666%) said system is there and it's effective. And 6.666% of respondents said that there is no system of public hearing and public audit of the local level.

The next questions was related to the staff regular in VDC office. Of 39 respondents 65.00 percent respondents said that staff in regular in VDC office and present are regular while 35.00 percent said it as irregular and need to be recruited. Concerning system of the reward and punishment to staff, half 30 percent said that there is not such system while 38.33 percent said there is system but not is practice followed by 31.667 percent don't know.

4.5 Documentation and Capacity Enhanced in the support of LGAF Program in Local Bodies

The tenure of elected representative of the LBs ended in 2002. Since then the election has not held but different government, at time to time have tried different option handing over the role and responsibilities to the bureaucrats, nominating political affiliates, administrative tools (WFC) and and development organization i.e. LGAF, LGCDP to the local level.

At the time of study, there was the intervention the LGAF in the local government. So the questions was asked, in the support from LGAF program, what is the standard of documentation and capacity enhanced the response to the questions is present in the following question.

Table 4.5: Standard of Documentation and Capacity Enhanced in the Support of LGAF

Standard	V.S.	C.P.	F	P*
More effective	3	25	28	46.667
No change	1	13	14	23.333
Less effective	2	16	17	28.333

Source: Field Survey, 2016

The table of 4.5 shows that 28.333 percent respondents found the standard of documentation and capacity enhanced is ineffective then before where 28.33 percent found no change and 46.667 percent respondents out of 60 fund more effective.

4.6   Availability of VDC Secretaries in VDC Office

At the time of the study, and continuing in May 2017, the interim local bodies that the Interim Constitution calls for have not been formed. In the meanwhile, and since the completion of the tenure of   the elected bodies in 2002, it has been the VDC secretaries who have been responsible for managing and running VDC affairs. The secretaries are Government civil servants. Only 54 respondents said that they were usually able to meet their VDC secretaries in their VDC office , when ideally all of them should have been able to do this. Just under a third met them most often in thedistrict   headquarters   whilst most of the rest met secretaries at the secretaries' residences whilst seeking VDC-related services.

The secretaries were relatively more available in their VDC offices. Although their residences are accessible they do not provide a good work environment. When asked about the availability of VDC secretaries only 17 respondents of key informants said that secretaries were regularly available when needed by VDC service seekers. What a status of the secretaries available in their VDC offices the response to question is presented in the following chart.

Table 4.6: Availability of VDC Secretaries in Office

Particular	V.S.	P.C.	F	P*
Regular available	3	14	17	28.333
Sometime available	2	29	31	51.667
Hardly ever available	1	11	12	20.00

Source : Field Survey, 2016

Figure 4.1 : Availability of VDC Secretaries in Office
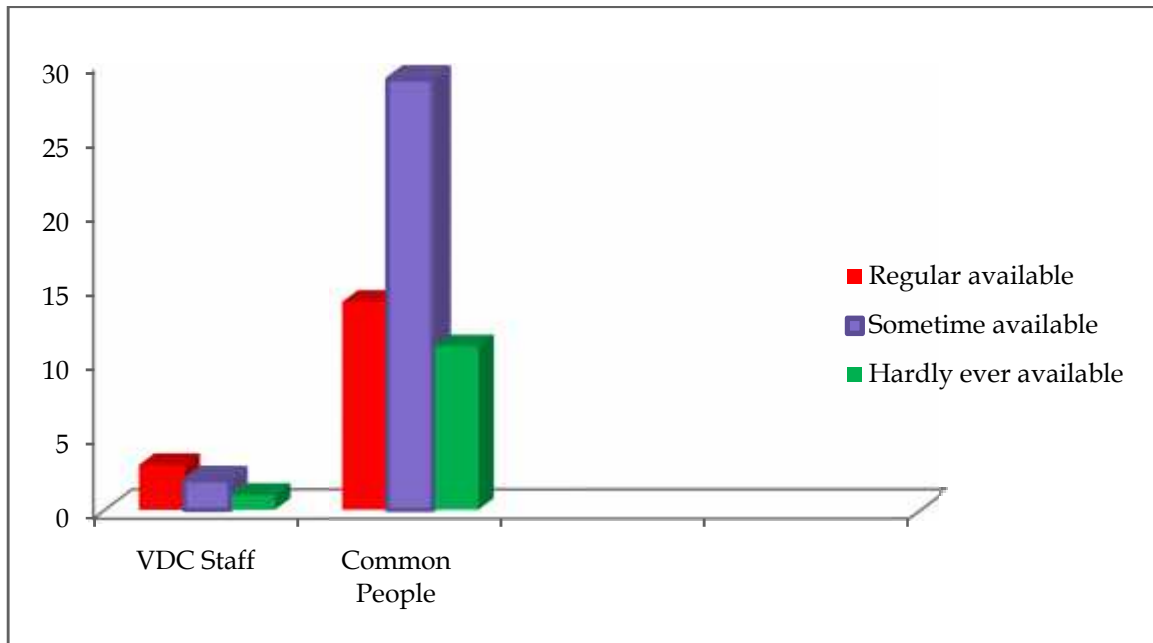
Factors Governing Availability

The study gathered data on the following factors that affect the availability of VDC secretaries and the quality of services they provide:

)   VDCs not having a comfort office building.

)   Many secretaries being assigned to more than one VDC.

)   The many governmental and non-governmental responsibilities have secretaries have.

)   The frequent transfer of secretaries.

VDCs as the closest manifestation of Government to local people in rural areas are also often the target of people's frustrations with the Government as shown by the example in chart 4.6 about disruption in one VDC.

4.7   Participation of People and Involvement of the Stakeholders Meeting and Activities

Participation of the local people result the appropriate structure of services. For example, in health and education sector, in planning process of VDC, the local youths, women and word citizen forum members can participate as community health workers and teacher as well. Similarly, Local government alone could do less in services delivery. While it offer and make the stakeholders Private sector, NGOs, UCs, etc involvement in delivery of service, the service delivery could be effective. This part of the result analysis the respondent views of participation of people in the VDC activities and other programs and the involvement of stakeholders i.e NGOs and private sector in service delivery. The rustle show.

Table 4.7: Participation of People and Involvement of the Stakeholders Meeting and Decision Making Activities

	Identity of the respondents: VDC staff and common people			
Indicator	**V.S.**	**C.P.**	**F**	**P***
Degree of participation of people in meeting and decision making activities				
High	4	13	17	24.637
Medium	1	30	31	51.667
Low	1	11	12	20.00
Involvement of NGOs/ private secretor in the service delivery				
Involvement and no problem in coordination	4	19	23	38.333
Involvement but problem in coordination	2	21	23	38.333
No involvement	0	14	15	25.00

Source: Field Survey, 2016

Table 7.4 shows that 51.667 percent of total respondents ranking the participation of people in meeting and decision making activities as medium degree followed by 20.00 percent low and 24,637 percent high.

In concerning to the involvement of NGOs and private sector in the serveice delivery, of 60 respondents majority 38.333 percent said the involvement and no problem in coordination and same response from VDC staff and common people. And 25 percent respondents remarked as no involvement of NGOs and private sectors services delivery.

4.8   LGAF Support the Capacity Development of Raralihi Village Development Committee (VDC)

Decentralization alone could not function and capacity development of local bodies well. The function rather dependent on the capacity of the local government. So that MoFALD some organ create for the mobilized the local bodies capacity development. Services delivery becomes effortlessness whine there is strong capacity in planning, Monitoring and revenue collection etc. To right of entry of the local governance accountability facility (LGAF) the capacity development of local bodies. And capacity of VDC in these aspects. 6 questions were asked to the respondents. The result is presented in the following table.

Table 4.8 : Respondents View on the LGAF Support the Capacity Development of the Raralihi VDC

Indicator	Identity of the respondents: VDC staff and common people			
	V.S.	C.P.	F	P
VDC capacity in planning process.				
Effective support	5	31	36	60.00
Ineffective support	1	23	24	40.00
VDC capacity in transparency and accountability tools i.e citizen charter, Public hearing, public audit, income and expenditure report to published per 4 month and etc.				
Yes				
NO	4	29	33	55.00
	2	25	27	45.00
Capacity in identifying new resources				
Yes	6	23	29	48.333
No	0	31	31	51.667
Reflect the needs of DAGs in programs				
In all programs	3	13	16	26.667
in few few programs	3	37	40	66.666
in none	0	4	4	6.666
Capacity in single and joint monitoring and supervision of program				
Yes	5	26	31	51.666
No	1	28	29	48.334
Capacity in Mange Grievances Handling				
Yes	4	23	27	45.00
NO	2	31	33	55.00

Source : Field Survey, 2016

When questioned, VDC capable in planning process and program itself. All the respondents 60.00 percent give the positive answers as a effective support. And 40 percent respondents who said as ineffective support where the respondents of the Raralihi VDC common people and both where VDC staff.

In relation to question on are the VDC capacity in transparency and accountability tools i.e citizen charter, Public hearing, public audit, income and expenditure report to published per 4 month and etc, as provisioned in act including in VDC programs, all the respondents from VDC replied as yes when asked on is the VDC able to use of transparency and accountability tools i.e citizen charter, Public hearing, public audit, income and expenditure report to published per 4 month and etc, the majority 55.00 percent out of 60 said that VDC is able while 45 percent respondents said as no.

When asked about the reflection of need of the DAGs in programs, overwhelming majority (66.666% out of 60) said that in the some programme followed by 26.666 percent in all programme. While 6.667 none respondents said as none.

Moving to the question on Capacity in single and joint monitoring and supervision of program, the majority 51.667 percent out of 60 said that as yes while 29 percent respondents said as no.

Finally when asked questioned, VDC capable in manage grievances handling itself. All the respondents 45.00 percent give the positive answers as manage grievance handling. And 55 percent respondents who said as not manage of the grievance handling of the Raralihi VDC common people and both where VDC staff.

4.9   Capacity of Standard Services Provided by Raralihi VDC

People's satisfaction is a significant factor to evaluate the performance of local bodies in services provide. More satisfaction demands more decentralization whole less satisfaction vice. Local government have capacity should give on the quality aspect, while providing public services. To acquire the people's view on the capacity of standard services form VDC, a questions asked as how is categorize the capacity of standard services provide

from your VDCs. To the questions there were 3 options to the respondents. The option and answer are tabulated below.

Table 4.9: Degree of Capacity of Standard Services Provide

	Identity of the respondents: VDC staff and common people			
Indicator	**V.S.**	**C.P.**	**F**	**P***
Capacity standard of service				
Good	4	29	33	55.00
fair	1	16	17	28.333
Low	1	9	10	16.667

Source: Field Survey, 2016

The association was established in the potion. Good fair and low were associated with high satisfaction, Medium and unsatisfactory. 55.00 percent respondents had the good or high satisfaction level followed by 28.333 percent medium and 16.66 percent low.

4.10. Situation of Social and Gender Inclusion in VDC Level Programs and Activities

To find out whether the common people have ever experiences the inclusion as VDC level all programs and activities yes or no, The question enquired what a situation of the social and gender inclusion in the VDC level programs. i.e Users group, supervision and monitoring committee, and other local level development sectors. To the response of the question, the respondents experience is tabulated in the tabulated below.

Table 4.10: Degree of Situation of Social and Gender Inclusion in VDC level Program

Indicator	Identity of the respondents: VDC staff and common people			
	V.S.	C.P.	F	P
Situation of the social and gender inclusion in VDC level activities.				
Good	5	36	41	68.333
Medium	1	18	19	31.667
Low	0	0	0	0.00

Source : Field Survey, 2016

## 4.11   Access the Participation of People in Programs Activities of VDC

Poor clients access the choice and participations in local level services delivery well help them to monitor the provider. Their voice, if could be heard, lead the program up to successful and sustainable. Information available to the poor increases their participation in local bodies activities. Here a question was farmed, what is degree of participation of people in VDC programs. The result is presented in table and doughnut chart.

Table 4.11 : Access the Degree of Participation of People of VDC

Identity of the respondents: VDC staff and VDC common people				
Indicator	V.S.	C.P.	F	P*
Participations level of people in programs activities of Raralihi VDC.				
High	4	15	19	32.00
Medium	2	29	31	52.00
Low	0	10	10	1600

Source : Field Survey, 2016

Figure 4.2: Participations of the People in VDC Level Development Programs Activities in Raralihi VDC
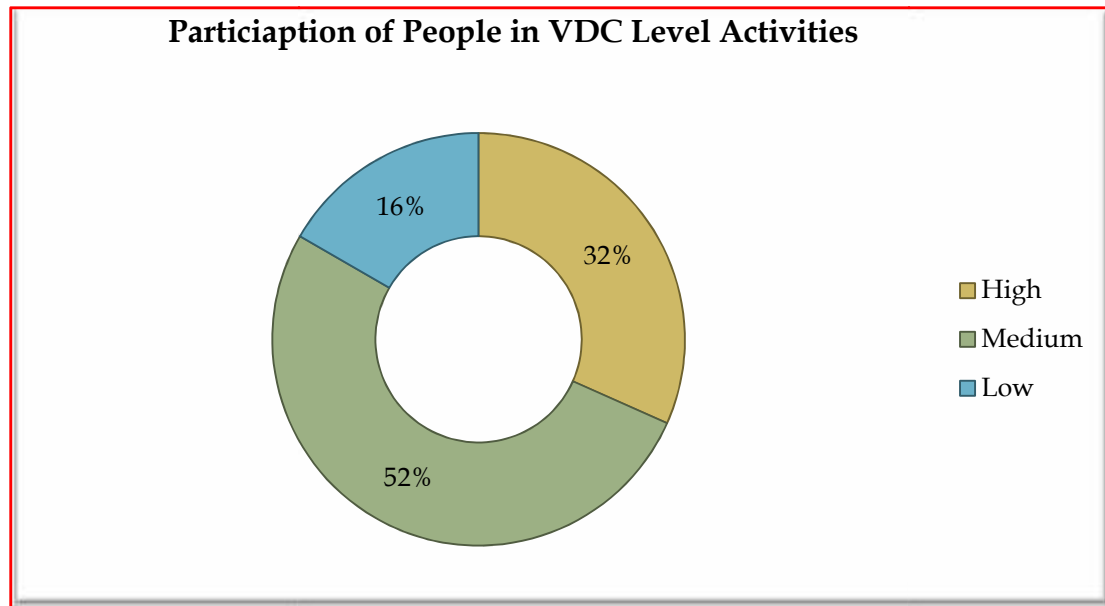
Concerning to the participation of the people in VDC level programs activities, 52 percent out of the 60 respondents categorized as medium, followed by 16 percent low, and 32 percent high.

4.12 Transparency

To know the level of transparency in the Rarlihi VDC. Level of transparency on resources and income, activities and expenditure, periodic plan and programs and resources utilization and implementation process were considered the main factors determining to the level of transparency in these VDC .

To know of effect of sub-element of the main element. The researcher further analyzed the level of transparency on sub-elements. The table and figure gives a demographic overview of sub-element effect over the level of transparency in VDC.

Table 4.12 : Level of Transparency Analyzed the Sub-elements and Score by Study Area

	Identity of the respondents: VDC staff and common people			
Indicator	**V.S.**	**C.P.**	**F**	**P***
Level of transparency analyze the sub-elements in VDCs.				
Resources & income	5	20	25	41.667
Activities & expenditure	6	33	39	65.00
Resources distribution & programs implementation	6	23	29	48.333

Source: Field Survey, 2016

While analyzing the sub-elements of transparency in the VDC, the researcher found that the Raralihi VDC was in in evolving stage of transparency on resources & distribution (41.667) percent, Activity & expenditure (65.00) percent and resources distribution & programs implementation (48.333) percent. In overall average, VDC were found to be in growing stage of transparency (54.667) percent.

Figure 4.3: Status of Transparency in the Rarlihi VDC
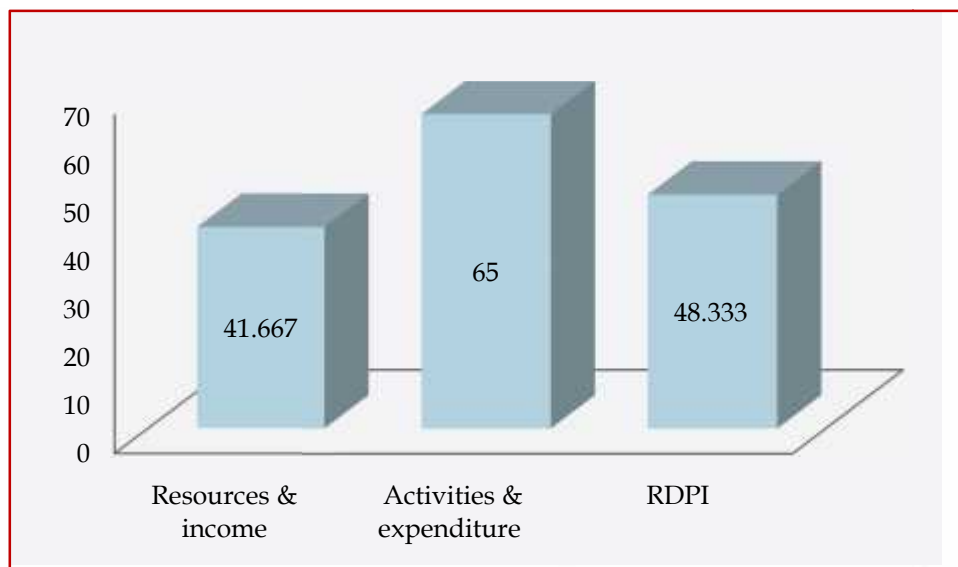
In the figure 4.3 we see the transparency level of sub-element inRaralihi VDC has got resources & income (41.667) percent, Activities & expenditure (65.00) percent and resources distribution & programs implementation (48.333) percent. In overall average, VDC were found to be in growing stage of transparency (54.667) percent.

4.13   Accountability

To know the level accountability in the Raralihi VDC, level of VDCs accountability of VDC secretarial, Board members & WFC, Policy provision and Equitable access & control over the VDC resources were considered to be the main factors determining to the level of accountability in these VDC . To know of effect of sub-element of the main element. The researcher further analyzed the level of accountability on sub-elements. The table and figure gives a demographic overview of sub-element effect over the level of accountability in VDC.

**Table 4.13 : Level of Accountability Analyzed the Sub-elements and Score by Study Area**

	Identity of the respondents: VDC staff and common people			
Indicator	**V.S.**	**C.P.**	**F**	**P***
Level of accountability analyze the sub-elements in VDCs .				
VDC secretarial	4	29	33	55.00
Board members & WFC	4	23	27	45.00
Policy provision	6	24	30	50.00
Equitable access & control	5	27	32	53.333

Source: Field Survey, 2016

While analyzing the sub-elements of accountability in the VDC, the researcher found that the Raralihi VDC was in in evolving stage of accountability on VDC secretarial (55.00)

percent, Board of members & WFC (45.00) percent, policy provision (50.00) percent and equitable access & control (53.333) percent. In overall average, VDC were found to be in growing stage of Accountability (50.875) percent.

Figure 4.4: Status of Accountability in the Rarlihi VDC
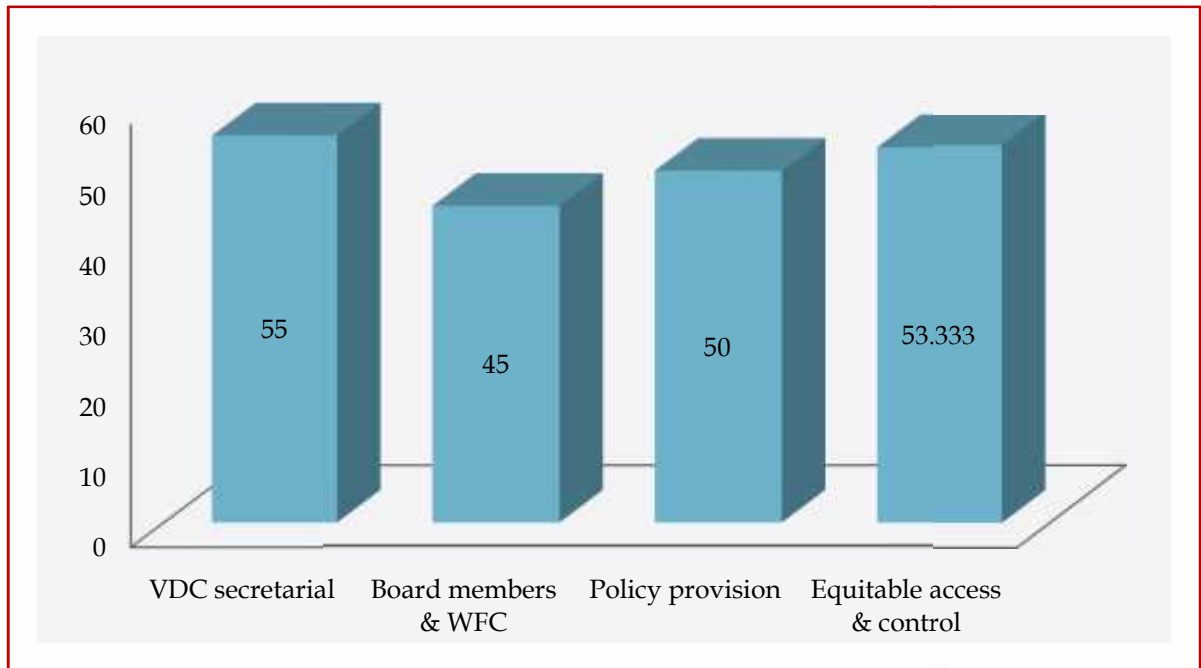
In the figure 4.5 we see the accountability level of sub-element in Raralihi VDC has got of accountability on VDC secretarial (55.00) percent, Board of members & WFC (45.00) percent, policy provision (50.00) percent and equitable access & control (53.333) percent. In overall average, VDC were found to be in growing stage of Accountability (50.875) percent.

4.14   Participation

To know the level participation in the Raralihi VDC, level of VDCs participation of Planning process, decision making process, leadership process, resource utilization and ownership process and Effect of services delivery public hearing process were considered to be the main factors determining to the level of participation in these VDC .

To know of effect of sub-element of the main element. The researcher further analyzed the level of participation on sub-elements. The table and figure gives a demographic overview of sub-element effect over the level of participation in VDC.

Table 4.14 : Level of Participation Analyzed the Sub-elements and Score by Study Area

Indicators	Identity of the respondents: VDC staff and common people			
	V.S.	C.P.	F	P*
Level of participation analyze the sub-elements in VDCs .				
Planning process	6	40	46	76.667
Decision making process	4	25	29	48.333
Leadership process	3	24	27	45.00
Resource utilization and ownership process	3	27	31	51.667
Effectiveness services delivery public hearing process	6	35	41	68.333

Source: Field Survey, 2016

While analyzing the sub-elements of participation in the VDC, i found that the Raralihi VDC was in in emerging stage of participation on planning process (76.667) percent, decision making process (48.333) percent, leadership process (45.00) percent, resource utilization and ownership process (51.667) percent and effectiveness services delivery public hearing process (68.333) In overall average, VDC were found to be in growing stage of participation (58.00) percent.

Figure 4.5: Status of Pariciapation in the Rarlihi VDC
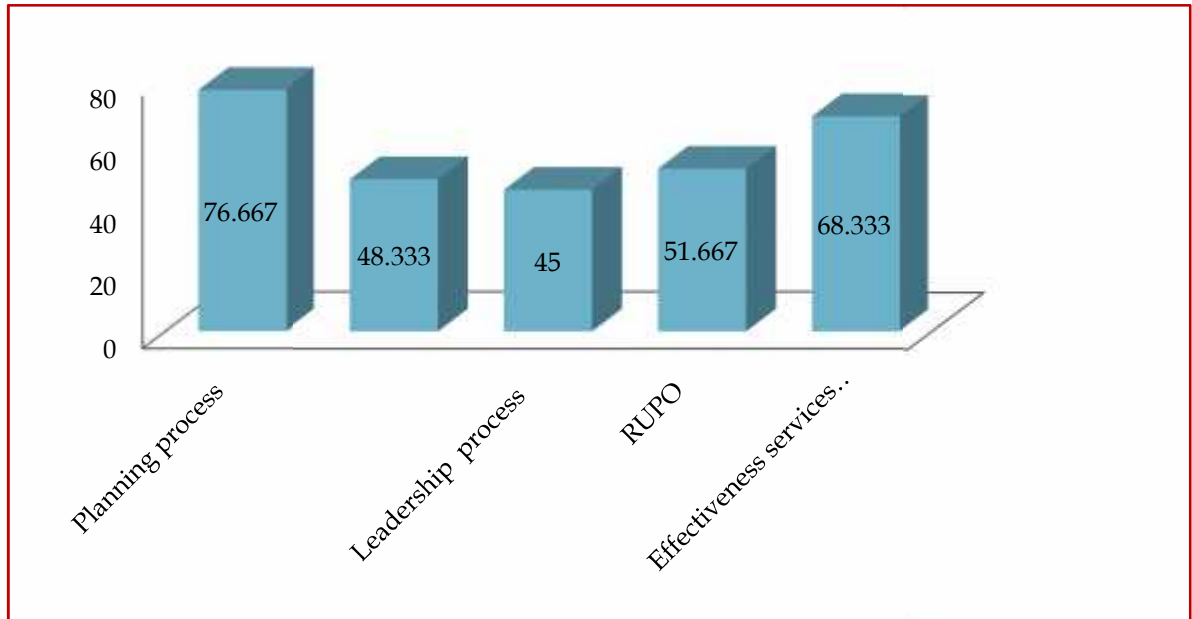
In the figure 4.5 we see the participation level of sub-element in Raralihi VDC has got of participation on planning process (76.667) percent, decision making process (48.333) percent, leadership process (45.00) percent, resource utilization and ownership process (51.667) percent and effectiveness services delivery public hearing process (68.333) In overall average, VDC were found to be in growing stage of participation (58.00) percent.

CHAPTER V

FINDINGS AND DISCUSSIONS

5.1   Major Findings

To assess the current status of accountability of the local bodies, the LGAF programme concentrated primarily on reviewing compliance to the various acts, regulations and guidelines issued by MoFALD from time to time and collecting the perceptions of the citizens with regard to quality of services provided by the local bodies. Based on the findings of the reviews, issues were identified for discussions and necessary rectifications through empowerment and encouragement to the citizens to raise the issues with the service providers and demand corrective actions. LGAF intervention area wise major findings are presented as follows

5.2   Provisions and Implementation of Local-Self Governance Act, 1999

Decentralized governance ensure the better services delivery to the poor. And LGAF support to the local government for the LSGA implementation and local bodies capacity development. LSGA has transferred much more authorities and responsibilities to the local bodies and has provide an opportunity to exercise these role and responsibilities. Yes, there are other act and rule which contradict with the spirits of LSGA. All of the key respondents of the research have also opined the same view. Moreover, the authorities, as a majority of key informant have capacity that local bodies complete and implementation of local level programs and activities. In that same setting, it is almost hard to provide the services at local level in this own efforts. One such example can be found in the collection of taxes and fee. LSGA and LGAF has empowered to impose taxes, fees and also raise their own income from various resources, but as a VDC secretary said , informal decision with researcher, that control over the highly attractive revenue resources are still under the control of central government, i.e. such revenue has been collection by sectoral line agencies in the districts. As, DFDP (2003) has noted that once

the revenue increase, they have more capacity development, they have more decision making authority and can improve upon their service provide and delivery.

5.3   Capacity of Local Bodies.

The local bodies are every keen to delivery the services at local level. 55.00 percent of key informant have said that local bodies are capable in providing the all services as provisioned in act. During the observation, researcher noticed the well management of Accountability tools in VDC office, school and sub health post in the VDC. They are provide the extra services too at local level, such as distribution of social security amount and scholarship to disadvantage group etc. positive result have been found regarding VDC meeting, system to hear complains of people, transparency in work etc. Yet the approve programs have been cancelled in VDCs due to low capacity in implementation and supervision and monitoring. So, that capacity development strategies and programmed have a real need to build the capacity in local level staff. Similarly, the participation of people is not high level, majority of key respondents have said it as low and medium. In an informal discussion with common people and stakeholder, and there are no effective system to hear complains of people and stakeholders. If there is no action are taken on such complains. Similarly, there is strong need coordination with line agencies and private sectors (NGOs/ Gos) in services delivery. As on of VDC staff respondents said to the researcher informal discussion that æ NGOs are not interested to coordinate with VDC rather they want to deliver services in their own way and I/NGOs are enthused toward their self interest rather than the need of VDC. Æ

5.4   Local Body Grant Expenditure Review and Community Engagement Survey

The program specifically looked into the compliance of the local bodies pertaining to disbursement of grants for target groups as specified in the Local Body Resource Mobilization and Management Procedures, 2069 B.S., and other provisions as mandated by LSGA/LSGR (2055/56) and LBFAR, 2064, organization of council meetings, dissemination of council decisions and audit reports and addressing of WCF priority in local level planning. According to the provision of Local Body Resource Mobilization

and Management Procedure, 2069 B.S., local bodies have to allocate and spend their annual budget for the direct benefit of Children (10%), Women (10%), DAG (15%) and agriculture (15%) sector. The study of local bodies reveals that 100% local bodies have allocated as per provision of 15% or above for the promotion of agriculture sectors. Besides, the test assists in multiple comparisons to find the budget sectors in which the differences are statistically significant at 95% confidence level. Lack of proper orientation on Local Bodies Resource Mobilization and Management Procedure, 2069 B.S.; frequent transfer of VDC secretaries, lack of process monitoring from DDCs, less priority for target programs, less effective roles of WCF and CAC are the major factors identified in the field for unequal allocation and expenditure in different regions.

5.5   Public Hearing and Compliance Monitoring

The objective of this intervention was to promote transparency and accountability of the local bodies by providing forum for dialogues between the service receivers and the service providers in relation to quality of services provided. Having completed the initial processes, the CSOs conducted exit polls at the service delivery sites and citizen satisfaction survey among the service users at the community level. Appropriate questionnaires and check-lists were developed for the purpose. During each exit poll, a minimum of 50 respondents, mostly women and people belonging to the disadvantaged groups were approached for collecting their perceptions (immediate response from the door of the service providers) about the quality of services provided by the local bodies. The filled-in questionnaires and check-lists were analyzed to identify broad issues for public hearing. The results of the analysis were then discussed with the service providers and issues for discussions in the public hearing were finalized. Citizen Opinion Survey was also carried out using standard checklist by the service recipients in the past. The proportion of the respondents in terms of inclusion of women, children and DAG etc. were fixed prior to conducting the survey. The public hearing programs were conducted invariably with the participation of responsible officials of the local bodies and representatives of the political parties. The outcomes of the public hearings were then documented and validated by obtaining signatures of all the relevant stakeholders present in the programs. The outcomes were again disseminated among the community through

print and electronic media. Due to insufficient time for compliance monitoring of commitments made during the public hearing, the LGAF formed committees at the local level to do the necessary follow-up on the compliance of commitments made by the service providers.

5.6 Community Based Monitoring of Local Government's Goods and Services

The objective Community Based Monitoring of Local Government's Goods and Services increase the knowledge and skills of the community, especially the target groups, to monitor local infrastructure development works in an organized manner with the ultimate aim of making the service providers more responsible and transparent in their development interventions. The programs under. Community based monitoring of local government's goods and servises entailed more technical interventions as compared to the two areas described above. Having studied the relevant acts, regulations and guidelines including the guidelines on scheme implementation by the User Committees (UC), the CSOs met with the stakeholders to orient them on the objective of the project and the methodologies to be followed. Project related documents containing information, such as project design, cost estimates, project books and agreements signed with the UCs and the contractors were collected, as appropriate. In the case of contractor implemented projects, "Bills of Quantity" (BoQs) were also obtained. Having studied the documents, the CSOs arranged field visits to the project sites for on-site observation together with the members of the beneficiary community members. They also conducted consultations with the target groups using tools such as small group discussions, focus group discussions and citizen grievances forum, etc. The outcomes of these exercises were used to identify the core issues related to infrastructure development projects. The identified issues were then discussed with the respective VDC, UCs and contractors through meetings. During the meetings issues were identified for public discussions. With a view to inform larger number of the people, the public discussion program was aired live through electronic media. The final outcomes were disseminated among the general public through distribution of pamphlets and broadcast through radios.

5.7   Capacity Development of Raralihi VDCs

Since LGAF is a fairly new concept, it was considered necessary to thoroughly orient the local bodies on the project objectives and approaches to enhance their capacity to play effective roles in the execution of their agreed responsibilities. Accordingly, LGAF carried out a number of activities, aimed at capacity development of the VDCs, both prior to and during the implementation VDC level program. Major activities carried out by LGAF for capacity development of VDCs were : Training on accountability tools, peer review workshops on act and policy and coming issues from LGAF monitoring and monitoring & mentoring.

The first batch of training for 9 VDCs selected in the first round was conducted in own office hall and DDC jumla in July 1st, 2015 to June last 2016. Participants from DDC, VDC, WFC, CAC, Political parties, UGs and supervision and monitoring committee par attended the programme VDC and DDC office Jumla. The trainees were provided downward accountability and other relevant topic and document such as

∫   Local Self Governance Act (LSGA,) 2055.
∫   Local Self Governance Regulation (LSGR) 2056.
∫   Local Body (Fiscal Administration) Regulation (LBFAR) 2064.
∫   Local Body Resource Mobilization and Management Procedure, 2069 B.S.
∫   Local bodies Public Audit, Public Hearing and social Audit procedure 2067 B.S.

CHAPTER VI

CONCLUSION AND RECOMMENDATIONS

6.1   Conclusion

The LGAF programme was implemented in all the 26 VDCs in Jumla district of the district and involved one CSOs who worked as implementation partners. However, in spite of very limited time for programme implementation, LGAF was able capacity building of Local bodies to generate some positive results as demonstrated by number of immediate and visible changes as well as demonstration of and commitment to responsive, responsible and transparent governance by various stakeholders, notably the local bodies and representatives of the political parties.

The LGAF played crucial roles in instilling in the minds of the community the need for their pro-active as well as reactive actions to for the accountable governance. This was made evident by various actions taken by the community people particularly during public hearings and public discussions where they raised issues of public interests and sought clarifications from the service providers.

The LGAF has empowered and encouraged the citizens to voice their perceptions and demands with the local bodies and there by helped in bridging the gaps between the local bodies and the citizens by creating forums for dialogues between them.

The LGAF interventions have laid the foundation for making governance accountable at the local level. However, there is every possibility that the changes it has brought will slowly fade away without the continuity of the program. Therefore, it is important that LGAF activities are continued with more energy and with sincere intentions and expanded geographically to sustain the achievements. In order to make LGAF programme more effective role capacity development of VDCs. Using this the local can be very effective ineffective in services provide.

Based on the study some conclusion are made here

Effective role of LGAF to local government in service delivery system is standard depends on the capacity of local bodies. VDC level officials and leader have some short of capacity building in planning, financing and implementation. Still, local bodies have not been able to identify their capacity gaps.

Local bodies are trying to mobilization the local resources in full extent. Up till now, remarkable progress have not achieved. little effort have been done to continues standard planning process, financing, implementation and services provide. VDCs have not full authorities in levying and collection tax. They have low revenue collections.

Coordination effort between local governments private sectors NGOs have not been standard in practice. NGOs are adopting their own way of service delivery. The coordination between central local government and line agencies is also not well organized. Further, VDC have not been able to monitor the activities of line government agencies and private sectors.

Local bodies in the absences of electrical political representatives are less efficient transparent and accountable to the people.

The increased frequency and greatness of the ongoing conflict have break in the working local level planning, financing and implementation of the process of the programs. Planning is lacking the quality of participatory in the absence of the process of discussion and workshop at ilaka and ward level to the people.

Delays in sending guidelines and budget ceiling have affected the quality of VDC level planning process. Delay budget disbarment has directly affected the successful implementation of the programs.

6.2   Recommendations

The study was conducted for the academic propose only. Based on the findings, discussions and conclusions, some recommends have been made to bring the effectiveness of the VDC capacity development in services and good delivery.

6.3 Recommendations for Implication

Government should be clear first on that with has expected from local bodies. The identity and autonomy of local government institutions need need to be subject matter of nation commitment. they should be taken as local government. differing act and rules with LSGA should be amended.

Local election should be held as soon as possible. If not possible better capacity and full right alternative option WCF as per LSGA, 1999in that people shall feel easier to access on services and goods delivery from local bodies.

Local bodies should be various method in revenue collection such as, the providing incentive to repapers : strict monitoring of revenue collection instilling of discipline and transparency: strict control and expenditure and effective management of funds: and implementing strategic staff change inn collection points.

Coordination efforts between inter agencies should be standard early in service delivery. And effective coordination with government line agencies and private sectors for the VDC capacity development training and education.

Transparency of information is a great power. All actors and good governance be it the local government or the private sectors while conducting the business should ensure that information is freely available and directly accessible to those who will affected by such information. appropriate should be made by law to ensure that free and enough information is provide to understand and monitor it. Such provisions not only help to control corruption but at the same time improve the overall situation of the good governance in local bodies.

LGAF should not be taken as a short term program but should function as an independent and permanent institution with financial and management autonomy. It is also requisite to maintain the spirit of third party monitoring system so that downward accountability can be ensured.

The accountability and transparency issues are directly related with the committed leadership at the local level. Therefore, the effective role of LGAF, it is urgent to hold a local election.

The Exit poll and Citizen Opinion Survey, the accountability tools, should be incorporated as a part of minimum conditions and performance measures (MCPM). These tools give the information of the citizen satisfaction level which is very important to promote local governance system and improve in service delivery. The local bodies should mobilize the third parties to administer the tools.

The study may not be sufficient in measuring the capacity of local bodies in services and goods delivery. Therefore, it is recommended to conduct the study to measure the LGAF role capacity development of local bodies in accordance to services sectors.

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http://www1.worldbank.org/publicsector/decentralization/admin.htm
 www.mofald.gov.np

ANNEX I

Questionnaire of VDC Staff

Name of Respondents: Age:
Name of VDC: Sex:
Post :   Education:

CAPACITY OF VDC			
1) Dose the VDC have citizen Charter	Yes		
	No		
2) Is there any mechanism to hear the complains of people? If yes, dose VDC take any actions on complains?	Yes	Able to take actions	
		Unable to take actions	
	No		
3) Dose VDC disclose the income and expenditure and progress report to public?	Yes		
	No		
4) Dose VDC disclose the workers of VDC to public?	Yes		
	No		
5) Is there is system of monitoring and evaluation in implementations? If yes how is it going on?	Yes	Regular	
		Interval	
	No		
6) Dose the VDC meeting held regular? If not, what are the reason behind not helding regular	Yes		
	No	Reason	1. 2. 3.
7) Is there any cancellation of program during the implementation phase? If yes, reason behind their cancellation (Major three)	Yes		
	No	Reason	1. 2. 3
9) Dose VDC Have a provision of reward and punishment to the staff accordingly their	Yes		

performance?	No	
10) Dose LGAF support to capacity building of VDC in planning process. If yes, only support to capacity building .	Yes	Effective
		Ineffective
	No	
11) Dose LGAF conduct training on Transparency and accountability tools i.e. Citizen charter, Public audit, public hearing, income and expenditure report to published per 4 month etc?	Yes	
	No	
12) Dose LGAF support to VDC disclose the income & expenditure and progress report to public?	Yes	
	No	
13) Dose LGAF support and training to VDC joint supervision and monitoring of program?	Yes	
	No	
14) Dose LGAF capacity building to VDC about how to mange grievance handle?	Yes	
	No	
PARTICIPATION		
15) Do you have categorize the people participation in the program in general ?	High participation	
	Medium participation	
	Low participation	
16) Dose the VDC make involvement of stakeholder (Private sectors, NGOs and other) in services delivery work? If not, What are the problems behind that .	Yes	
	No	1. 2. 3.
17) If the stakeholder are involved in service delivery, is there problem in coordination?	Problem persists	
	Not situation	
18) Dose the face any problem in VDC level planning process and other Activities ? If yes, please list down (Three only)	1. 2. 3.	
19) Do you feel the need of LGAF for improvement between VDC secretarial and common people? If yes, in which aspect? (Major three)	Yes	Aspect 1. 2. 3.
	No	

RESOURCES AND ITS MOBILIZATION		
20) What is the situation of staff no of VDC? If you can , list down the name of staff.	1. 2. 3. 4. 5. 6. 7. 8	
21) What is the situation of the VDC secretarial availability in VDC office?	Regular available	
	Sometime available	
	Hardly ever available	
22) Is the budget release in time from DDC?	Yes	
	No	
LAW/ACTS/REGULATION (PROVISION AND IMPLEMENTATION)		
23) Are there other acts / lows that contribute with the sprits of LSGA?	Yes	
	No	
24) Are the LGAF support local bodies to provide all the services as provision in Act?	Yes	No
	Effective	Ineffective
25) Are there clear division of the role and responsibilities in LSGA from center to local level?	Yes	
	No	
26) Are the local bodies capable in delivering all services as provisioned in act? If not, please list down those services. (Only three)	Capable	Incapable
		1. 2. 3.
27) Are there any difficult while performing duties and responsibilities provision in act after intervention LGAF?	Yes	
	No	
28) Have you ever to do other duties and responsibilities not provision in act? If Yes , please list down. (meanly three)	Yes	1. 2. 3.
	No	

ANNEX II

Questionnaire of VDC Staff /Common People / WFC / Politician

Name of Respondents: Age:
Name of VDC: Sex:
VDC Staff/Common people/WFC /Politician   Education:

1) What is role of LGAF capacity building the local bodies?
a) Effective
b) Ineffective
2) If yes, in which level in support to capacity building?
a) Planning Process
b) Implementation process
c) Supervision and monitoring procee
d) If any other please note…
3) How do you categorize the standard of VDC?
a) Good
b) Fair
c) Low
4) Do you find the reflection of your need and choices in program?
a) In most program
b) In some program
c) None
5) Have you ever participated in the any program of VDC?

a) Yes	
b) No	
6) If yes in which level and which organization support you?	
a) Decision Making	a) LGAF
b) Implementation	b) LGCDP
c) Labour contribution	c) GF
a) If any others please note ….	d) If any other please note…
7) If not participated, what is the reason behind not participate?	
a) Because of nothing getting information	
b) Program are beyond of need and interest	
c) Because of nothing getting free time	
d) If other please note ………….	
8) Did you notice any weakness in your staff ?	
a) Yes	
b) No	
9) If yes please tick on several please?	
a) Low trust	
b) No responsibility and accountability on program	
c) Interest om polarization in community	
a) If other please specify …….	
10) Is the VDC capable in planning process?	
a) Capable	

b) Incapable
c) Don't Know
11) Dose the VDC program refelect the priorities as provisioned in LSGA?
a) Yes
b) No
12) Do the VDC have complete authorities in services delivery?
a) Adequate
b) Inadequate
13) Do the VDC reflects address the need of DAG in the program?
a) In all program
b) In some Program
C) Non
14) Dose the VDC deliver extra service than provision in act?
a) Yes
b) No
15) Are there any cancellation of program in VDC?
a) Sometime
b) Never
16) How do you categorize the degree of people participation in VDC level activities?
a) High
b) Medium

MAP OF THE STUDY AREA