

A project implemented by
DT GLOBAL IDEV EUROPE S.L.



Capacity Needs Assessment of the Municipalities and provincial agricultural institutions

Technical Cooperation Facility (TCF) to the Agriculture Development Strategy (ADS)

May 2022

This Project is funded by
The European Union



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In consortium with



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List of Acronyms

ABPSTC	Agribusiness Promotion Service & Training Centre
ADS	Agriculture Development Strategy
AKC	Agriculture Knowledge Centre
CNA	Capacity Needs Assessment
DCC	District Coordination Committee
EU TCF to ADS	EU Technical Cooperation Facility to Agriculture Development Strategy
GAP	Good Agricultural Practice
LGOA	Local Government Operation Act
LDTA	Local Development Training Academy
MoFAGA	Ministry of Federal Affairs and General Administration
MoALD	Ministry of Agriculture and Livestock Development
MoF	Ministry of Finance
MoLMAC	Ministry of Land Management, Agriculture and Cooperatives
NPC	National Planning Commission
PLGSP	Province and Local Governance Support Project
PPPC	Provincial Policy and Planning Commission
UNDP	United Nations Development Program
VDC	Village Development Committees
VHLSEC	Veterinary Hospital and Livestock Services Expert Centre

Executive Summary

Introduction

Implementing the shift to federalism in Nepal is a mammoth task – one that only a few low-income countries around the world have attempted. It is especially challenging in Nepal where the administrative capacities of provincial and local governments to deliver and manage services are still in its formative stages and where the federal government has little experience with managing an intergovernmental system.

This study was carried out under the auspices of the TCF to ADS project to assess challenges and opportunities in implementing the 2015 Agricultural Development Strategy. The core work of this study (Capacity Needs Assessment, or CNA) has two parts. The first is to examine and identify the gap between the needs and the capacity of provincial and local governments to manage their service responsibilities to develop the agriculture sector under the federal system. The second is to examine and assess the capacity of the federal and provincial government to regulate and manage the way the federalism transition has been rolled out along the three tiers of government and their capacity to manage the system, thereafter. Both components use a broad definition of capacity, including organizational (physical and human) and institutional (laws and regulations) elements. The needs and capacities of the provinces and municipalities include the planning and policy making processes, service delivery and implementation, coordination mechanisms and collaboration, management of human resources, budgeting, logistics and facilities (equipment, office and meeting space, physical facilities,) and the planning, monitoring and evaluation systems. Checklists of questions were prepared around these topics and enumerators were used to conduct sample surveys of selected local municipalities (20 municipalities per province) reflecting the agro-ecological and socio-economic diversity of the seven provinces of the country. Interviews were conducted at local government level with municipality officials - Mayors/Chairmen, Vice Chairmen/Deputy Mayors, Chief Administrative officers, technical staff, and planning unit and accounts section staff. This analysis also addresses the administrative and budgetary issues facing individual provincial or local governments that impact on the agri-food sector. The results of this work and the purpose of this analysis should help accelerate the transition to the new federal system and help in identifying next steps in implementation. The analysis in this report covers the period to December 31st, 2021 and so important initiatives enacted and completed after that time are not included.

Implementation Issues

Much has been accomplished since 2015. Elected sub-national governments are functioning, gender diverse and inclusive local assemblies are doing business along the lines suggested by the Constitution of Nepal, 2015 (2072), and budgets have been approved and audited. At the federal level, several framework laws have been passed and the initial phase of staff adjustment at the provincial and local levels has been completed. But there is much still to be done. Implementation at the relatively nascent local level has also posed a challenge. There was a general push to move ahead with local self-governance even though elected provincial and local government officials, and many voters, were not yet familiar with their new powers and responsibilities. The transition to federalism has also been constrained as it went forward without the benefit of a comprehensive implementation plan or a timetable for sequencing the introduction of new policies.

The Legal Framework

For Nepali federalism to be implemented successfully, a significant amount of framework legislation is required. This includes laws to assign expenditure, revenue, and public management responsibilities among the three spheres of government and to enable the issuance of necessary laws relating to better intra-provincial and inter-tier coordination and civil service employment. Much has been accomplished, but the time it has taken to pass or amend some national framework and operations legislation has contributed to a lack of clarity in the division of responsibilities and powers of the different levels of government, uncertainties about operating procedures, and an inability of local and provincial governments to deliver on all of their new responsibilities. The Civil Servant Adjustment Act, passed in 2019 and the federal civil service law are aimed at empowering provincial public service commissions to recruit and hire employees has gone some way towards redressing the situation. Other key acts impacting at provincial and local level include the Local Government Operation Act (LGOA), 2074, the provincial Public Service Commission Act, 2075, the Employees Adjustment Act, 2075, and the FPLL Coordination and Inter-relation Act 2077. LOGA specifies local government functions and powers and provides a basic structure for the working of municipal assemblies. In many municipalities, however, preparation of Acts have been stalled owing to the lack of adequate capacity of the political representatives to deal with the legal matters and a lack of human resource possessing a legal background. The passage of provincial and local laws

is a challenge because the skills and capacity of professional and technical staff at the sub-national government level are limited.

Devolution of Responsibilities

The Constitution assigns important functional responsibilities to provincial and local governments and significant autonomy in deciding how services will be delivered. To date, the new system is characterized by a combination of devolution of some powers to sub-national government and retention of others by the federal government. A centrepiece of the Nepal strategy for implementing devolution would appear to be a shift of employees from the federal government service to those provincial and local governments where service responsibility is now assigned. The civil service adjustment program has not resulted in completely filling the capacity-needs gap of sub-federal governments in this initial level of employment devolution. Neither has it provided enough initial management capacity, with the right skills, to meet the needs of provincial and local governments for inclusive and sustainable agricultural development.

Institutional and Organizational Arrangements

The Constitution calls for the empowerment of three institutions that are particularly important to moving the implementation of federalism forward: i) the Provincial Public service commissions, to recruit civil service staff; ii) the Inter-Provincial Council (IPC) to settle disputes of a political nature between the federation and province and among provinces; and iii) the National Natural Resources and Fiscal Commission charged with recommending/determining the distribution of revenues to provincial and local governments.

The different tiers of government have authority over different aspects of agriculture, and this requires high levels of horizontal and vertical coordination. Some of the powers designated amongst the three tiers, overlap and continue to do so. A particular concern is the lack of coordination and linkages among agricultural programmes at sub-national units of government, resulting in duplication, overlap and mismatch of activities locally. The situation is, at least partly, a result also of constitutional provisions. While the Constitution broadly defines the agricultural functions of the three tiers, the formulation makes it difficult to clearly identify or demarcate their boundaries. For example, while “agricultural extension” is deemed the sole function of Municipalities, “agricultural development”, which also covers agricultural extension, is stated as a function of both provincial and federal governments. The situation is exacerbated by lack of clear mechanisms or channels for sharing of information on agricultural programmes and activities of the three tiers, on a regular and timely basis. Greater clarity is needed of the role of each of the tiers. There is, further, broad recognition of the need to foster effective linkages among and between the different tiers of government.

At municipality level better coordination mechanisms are needed between the municipality and the staff and activities of the ward level- the lowest unit within the federal structure in addressing demands and needs of the rural communities.

Lastly, as a result of federalisation the differentiation between research and extension and the crop and livestock sectors continues. No efforts are being made to realign the research and extension system at provincial and municipality level and this deficiency still looms high. The AKC and VHLSEC service centre models, developed at district level, work independently of each other, with little coordination and collaboration.

Capacity Building and Training

Provincial level

The expected staff level, including service delivery employees, in the seven provincial governments is about 21,000, and in the 753 local governments, around 66,000. There are about 37,000 newly elected local government officers, and 550 elected provincial government officials. Retooling employees and management in Nepal and educating lawmakers about their new duties is a tremendous job, and expensive.

To date, no plan has been developed to address the public sector training needs of the country. That is to say, there is not yet a plan that lays out the kind of training and capacity building that is necessary for government officials in the federal system. Nor is there an estimate of how much it might cost to put such a capacity development system or an institutional arrangement in place to accommodate this level of training. The CNA study gives a picture of the magnitude of the needs for capacity development at the provincial and local level and is a step towards producing a comprehensive plan.

Municipality level

A major challenge at municipality level is that the local authorities do not have adequate human and logistical resources to achieve their agriculture mandate. The new structure is for Local Agriculture Units to be established with a complement of 4 crop and 5 or more livestock extension technicians. Whilst this represents a normative structure for the number of extension workers required at local level, in the majority of municipalities the current complement of staff positions is well below this target. In most cases the agricultural staff consist of only one or two persons. A broad overview of the new structure suggests that, in terms of staff strength, the system is top-heavy and bottom-weak. The majority of the higher qualified class 2 and 3 officers have been placed at the central and provincial levels and tend to focus on the crop sector. Livestock is inadequately served. Moreover, the capacity and skills of those officers and technicians in place are exceptionally weak. The capacity of local staff to plan and implement their own agricultural activities, as well as to facilitate, monitor, evaluate, and regulate the agricultural development activities of other actors (e.g. farmer groups, cooperatives, and private sector entities) has a direct impact on the preparation and implementation of local plans.

Budgetary Management

Provincial and local governments in Nepal are heavily dependent on inter-governmental transfers to finance their budgets. The Constitution makes room for locally raised revenues, and even borrowing, but outside the larger urban areas, neither of these are likely to soon become major sources of revenue. National revenue mobilization has been buoyant and GDP has been rising, so the level of inter-governmental transfers within the federal system has risen to meet sub-national government needs. The costs of managing provincial and local governments and of delivering services will increase as the full complement of provincial and local government employees are recruited and placed, training and capacity building absorbs significant revenues, the demands rise for better services at the local level and infrastructure deficits are addressed.

Most local governments have an annual capital budget that lists projects by sector and ward. However, most municipalities and rural municipalities have not prepared local development plans. Most local governments have not received training on medium-term budgetary-expenditure frameworks (MTEF). However, under the TCF-ADS local mayors and their senior administrative staff, together with the technicians responsible for agriculture and livestock extension were trained in agricultural planning and M&E.

Public financial management practices are still developing in the 753 local governments. Most rural municipalities, however, use Excel to make budget estimates. Over 80 percent of the local governments have a functional procurement unit aligned to the Federal Procurement Act. However, nearly all local governments feel that they have the capacity to conduct all forms of procurement except international bidding, but only one half of municipalities and two thirds of rural municipalities say that they can assess vendor performance.

In general, since the promulgation of the new constitution and thereby a new political structure with greater autonomy, power and resources, the agriculture and livestock sector has received more resources which were not formerly available.

Planning, M&E

At local government level, there are designated planning units but trained human resources are sparse. According to the directives of the local level planning and budget formulation guidelines (2074), municipalities are required to prepare annual and long-term budgets, plans and programmes. Municipalities have been requested to follow the procedures laid out in the "7 step planning process," prepared by the NPC and MoFAGA to formulate the annual program and budget for each fiscal year. These planning steps engage participatory and consultative processes by involving all the relevant stakeholders e.g. farmers, farmers groups, cooperatives, NGOs. However, the steps are not always strictly followed in practice and too frequently, annual activities are selected largely with political discretion. As per the mandatory provisions of the local governance Act, over the years women's participation in overall policy making and planning processes has expanded and has provided a new dimension of gender mainstreaming in all developmental activities at local level. The priorities for development tend towards infrastructure (water, road and energy related), rather than farm household level food security concerns. This observation has been supported by a study carried out by The

Asia Foundation, that recognized infrastructure as the biggest problem in local areas and agriculture related activities were hardly mentioned¹.

A further weakness at both the provincial and municipality level is the disruption caused by the federal structure to the collection, compilation, and analysis of agricultural data necessary for planning, monitoring, and evaluation. Within the current system there is no clarity of the roles and information channels of different institutions of the various tiers of government for agricultural data generation.

Similar to the weaknesses of planning, there are no strong M&E units at municipality level. The monitoring, supervision, and evaluation of agricultural programme activities lies within the mandate and function of the municipal authorities but there is an absence of clear processes. At provincial level, the Agriculture Development Directorate (ADD) and Livestock and Fisheries Development Directorate (LFDD) have been given the mandate to monitor programmes implemented by the district-based offices under them but are not adequately equipped with staff and logistic facilities to carry out this function in a timely and effective manner. On the subject of reporting from one level to another (from local to provincial level, and from provincial to federal level), neither the municipal agencies nor the provincial agencies are clear on the communication lines for reports and whether reporting is to be a part of their mandate and responsibility. An optimistic sign, however, is that funds are beginning to be set aside annually in many local governments, to monitor program activities which are expected to be conducted towards the end of the fiscal year.

Capacity Needs Assessment for Provincial and Local Governments

The CNA carried out field work to better understand the current state of operations and finances and to get a general sense of the capacities of the sub-national governments to manage and deliver local public services. While there are differences between the levels and among the units of sub-national government, the study results identify a number of capacity gaps that appear to be widespread. As pointed out above, both provincial and local governments generally have the basic capacity to “keep the lights on.” This is commendable given that some of those government units were created from scratch over the past four years. However, when it comes to the quality of local management, a number of critical elements are missing in many, if not a majority, of jurisdictions. Six such areas emerged from the study: 1) periodic (medium-term) planning; 2) monitoring and evaluation; 3) farmer registration; 4) procurement; 5) governance, management performance of organizational units and individuals and coordination; and 6) GESI.

Physical infrastructure

More than one half of the municipalities rent at least some of their buildings. Most provincial governments are using rent-free buildings owned by other levels of government. Practically all provinces felt that their buildings cannot accommodate assembly meetings and many would have had difficulties accommodating a cabinet meeting. For provincial staff, their current office space seems adequate, but this advantage will dissipate as they become fully staffed.

There are also significant variations among local governments in terms of essential support services and office amenities. All urban and peri-urban cities and towns are connected to the national power grid and have significant generator backup, but scores of municipalities and rural municipalities, especially those in the mountainous ecological zone, are not connected to the national power grid. Local governments are largely connected to the internet and have computers and printers albeit in quantities inadequate for the present staff counts. Provincial governments have better access to office amenities, public utilities and the internet, though there is some variation across the provinces. Rural municipalities depend more heavily on cell phones, which are commonly reported as unreliable in the mountainous ecological zone. The situation in provincial governments is better, with all having internet connections and a sufficient number of computers. However, this will change as vacant positions become filled. No data management systems are available except those used for budget and accounting purposes.

¹ Respondents to the TAF survey identified local problems and challenges as follows: roads (49.2%), drinking water (26.6%), difficulty in finding work/making a living (16.3%), lack of electricity (12.5%), access to affordable healthcare (7.4%), and poor education access (6.3%) without mentioning problems of agriculture (TAF, 2018).

Human Resources Management

Seconded staff fill fewer than one half of the available positions in local government offices. More positions are filled with contractual staff and those carried over from the local government bodies that previously existed. However, the latter tend to be either general public administration or support staff. As a result, many high-skilled technical support positions for agriculture and livestock development are vacant. There is a particularly high vacancy rate for economists; almost one half nationwide and over two thirds in the sub-metropolitan towns. Surprisingly, vacancy rates increase with the level of urbanization.

Almost all local governments have written job descriptions available for all positions envisioned in their organizational structure, however periodic review is rarely assessed. Less than one third of local governments report having their own laws/policies for managing their staff, in terms of leave approval, performance appraisal, reporting rules, etc. Local governments follow staff performance review mechanisms mainly for the contractual staff.

While the organizational structures are more or less uniform across provincial administrations, there are differences in vacancy rates, ranging from one quarter of approved positions to one half. Across provinces, this adds up to about 1,000 vacant positions in public administration (excluding service centers such as veterinarian clinics). Most of the existing staff are contractual, used primarily for support roles such as office assistants and drivers, but a few are more skilled employees, such as computer operators.

Since all provincial administrations are currently staffed with civil servants seconded from the national government, policy/guidelines for managing their staff are yet to be prepared and instead tend to follow federal policies. However, some provinces have developed their own policies for managing contractual staff. Most provinces have descriptions of roles and responsibilities for various sections within the provincial ministries and many provinces are in the process of developing job descriptions for individual positions.

Transport and Logistics

Transport and logistics are used broadly to refer to the process of coordinating and moving resources – people, materials, inventory, and equipment – from one location to storage at the desired destination. According to the constitutional provisions, responsibility now lies with the local government to provide basic and essential services that are of direct concern to the people. In order to operate the services smoothly and effectively, an effective system of logistics and facilities such as roads, storage, transport facilities and materials handling, are prerequisites. The transport situation varies between the municipalities but all in all they are not major factors to impede on the performance of the sector. The most common finding is that the municipalities having connection with roads have procured motorbikes and scooters for the field level extension workers and are made available to them when needed, although not all the employees have equal access for use. Most of the municipalities have provisioned computers and internet connections for each section and staff with computer skills do have access to them. Reporting and communication are commonly done through email. Apart from the positive side of the logistics, frequent interruptions of power supply, lack of backup system, limited access to computers, irregular internet and lack of essential agriculture or livestock related equipment are the common challenges faced by staff. However, common gaps in logistics and facilities reported at municipality levels are a lack/shortage of physical infrastructure facilities, unavailability of transportation facilities for field staff in particular, a lack of office and meeting hall space, as a venue for training, and a lack of availability of required materials for animal health and livestock development as well as chemicals and equipment for laboratories and testing facilities.

Extension and Research

Agriculture and livestock at municipality level involves the provision of inputs and materials and technical advice for the adoption and dissemination of agricultural technologies. The Municipalities support farmers by providing the new technology and services, incentives on production inputs and machinery, improved animal breeds/seeds, marketing arrangements for agriculture/livestock products, trainings for capacity improvement and incentives for the transport of agricultural commodities. Information on new technologies are provided through mass media and in particular, local FM radio as well as personal contact with municipality crop and livestock technicians. Farmers expect support in the provision of inputs such as seed and fertilizer but the municipalities have difficulty providing inputs in a timely manner. For some years now, there have been severed linkages between municipalities and district centres. The frequency of contact and networking has also been

limited due to scarce human resources at the AKCs and VHLECs, the reduction in the number of AKCs in some districts, and disconnection of formal communication mechanism between the provincial and local governments. Almost all the municipalities have poor access to the research and extension system and municipalities do not conduct agricultural research by themselves. Also, there are no formal horizontal and vertical coordination mechanisms for technical dialogues to be held with research institutions, the extension service, and farmer's institutions at local level resulting in a communication barrier between front line technicians and subject matter experts (research, extension).

However, municipalities understand that the agriculture sector could be improved with the introduction of new technologies and resources and improving the technical capability of farmers through trainings in IPM, soil health management and animal health. Access to advisory services by farmers could also be improved by establishing Community Agriculture Extension Services Centres.

Accountability and Transparency

The results of the survey show that local governments tend to make their executive decisions public by using their websites and social media. Rural municipalities make heaviest use of notice boards. Most local governments, large and small, inform citizens about the availability of public services through their citizen's charter and through their website. Most local governments report engaging with public institutions and civil society when preparing their annual budgets.

Provincial governments use a variety of methods to make public their decisions, most commonly through websites and press releases. There are also designated information officers in each ministry. However, no province has prepared a Provincial Government Citizen Guide informing residents how to access provincial services. While expenditure statements are published on the provincial government websites at least quarterly. While most provinces have some mechanism for responding to citizen grievances, its utilization and response rates varies. Some feedback mechanisms have been set up at provincial and local level.

Development partner support to agriculture development

There is various donor funded agricultural projects and activities at provincial and local level either implemented by government agencies or through I/NGOs or combinations of both. Development partners have tended to adopt their own approaches for the implementation of activities and these have often been unsynchronized, coordinated and shared. A donor supported – Joint Sector Review – mechanism has been established at federal level to better coordinate agriculture related interventions funded by development partners with the strategies and programmes of government at all levels of the federal system. Coordination with other agriculture projects is pivotal to optimize resources and avoid duplication of efforts in the ADS roll-out process. This platform has the potential to maximize the outcomes and impact of this initiative.

Development partner assistance related to the implementation of federalism and the development of sub-national government has focused on capacity development, institutional development, and equity/social inclusion issues. There is good continuity in the work programs and there still is a significant pipeline of work. Counterparts in government have included several ministries, and more than 20 development partners have been involved.

Because the various development partners do things in such different ways and because they cover a wide range of issues, cooperation and coordination of their activities are important. The evidence reviewed in this report suggests that development partners are increasingly collaborating in productive ways, with a sharing of ideas and resources, joint field work, and co-funding of projects. An International Development Partners Group (IDPG) for Food Security meets regularly and is well attended, with a specific Technical Working Group focusing on coordination and knowledge sharing in this space.

Conclusions

This CNA study has led us to five general conclusions. First, the readjustment of the staff working in the agriculture and livestock sectors at all levels of government is recognized as not providing adequate management or service delivery capacity to address the needs and demands of the farming households in particular at municipality level. Whilst, only a large contingent of federal ministry employees were designated for transfer to provincial governments, there is still a disparity between the staffing at provincial and municipality level, with lower level, less skilled staff designated to municipality level. An improvement, however, has been

the authority given to the municipality to recruit additional technical staff. With respect to agricultural extension this reality further supports the need for a pluralistic approach to advisory services by complementing the cadre of public sector extension workers with private sector service providers.

Second, the provincial and local governments are not yet fully empowered to successfully implement federalism. Although the provincial public service commissions have been given full authority through legislation to take up their recruitment and hiring duties this process has in general been hampered by bureaucratic procedures.

Third, the results from this study show that while local governments are functioning, there is wide variation in the absorptive capacity between the different types of municipalities and their geographic locations and access. In many of the more remote hill and mountain-based municipalities staff is an issue as well as the capacity to service the community, effectively. Much of the staff is not well trained in their technical duties, important procedures are not yet in place, planning and M&E practices are not very advanced, the management of service delivery personnel is weak, and physical facilities are often inadequate.

Fourth, despite the significant deficits in the skill level of many provincial and local government staff, a new institutional arrangement for capacity building and training has not yet emerged. This is an important problem because many municipality staff members are new to their assigned jobs, and many have not been able to take advantage of skill and management training, although the TCF has made an important contribution through its training programme to improve their data collection, planning and M&E skills. This achievement, however, cannot be realized through a once off, 3 to 4 day course but rather as part of a more comprehensive capacity development programme together with a system of mentoring and provision of backstopping support.

Fifth, the coordination mechanism at district level linking AKCs/VHLSECs to the local municipalities is crucial to ensure coherence between research and extension as well as providing the subject matter support to front line agricultural and livestock technicians at municipality level. More support is needed to strengthen the coordination mechanism and provide a functional linkage between the province (district) and the municipalities. The institutionalization of this process will require subsequent budgetary allocations for implementation.

Recommendations

The next critical step for Nepal is to implement the Capacity Development Plan (roadmap), which features a sequenced federal and sub-national government action plan: an implementation calendar with a well-defined and realistic timeline. It is important that the relevant stakeholders within the three tiers of government in Nepal own and operate the implementation plan. Development partners can assist in developing required capacity and in laying out guidelines for making some of the most important decisions about the plan. The roadmap itself should be jointly determined and implemented by the three levels of government. The capacity development plan includes a timetable for implementation accompanied by administrative requirements. The implementation process should be transparent and amended on a regular basis.

Supporting activities that should form part of the capacity development plan for the sector are as follows:

1. A forum of governments (possibly the federal government, the provincial governments, and representatives of municipal-rural local governments) should come together to provide consensus for its implementation.
2. The legal framework that empowers provincial and local governments to adequately deliver and manage services should be assessed and gaps identified for further work to be undertaken.
3. Operationalization of the National and Provincial Coordination Frameworks for ADS and PADS should be established and implemented.
4. The national/provincial plan and the institutional arrangements for training and capacity-building should be adopted and begin functioning as soon as possible.
5. Assignment of expenditure responsibilities to provincial and local governments should be clarified in terms of which level of government should have responsibilities for which functions.
6. Efforts should be made to continue developing the technical database (data compendium) at both municipality and provincial level for better planning. M&E system should be implemented to monitor and evaluate the fiscal

and economic performance of sub-national governments. The overall framework for data collection and dissemination needs to be designed in order to support decision making at all three levels of government.

Sub-national governments can self-help the federalization process, even without actions by the federal government, by engaging in actions such as developing a planning and M&E unit, collecting and designing a database and disseminating information to other municipalities and the wider public, identifying staff training needs and implementing improved coordination mechanisms within provinces and municipalities. Sub-national governments should put in place a self-monitoring system to enable reporting their progress.

Chapter 1: Introduction

Under the Constitution of Nepal, 2015 provincial and local governments have been entrusted with significant responsibilities towards ensuring public service delivery. Its effectiveness, consequently, plays a crucial role in the success of the federal system. The constitution has guaranteed adequate autonomy by providing legislative, executive and judicial powers to all levels of the state structures based on the principles of co-operation, co-existence and co-ordination. The capacity need assessment was carried out to assess the existing capacity of the municipalities in terms of planning, implementation, human resources and their management, budgeting, monitoring and evaluation for agriculture development. The purpose of this assessment was to identify the existing capacity, weaknesses and opportunities prevailing at municipality level and the possible contribution of the project (TCF to ADS) to exploit this opportunity. This exercise is important because under the federal system of governance, the municipalities are mandated for agriculture development but newly established institutions do not have the required resources, technical capacity and coordination ability to drive the process forward and as a result require external stimulus and resources to move ahead. It is hoped that the findings of this assessment will identify the critical needs, opportunities, and approaches to address these existing constraints.

Furthermore, autonomy has been ensured that within the jurisdiction of the constitution of Nepal, local level government can exercise their state power with necessary organizational structures in place to function as a distinct government entity “on their own”. As according to Part 5 of the Constitution of Nepal, Restructuring of the State and the Distribution of State Power, Article 56, has defined the structure of the state, and under Parts 17, 18 and 19 has, respectively, provisioned for the local executive, local legislature and local financial procedures. In schedule 8 of the Constitution the list of Powers/Jurisdiction for local level government has been demarcated as covering: cooperatives, local statistics and record keeping, local development projects and programs, management of local markets, environment conservation and biological diversity, management of local records, distribution of land, building ownership certificates, farming and livestock, agriculture production management, livestock health, cooperative, management, operation and control of agriculture extension, drinking water, small electricity projects and alternative energy. Schedule 9 of the Constitution provides the list of concurrent powers/jurisdiction for federal, province and local Level, which include: cooperatives, education, health and newspapers/magazines, agriculture, and services - electricity, drinking water and irrigation.

Capacity development

Capacity development is defined as the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time. Capacity development is not a one-off intervention but an iterative process of design-application-learning-adjustment.²

UNDP (2008): Capacity Assessment Methodology User’s Guide

This study is the first step in this direction with the aim of gaining a better understanding about the current capacity, needs and recommending way forward actions for mitigating the gaps in the overall capacity development of the municipalities in the development of the agricultural sector. The Capacity Needs Assessment (CNA) can also provide a valuable baseline for creating a solid foundation for a systematic long-term planning, implementation and sustainable results.

Municipalities are at the proximity with the people, hence they are the backbone for the strengthened democracy of Nepal³. The Constitution has assigned important functional responsibilities to provincial and local governments and mandates that they have significant autonomy in deciding how services will be delivered. Municipalities, consequently, have the authority to formulate their Acts and regulations within the purview of the Constitution. With the introduction of the federalized governance system in the country, development planning has been a new opportunity for the municipalities as they are now fully authorized to identify their needs and prioritize their actions accordingly for the greater benefit of the people. However, at times, it has been a new challenge for effective planning, implementation, monitoring and the proper utilization of the scarce resources of the country given their prevailing capacity.

²UNDP (2008): Capacity Assessment Methodology User’s Guide.

³स्थानीय तहको क्षमता आवश्यकता पहिचान अध्ययन प्रतिवेदन (In English: Study Report on Local Level Capacity Needs Assessment and Identification, MoFAGA, 2078).

This study attempts to assess the extent to which the institutional, legal, political, and fiscal frameworks are in place and the critical issues that must be addressed in establishing these frameworks to enable local and provincial governments to discharge their development mandates. The study examines the key challenges that the local and provincial governments are currently facing in this early phase of the transition and draws out a set of actions based on the findings and insights thus obtained while interfacing various officials and stakeholders. In this regard, although despite the mobility constraints during the COVID to the municipalities, CNA has been conducted in around 20 municipalities in all provinces to assess their current financial, technical and human capacities and resources, coordination mechanisms and potentials for agricultural development.

Chapter 2 Objectives and methodology

2.1 Objective

The primary objective of the needs assessment is to understand better the institutional, organizational and systemic needs of provincial and local government given their new functional assignments, and those of the federal government related to its responsibilities for managing the intergovernmental system.

From the content of the report the immediate objectives are as follows:

- (1) To map and take stock of the institutions, infrastructure, resources and processes at provincial and municipality levels
- (2) To identify needs, gaps and opportunities to strengthen and support agricultural development efforts at sub-national level
- (3) To make recommendations and prepare a road map for capacity development at provincial and municipality level

The needs and capacities of the municipalities assessed here include the planning and policy making processes, service delivery and implementation, coordination mechanisms and collaboration, management of the human resources, support services, budgeting, logistics and facilities (equipment, office and meeting space, physical facilities, training, and the like) and the planning, monitoring and evaluation systems.

2.2 Methodology:

A Methodology for conducting capacity needs assessments was developed that is systematic, participatory and adaptable. The methodology provided a structure for administering the capacity assessment exercise and the capacity development agenda more generally. The methodology involved:

Preparation of a checklist: This consisted of the preparation of a rigorous, yet simple to follow, checklist in order to guide enumerators in eliciting the relevant information required. The checklist was translated into Nepali for distribution at Municipality level. Initially, it was planned that the ADS experts would visit selected municipalities to complete the CNA checklist talking one on one with the officials of municipalities but because of the fast spread of COVID -19 and imposition of lockdown, travelling became limited. It was ultimately decided to complete the CNA checklist with the help of local enumerators from each of the selected municipalities with regular support from the TCF team. Soft copies of the checklists were sent to the enumerators by mail with clearly defined instructions as how to administer. Regular follow ups were made by the ADS experts to ensure the quality and content of the information.

The CNA Checklist consists of key questions on the human resources, infrastructure, coordination mechanism, program planning, budget allocation, implementation modality, partnerships, potentialities and challenges of agriculture and livestock sector in the municipality.

Selection of Municipalities: Initially, it was decided to conduct the CNA in (purposively) selected 10 Municipalities in each province. Selection was largely carried out in close consultation with the respective municipalities and MoLMACs. A good balance of agro-ecological zones is maintained in the selection so that the findings from the study could be generalized to those municipalities having similar agro-ecological features. Furthermore, the selected municipalities reflect and represent the diversity of Nepal in terms of ecological zones, development regions, and provinces, rural and urban settings. Some 20 municipalities were selected from each of the 7 provinces. The list of the Municipalities is provided in the Annex 1.

Collection, compilation and analysis of data and information: Basically the information was collected by interviewing the municipality officials - : Mayors/Chairmen, Vice Chairmen/deputy mayors, chief administrative officers (CAO), technical staff, and the planning unit and accounts section. Municipality websites were also used to gather additional information.

Limitations:

This study covers some 20 selected municipalities of Nepal (in some provinces it is less than targeted), purposively selected whilst maintaining the geographic balance in the country. The municipality data should be treated as case study data and as such the results cannot be inferred more generally in a strict statistical sense. The finding and recommendations generated are mainly for the purpose of comparison across municipalities and provinces.

Chapter 3: Overview of Provincial Institutions and Municipalities

3.1 Constitutional provision:

The Constitution of Nepal has adopted a three tier-system of federalism in which the exclusive and concurrent functions and powers of the federal, provincial, and local levels are allocated in Annexes 5-9. The provinces of Nepal were formed according to Schedule 4 of the Constitution of Nepal. These functions were further unbundled by the Government of Nepal (GoN) through an executive decision. The Allocation of Business Rules of the federal and provincial governments details ministry-wise functions at their respective levels. The functions and powers of local governments are enacted through the Local Government Operation Act, 2074. The Constitution provides federal, provincial, and local levels 35, 21, and 22 exclusive powers, respectively. The federal and provincial levels share 25 concurrent powers, while the federal, provincial, and local levels share 15 concurrent powers.

There are seven provinces, namely Province 1, Madhesh Pradesh, Bagamati, Gandaki, Lumbini, Karnali and Sudur Paschim. The Constitution of Nepal, part 20 describe the interrelations between federal, province and local level governments. The article 231 states about the legislative interrelations between federal and states. Similarly Article 232 says that the relations between the federal, states and local level shall be based on the principles of cooperation, coexistence and coordination. The executive power of the provinces, pursuant to the constitution and laws, is vested in the council of ministers of the province. The administrative divisions of Nepal are sub-national administrative units of Nepal. The first level of country subdivision of Nepal are the provinces. Each province is further subdivided into districts, each district into municipalities and rural municipalities, and each of those municipalities into wards. Before 2015, instead of provinces, Nepal was divided into developmental regions and administrative zones. Provinces are further divided into 77 districts. Each districts is governed by a District Coordination Committee with much less power in relation to former district development committee (DDC). Except Madhesh Province with all its districts located in the southern plains of the country known as the terai, other provinces comprise diverse agro-ecological areas stretching north-south connecting hills, high mountains and terai (except Karmnali Province). Restructuring of the state into local, provincial and federal level has brought both challenges and opportunities for the development. Now all levels of government can devise their own policies and plans to deliver good governance, prosperity and development to the people.

3.2 The Ministry of Land Management, Agriculture and Cooperatives and its organizational structure:

In this section, it is aimed to briefly highlight the organizational structure of the MoLMAC- which has by and large the similar function and structure across all the provinces, albeit, these are always in a state of flux.

The Ministry of Land Management, Agriculture and Cooperatives (MoLMAC)⁴ is the key organization in the province to lead the agriculture sector. In each MoLMAC there are two directorates; 1) Directorate of Agriculture Development (DoAD); and, 2) Directorate of Livestock & Fishery Development (DoLFD). Under these two directorates there are Agribusiness Promotion Service & Training Centre (ABPSTC) and Livestock Service Training Centre (LSTC). In Karnali province agriculture and livestock training centres are combined. Furthermore, there are 52 Agriculture Knowledge Centre (AKC), and 48 Veterinary Hospital & Livestock Services Expert Centre (VHLSEC) at district levels. Likewise, there are various subject specific laboratories such as soil, seed, animal health; fishery development farm, vegetable germ plasm conservation and seed production farm working under the MoLMACs. At the Palika level, under the economic development section, agriculture and livestock units are established to carry out the agriculture and livestock development activities under the municipality level. However, there is no clear linkages of coordination and mechanism for collaboration except these occur on ad-hoc or personal terms.

Apart from provincial level and local level institutions there are few other agricultural institutions across the province, which are directly governed by federal level, for e.g. Prime Minister Agricultural Modernization Project (PMAMP) considered as a flagship program emanated from ADS. Under the PMAMP, there are Super Zones and Zones consisting of different potential commodities in each district of province. There are three more other government institutions under the federal level which are Livestock Disease Investigation Laboratory, National

⁴Some of the provincial ministries have recently changed their name.

Livestock Breeding Office and Fishery Development Centre in the Province. Details of these institutions, their roles, responsibilities and relation with different institutions are described in the sections that follow.

Regarding the coordination mechanism among plethora of institutions among three tiers of government, it rather seemed to be ambiguous, however, after the enactment of the FPLL Act 2077, these anomalies may disappear and there will be renewed coordination functions to connect each level of government as per their jurisdiction. Similarly, District Coordination Committee (DCC) has the role of coordination among the local level of each district, this is yet to be strengthened.

3.3 Agriculture related institutions in the Provinces

Province 1:

In the province, the Ministry of Land Management, Agriculture and Cooperative (MoLMAC) is the key organization. Major institutions under the ministry are already described in the section above. In this province there are 14 districts, however the numbers of AKC and VHLSEC are 11 and 8 respectively, indicating the fact that the coverage from these institutions are rather limited. Under the MoLMAC management, there are four laboratories, two horticulture centers, two silk processing centers and one cooperative academy operating.

Besides MoLMAC agencies, some other agencies on agriculture related sector include: Nepal Agricultural Services Development Programme (NASDP) funded by SDC/Helvetas. NASDP works with municipalities, building their capacities to respond to farmers, particularly women and other disadvantaged groups to ensure that they obtain the support they need. Likewise, Helvetas is implementing Prayas project to support the process of decentralization of the government extension and research system. Another notable project is Rural Enterprise and Remittance (RER)/SAMRIDDHI, which is an IFAD-funded project that aims at providing sustainable sources of income to poor households, migrant families and returnees by supporting the creation and expansion of family, micro, small and medium rural enterprises, both in the farming and off-farming sectors.

Madhesh Province:

Besides MoLMAC and related agencies, a total of 24 federal level institutions are operating in this province covering livestock and plant quarantine offices and check posts, laboratories, food technology and quality control, resource centers, livestock reproduction office, agriculture mechanization promotion center, horticulture development center and fisheries resource development and technology testing center. These federal institutions work on their own without any collaboration with the provincial government and/or institutions. Likewise, this province has strong presence of NARC including three national research programs (of rice, oil seed and sugarcane) and three research centers. Further, this province has eight branch offices of Agriculture Input Corporation and two offices of National Seed Company. The province also hosts one national level Nepal Sugarcane and Sugar Development Committee and Janakpur Milk Distribution Project.

The Prime Minister Agriculture Modernization Project (PMAMP) has two super zones and six zones operating within the province focusing a range of commodities. Food and Nutrition Security Enhancement Project (FANSEP) supported by the World Bank is implemented in four districts (Saptari, Siraha, Dhanusha and Mahottari) covering two rural municipalities in each project district. Likewise, Community Managed Irrigated Agriculture Sector Project is in operation throughout the Province. National Livestock Sector Innovation Project covers three districts, namely, Saptari, Dhanusha and Siraha.

Bagamati:

In this province, the following agriculture livestock development projects financed by development partners are working in collaboration with MoLMAC.

PMAMP has been established to support the ADS. This project aims to promote commercialization, mechanization and industrialization of the agriculture sector with the objective of specialized production. In this province it mainly works on Kiwi, vegetables, potato, maize, goat, junar, banana and bee keeping through zone and super zone approaches. KISAN II is funded by the USAID. The project activities include: increased adoption of profitable, productivity-enhancing, and climate smart technologies; strengthen lead firms and other SMEs to support selected market systems; enhance financial services markets and infrastructure that serve selected market systems; build capacity for GON policies and regulation to support market systems development; enhance literacy and business development skills. The project mainly works on the promotion of rice, maize, lentil, vegetables and goat in four districts of this province, namely: Sindhupalchok, Kavrepalanchok, Nuwakot and Makwanpur. Value Chain Development for Fruits and Vegetables Project supported by the Korea

International Cooperation Agency aims to increase incomes of farmers through support to enhanced production capacity, access to extension, postharvest loss management, and market linkage improvement. The project will support 10,000 smallholder farmers in 12 districts in province Bagamati and Gandaki.

FANSEP is supported by the Global Agriculture and Food Security Program (GAFSP) This project aims to improve the health and livelihoods of approximately 65000 direct beneficiaries, of which 65% will be the women. This programme is implemented in three districts (Dhading, Sindhupalchok and Dolakha) of Bagamati Province. Nepal Food Security Monitoring system (NeKSAP) supports MoLMAC to review indicator process and to pilot food security information centre establishment in all seven provinces and in selected Palikas in cooperation with Province and local government, National Planning Commission, Central Bureau of Statistics (CBS), Food and agriculture Organization (FAO), and other stakeholders. Similarly, Livestock Sector Innovation Project aims to increase productivity, enhance value addition, and improve resilience of smallholder farms and agro-processing enterprises in selected livestock value chains in Nepal. In this province, the project works in Makwanpur, Kavrepalanchowk and Kathmandu districts.

Gandaki:

Apart from provincial level and local level institutions there are some agricultural institutions directly governed by the federal ministry such as PMAMP. Under the PMAMP, there are two super zones and nine zones consisting of different potential commodities (orange, vegetable, citrus, cardamom, apple, maize, potato) across Gandaki province. There are three government institutions under the federal level are Livestock Disease Investigation Laboratory, National Livestock Breeding Office and Fishery Development Centre in the Province.

Lumbini:

There are some federal government and donor funded projects working in the province. PMAMP is one of the government projects and other 3 major donor funded projects namely, KISAN II, Local and Provincial Economic Development (LPED) and SUA AHARA are providing services to the agriculture sector within the framework of ADS. In this province there are 4 research centres which are: Regional Agriculture Research Center; National Wheat Research Program; Coffee Research Program; Grain Legume Research Program. There are five agriculture related academic institutions in Lumbini which are: Paklihawa Agriculture Campus; College of Life Sciences, Tulsipur, Dang; Prithu Technical College, Lamahi, Dang; Ramnagar Technical and Management College, Nawalparasi; Natural Resources Management College, Rolpa. Similarly, there are some agriculture related Board/ Corporation/Company/ Committee in the province.

Karnali:

In the province there are nine AKC and VHLSEC offices out of ten districts. Apart from government managed PMAMP, there are few other agricultural project supported by development partners. These are as follows: KISAN II focuses in 20 districts in the West, Mid-West and Far-West regions and four earthquake-affected districts in the Central region (Feed the Future Zone(s) of Influence I and II respectively). Suaahara II is a five-year (2016-2021), expanding health and nutrition services that target adolescents. Adaptation for Smallholders in Hilly Areas (ASHA) Project, is an undertaking of Ministry of Forests and Environment (MoFE) with the financial support of International Fund for Agricultural Development (IFAD). It has been implementing in seven districts (Kalikot, Dailekh, Salyan, Jajarkot, East Rukum, West Rukum and Rolpa. ASHA is a climate change adaptation project that supports in developing capacity to tackle consequences of climate change.

Similarly, ASDP through the IFAD finance is working in the province for the promotion of Multi-Stakeholder Platforms (MSP) for each commodity, designed to link key stakeholders along potential value chains. WFP has some specific programs in high mountain districts of the province which include Jumla, Kalikot and Mugu.

Sudurpaschim:

A number of federal institutions/programs are also engaged directly in implementing the agriculture development activities in the province. PMAMP has three super zones and eight zones working in the province focusing on different commodities. Other federal level institutions include two farms, one laboratory, one regional agriculture research station, three irrigation project/offices, two wholesale markets, eight animal and plant quarantine offices and four academic institutions.

3.4 Provincial institutions:

In the section below, we will discuss about the organizational structures, their mandates, rights and responsibilities of the provincial agriculture ministry and its subsidiary organizations including Agriculture Knowledge Centres (AKCs) and Veterinary Hospital and Livestock Services Expert Centre (VHLSECs).

3.4.1 The Ministry of Land Management, Agriculture and Cooperatives (MoLMAC):

The ministry of land management, agriculture and cooperatives, (MoLMAC)⁵ in general across all the provinces has the vision of poverty alleviation and improve food and nutritional security of the people in the province. The ministry is working with the objective of improving the agriculture sector through improving the production and productivity of agriculture/livestock/fisheries sectors through the adoption of modern technologies and to promote agricultural enterprises in the province, all of which will contribute towards increase income, self-employment and sustainable production of agriculture products in the province. The ministry aims to promote the cooperatives for production, processing (enterprise development) and marketing for sustainable and equitable socioeconomic development.

The Mandate:

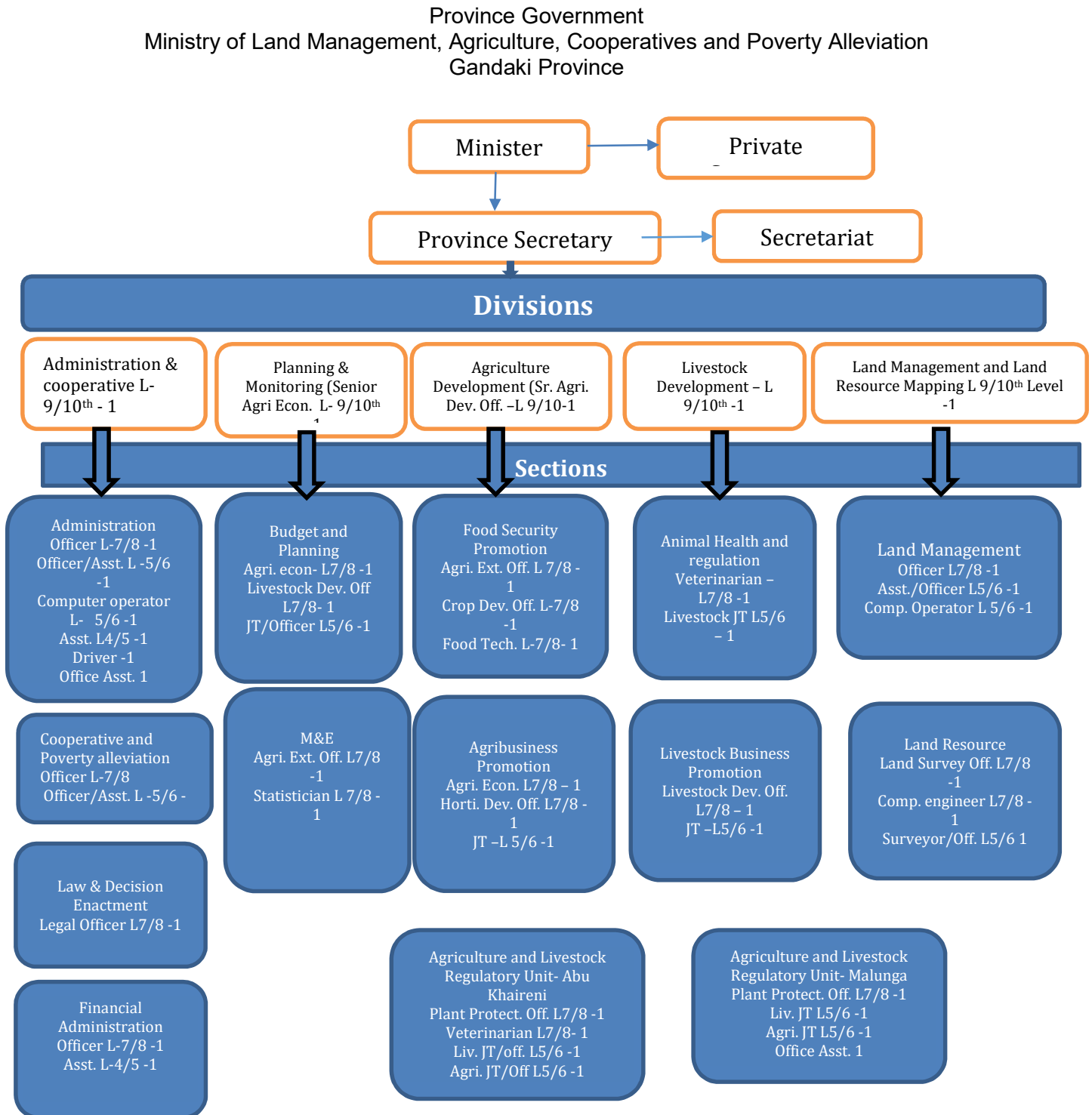
The mandate of the ministry is to formulate the policies, laws, bylaws and directives related to agriculture development and implement the program towards it. In addition, the province is involved to promote agriculture related infrastructures and capacity building of farmers and entrepreneurs on agriculture technologies, provide genetic materials, control of pests and diseases of crops and livestock/fish, promote research, education and development in the agriculture sector and facilitate agriculture insurance coverage in the province. All these activities in combination are directed towards improving food and nutritional security of the provincial population and ensure towards their food sovereignty.

⁵ Over the last couple years – there has been changes of the initially established names of the ministry responsible for agriculture.

The organization structure:

Generally, the organizational structure of MoLMAC is in a pyramid structure headed by the minister of Land management, Agriculture and cooperatives and/or supported by the state minister. The ministers are supported by a team of technical professionals led by the Secretary, supported by a number of officials present in his team. The organizational structure of the ministry is presented as figure 4.

Figure 1: Organizational Structure of MoLMAC.



Moreover, the agribusiness promotion has also been the mandated activity of Agribusiness Promotion, Training, and Support Centre (ABPTC), thus there is the duplication of responsibility between the ministry and the ABPTC.

Major responsibilities: The major responsibilities of the ministry are to plan, implement, coordinate, and monitor the development activities of agriculture sector in the province. The major responsibilities are discussed in detail as below:

Program Planning:

Article 59 (1) of the Constitution states, "The Federation, Province and Local levels shall make laws, make annual budget, decisions, formulate and implement policies and plans on any matters related to financial powers within their respective jurisdictions. So, with this constitutional right, MoLMAC and its agencies including district based AKCs and VHLSECs are responsible for developing annual plan and budget which meets the provincial needs and addresses the potentials. The plans and budget must have to be consistent with the budget ceilings and planning and other relevant guidelines of National Planning Commission, Provincial ministry for economic planning and PPPC. The planning processes follow the general pattern as directed by PPPC. One of the mottos of the provincial level planning is to make maximum use of the local resources while taking into account bio-diversity and environmental concerns. Annual plans of the provincial ministry does not, however, follow the planning cycle/change management philosophy. Although planning processes frequently refer to the periodic plan of the province, there is a lack of a format to monitor whether the annual activities of the provinces are clearly consistently aligned with the periodic plan and targets are met. Hence it makes difficult to monitor the results and impacts. In order to improve the planning processes and reflecting the goals and targets of the provincial periodic plan, a revised monitoring format should be developed with which annual progress could be evaluated. Lessons learned and concerns raised during the trimester review meetings, filed visits and observations, studies and reports from the ministry itself and various sources as relevant are taken as a basis for prioritization of activities for annual planning.

As an established process, for the preparation of annual program and budget, line ministries follow the provincial Ministry of Finance's guideline and frameworks which comes along the budget ceiling. Concerned ministry should enter their programmes into the Provincial Line Ministry Budget Information System within the given budget ceiling.

Based on the available budget resource obtained from the ministry of planning and economic development, the ministry develops the directives for agriculture sector development every year before the beginning of fiscal year, sends it to all institutions under it to develop programs based on it. The district offices and other institutions within the ministry develop their programs based on these directives and present it in the annual planning meeting of the ministry participated by all ministerial institutions and other related stakeholders, where the programs are reviewed, discussed and refined if necessary. Once finalized and approved, the program activities with budget are submitted to the provincial legislature for discussion and approval. Once approved, the program is implemented in the field through the institutions under it. The directives for program planning are based on guidance from the federal ministry, provincial government, ministerial priorities and need and priorities identified by the district offices and other institutions within the ministry. However, there is no coordination with the municipalities within the province, who are also involved in development and implementation of the program related to agriculture sector development. It is thus apparent that all activities are being run independently by the municipalities and the ministry without any coordination for planning and implementation. Moreover, as there is no master plan of agriculture development with agreed timeline, the agriculture development program/project and activities are developed on ad-hoc basis on individuals request or persuasion and no bottom up approach is adopted in the planning process.

Coordination:

The ministry has the responsibility of maintaining coordination and linkage with other concerned line ministries and related agencies, which is being carried out on as and when required basis as there is no defined division with this responsibility. Although, a temporary structure has been created within the ministry on ad-hoc basis for coordination between the institutions, it is, without any defined terms of reference (ToR). Hence, the ministry has not been very strong in its coordination role, which is very important in the context that, the agriculture development is also the mandated activity of all municipalities, however, there is no defined structure to coordinate the agriculture development strategy of the province. The most feasible approach for which would

be to give this responsibility to Planning and Monitoring division by changing it to Planning, monitoring and coordination division with additional human resource to the division.

Monitoring and evaluation:

Monitoring and evaluation is the mandated activity of the ministry to be undertaken by the Planning and Monitoring Division for which, there is a separate section created in the organization structure of the ministry, with three officers and one technical support hand. However, at present, this section is without any officials and monitoring and evaluation activities are not carried out in a systematic manner. These activities are carried out on an ad-hoc basis depending upon the availability of human resources. Monitoring of any activity is carried out on receiving any complain on misuse of funds or any other matter related to program implementation. A regular monitoring system with on the spot reporting and follow up would be of immense value to streamline the activities in the field. Moreover, the monitoring report should be made transparent to all concerned along with the follow up actions and improvements made. Thus, there is a need to strengthen the monitoring and evaluation component of the ministry to get the desired outputs from the implemented activities, for which, the directorates of agriculture and livestock could be made responsible rather than their current engagement on program implementation.

Logistics:

The logistics available with the ministry are the ministry buildings, vehicles and computers and other accessories. Although, the ministerial building has modest facilities for accommodating most of the ministerial officials at present, there is a shortage of required space to accommodate all officials. It will be further constrained with the employment of new officials in future. The vehicles available in the ministry are, though not enough, are adequate to manage the program activities in the field. Though, the number of computers available for regular work is sufficient for carrying out the routine activities, there is no specific computer hardware and software designed for database entry, analysis, report production; nor is there a system of data collection and its management. Moreover, there is no human resource unit so far designed for collection and dissemination of technical information to the farmers routinely or on demand. Hence, dissemination of technical knowledge and information has not been up to the standard or as required.

Institutional Linkage and coordination:

Across the provinces, MoLMACs have policies and programs to establish linkage with line ministries and other institutions of the province to share the plan, activities and extension services. Linkage and coordination are not only limited to governmental institutes but also with other relevant stakeholders such as banking and financing institutions, cooperative, private sectors, agro-industry, farmers and product associations. However, the major coordination gap has been observed at the inter-ministerial level for collaborative program planning and policy making through wider consultation. This can however, be improved by having a permanent mechanism for inter-ministerial dialogue to foster the coordination and planning. In this regard, TCF initiated to facilitate organizing inter-ministerial consultative and coordination meeting and was remarked as very useful by the MoLMAC authorities. However, its continuation requires commitment to incorporate the activity in annual plan and make it as a regular program of the ministry with formal mechanism and some budgetary provisions.

3.4.2 The Directorates:

The MoLMAC has two directorates, the Agriculture Development Directorate and the Livestock and Fisheries development directorate. Both of these directorates are generally based in the provincial headquarters. The major responsibility of these institutions is to oversee the implementation of agriculture and livestock/fisheries development programs by the district institutions throughout the province and guide and monitor their activities to achieve the expected outputs. Although, both of these institutions have similar mandates in their respective fields, yet for the sake of simplicity and clarity, both of these institutions are described separately in this document.

Agriculture Development Directorate:

The Mandate:

The mandate of Agriculture Development Directorate is to contribute to develop the agriculture sector (cereal crops, horticulture crops, cash crops, industrial crops, spices crops) for a profitable and competitive agriculture

production system and market access to the farmers produce, leading to import substitution, increased farmers income and improved livelihoods of farming communities.

The approach is to identify the potential agriculture crops for a particular agro ecology and promote its production through all possible extension strategies including mechanization. The strategy being the pocket package approach for the suitable crop and implemented through farmers group approach. The assistance of development partners, private sector and agri-businessman is promoted in the process especially for marketing and market promotion. In addition, the directorate is also responsible for updating the agri statistics of the province and coordination of agriculture programs from the federal ministries in the province.

Major responsibilities:

The major responsibilities of the directorate are as below:

- Develop required policies/program for agriculture development in the province and execute them in the field.
- Monitor the status of food security in the province and provide feedback to the provincial government.
- Organize and coordinate the agriculture program from the federal ministries.
- Collect and update the agriculture statistics of the province.
- Coordination with the agencies involved in agriculture sector in the province.
- Develop and execute the policies and program on agriculture market and other infrastructure and organize agriculture markets for agri produce of the province.
- Promote agriculture mechanization in the province.
- Formulate required policies, programs and regulation for post-harvest management and their execution.
- Monitor and contribute to regulate the supply of agriculture inputs like fertilizer, seeds and other inputs in the province.
- Promote the dissemination of agriculture information and technologies.
- Develop the policies and program for promotion of plant promotion and commercial insect development.
- Make necessary arrangement for promotion of apiculture, sericulture and mushroom production in the province.
- Develop policies and program for improvement in soil quality in the province and develop the soil fertility map of the province and develop the program for soil fertility improvement.
- Promote agri entrepreneurs in the province with the provision of various incentives and facilities.

Livestock and Fishery Development Directorate:

The Mandate:

The mandate of Livestock and Fisheries Development Directorate is to contribute for the development of livestock and fisheries sectors in the province for a profitable and competitive livestock and fish production system in the province and facilitate the market access of livestock products produced by the livestock farmers to local, provincial and national markets thus contributing to import substitution, increased farmers income and improved livelihoods of farming communities. The directorate is mandated to oversee and provide necessary directions to the district offices to implement the livestock development programs in the province and oversee its effective implementation in the field to the targeted farmers/communities.

Major responsibilities:

The major responsibilities of the directorate has been mentioned as below:

- Drafting of provincial policy, laws, acts, bylaws, rules, regulations, criteria, and *modus operandi* (procedure) for livestock and fisheries sector development.
- Drafting the program budget on livestock and fisheries sector development for the province.
- Contribute to develop and promote the value chains on livestock and fisheries sectors.
- Monitoring the program activities implemented in livestock and fisheries sectors in the province.
- Collection and management of data and information on livestock and fisheries sectors in the province.
- Provide relief and rescue operations for livestock and fisheries sectors during the natural calamities in the province and provide necessary support for veterinary medicines, vaccines and other necessary logistics.

- Develop the standards for the extension of livestock and fisheries sector activities in the province.
- Coordinate with different agencies related to livestock and fisheries sector development in the province.
- Develop and implement the programs on genetic improvement, feeds and feeding resources improvement, health management and market management for livestock and fisheries sector in the province.
- Develop and implement the programs on controlling the trans-boundary animal diseases and zoonotic diseases in the province.
- Regulate the quality of the products and biologicals used in livestock and fisheries sectors in the province within the framework of existing laws and regulations.
- Carry out studies and investigations required for the promotion of livestock and fisheries sectors in the province.

3.4.3 The Training Centres:

There are two training centres within the ministry (MoLMAC), the first one is for training on agriculture and the other is for training on livestock and fisheries sectors. The agriculture training centre has now been given additional responsibilities on agriculture business promotion and the centre has been renamed as Agriculture Business Promotion Service and Training Centre (ABPSTC)⁶. Similarly, Livestock Services Training Centre has also the similar role for livestock business promotion. Both training institutes will be analysed and discussed together in this report.

The Mandate:

The main activity of livestock training centre is to provide technical trainings to the farmers, technicians and other stakeholders on livestock and fisheries sector and the main mandate of Agribusiness Promotion Service and Training centre (ABPSTC) is to provide trainings on various aspects of agriculture and horticulture and to provide support (including trainings) for agribusiness promotion in the province. Moreover, another core function of ABPSTC is to organize training for the frontline agriculture extension workers and agri-entrepreneurs and to support agri-business promotion. Similarly, core function of Livestock Training Centre is to provide trainings on livestock and fisheries sector to farmers, entrepreneurs and technicians of the provinces and other areas on livestock related issues and problems. The course curriculum on livestock training was developed by Department of Livestock Training and Extension Services during 2013/2014, while that of ABPTC was developed by the expert consultant. The training programs are demand and need based, which are identified in consultation with the ministry, district offices, entrepreneurs and farmers on an annual basis. This is carried out prior to the annual plan preparation process.

Major tasks of the Agriculture Business Promotion Support and Training Centre across all the provinces have been found somewhat similar and the following provides the detail ToR of the Centre.

- To prepare and update the roster of agri-entrepreneurs and businessmen at the province level.
- To identify training needs for agri-entrepreneurs for operating a business
- To conduct capacity development related training to the officials, farmers and entrepreneurs.
- To assist agri-entrepreneurs in preparing their business plan.
- To establish links between relevant agencies for concerned with the agro-entrepreneurs and businessmen to get necessary services and advice.
- To provide basic information for running various agricultural enterprises
- To establish coordination among the agencies related to agri-enterprise and business promotion.
- To facilitate to start agribusiness and enterprise for the young farmers returned from abroad
- To arrange conduct trainings related to agri-enterprise and business operation and promotion on demand from other agencies with prescribed fee and to monitor the effectiveness of training.
- Conducted training needs assessment to impart necessary knowledge and skills to agri-entrepreneurs.
- To assist in preparing the training curriculum for agricultural development offices and Veterinary hospital and livestock service office.
- To prepare training materials as required
- To conduct relevant programs that will help in the promotion of agribusiness

⁶ In Karnali Province, both livestock and agriculture training centre is merged which is called – Agriculture and Livestock Business Promotion Serve and Training Centre.

In addition to the activities mentioned above, the training centres provide refresher training programs, pre-service training to the newly recruited agriculture technicians and reviews the training curriculum periodically as per the regulations of the MoLMACs.

Generally the number of staffing of ABPSTC have been found in the range of 14 - 16 including the administrative and support staff. Main technical staff are on the average of 7 including agri economist, agri-extension and JT/JTAs. Similarly, in the case of livestock training centres the number of staffing is on the average 10 across all provinces including general support staff. Technical staff of the livestock training centre includes the veterinarians, livestock officers, VJTAs, however, interestingly, these training centres have no position for the agri/livestock economists which aims to deal with the livestock enterprises and businesses.

In order to deal with wide ranging subjects of agriculture and livestock training, the internal human resource number and capacity of the training centres would be far low to meet the need. So, apart from own resources of the centres, they bring the additional subject matter specialists from various sources and as freelance specialists to deliver the training on the given specific subject and topics. These trainers are generally registered in the list of roster of the trainers. So far, there is no dearth of resource persons. However, it is not clear whether the invited subject matter specialists have the trainers skill or equally have the ability to transfer the knowledge to the trainees. This is one of the areas where training centres in future must oversee the overall quality of the training delivery from the outsourced resources.

The trainings of both training centres are provided free of cost. The staff of the training centers are provided with 25% top up on their salaries with additional incentive for NPR 1600 per class as trainer allowance, while the resource persons from outside the training centres are provided with the training allowance of NPR 3400 per class (including the handouts). During the incidence of COVID-19 various trainings were dropped and most of the training centres were used as internal quarantine.

The duration of the training has been found varying from three days to two weeks depending on the target beneficiaries/population. Training needs are assessed annually from the district based AKCs and VHLSECs for their respective training centres. So, it is less clear whether these trainings reflect the actual need of the farmers and entrepreneurs because these are less grounded with the realities of the farmers. Also, selection of the farmers for training is rarely based on objective criteria and there are occasional reports that chances of repetition and participation of same farmer at various events is very high. With the growing awareness about the importance of agribusiness and value chain development in recent years, so national as well as provincial policy and strategy are also developed accordingly. However, the trained human resource for agribusiness development is scarce. For example; in Sudur Paschim province neither the ABPSTC, nor the livestock training centre have been able to organize trainings on agribusiness promotion.

3.4.4 Agriculture Knowledge Centers and Veterinary Hospitals and Livestock Service Centres (VHLSECs):

The capacity need assessment of AKCs and VHLSECs is based on the responses received from these institutions. The districts represent all three agro-ecological zones of the provinces, high mountain districts, mid hills and terai.

The Mandate:

The mandate of district Agriculture Knowledge Centres (AKCs) is to improve the agriculture system of the district to improve production and productivity of agriculture and horticulture crops through dissemination of improved technologies, quality inputs, improving capacity of farmers and better support services to the farmers and entrepreneurs.

The key core functions of AKCs are to disseminate new technologies and methods to the farmers and to provide specialized, technical support to the producer farmers. In addition, AKCs are also involved in action research, laboratory services, agriculture extension activities, technical assistance, subsidies for promotion of agriculture and coordination between allied agencies for agriculture development in the district.

The AKCs are mandated to provide their services to all municipalities of the districts, however the support activities might differ depending upon the agro-ecological condition and market potentiality of the municipalities.

The key core functions of VHLECs are to implement the livestock development programs, health care support and improve the production and productivity of the livestock and fisheries in the districts. VHLECs are also responsible to create awareness on zoonotic diseases and their prevention and control and provide health and laboratory services. In addition, VHLECs are also mandated to promote livestock market and value chain development in the district in collaboration with the municipalities.

Programs:

The major program of AKCs are aimed at crop production improvement program, horticulture crops production improvement program, cash crops improvement program, integrated pest management, soil testing, and soil characteristics identification and advisory, market scoping and market development for agriculture commodities, coordination with other stakeholders including the municipalities, development partners and entrepreneurs. These programs are reviewed annually and discussed with the ministry officials for refinement/improvement. As agriculture commercialization is the major thrust of the national program, agriculture production system is also supported with mechanization to the entrepreneur farmers at subsidized rates. Organizing the problem focused trainings for the farmers and entrepreneurs is also one of the important programs of the AKCs and various trainings are being organized by AKCs to address the problems and needs, albeit these are still low in comparison to the need.

The programs of VHLECs are primarily focused to animal health and production support, including treatment and vaccination services, some basic laboratory diagnostic services, feed and fodder improvement, breeding support services including artificial insemination program and livestock market promotion program, providing support and technical services for safe and hygienic livestock products. Maintaining and managing coordination with the municipalities of the districts is another important program activity of VHLSECs, though there is no specified mechanism to carry out this activity. The program activities are reviewed annually and discussed with the ministry officials for refinement/improvement. As livestock commercialization is the major thrust of the national program, the livestock production programs also support with the mechanization at the subsidized rates to the entrepreneur farmers.

Staffing:

Most of the districts do not have required number of qualified technical human resources and in most of the districts, the availability of permanent graduate technical staff varies. Some officers are being recruited in few districts on temporary basis. Thus, considering the number of program and budget available in the districts, the number of technical staff present in the districts is very low and is considered as the major constraints for program implementation in the districts. For details about human resources, please see the section 4.3 in this report.

Planning and Monitoring:

For both AKC and VLSEC, there is no specific unit being dedicated for planning and monitoring of program activities in the district, however, the district chief allocates some officials for supporting in planning and budgeting on as-required basis. While preparing the program budget, the staff salaries and other essential requirements are prioritized followed by essential logistics. The remaining budget is used for field programs, for which priority is based on various factors including the local political influence. The program budget guidelines developed by the ministry is followed to develop the program and budget accordingly.

Similarly, there is no monitoring unit in the AKC and VHLSECs, however, monitoring of the activities is done on ad-hoc basis as and when necessary and when complaints are registered. Moreover, recording and reporting of the monitoring is also very weak. Data on agriculture production, area etc. is collected periodically from the local level mostly by taking assistance of agriculture and livestock development section, related stakeholders and organizations and compiled regularly. Similarly, livestock related data on meat shops, slaughter house, co-operatives, and agro-vets etc. are collected intermittently from various sources. Data collection system and tools needs drastic improvements for a regular and reliable database management.

So, it can be said that there is an urgent need to improve the monitoring system and its proper recording. With the advancement of ICTs and availability of gadgets like smart mobile phones and tablets even in the remote parts of the country, it might now be possible to design the app based monitoring system. These recording should be transferrable between the provincial ministry, federal ministry and all the concerned authorities, so the program implementation could be made more transparent and evidence based. It could also be an important tool for assessing the governance in program implementation and management.

Constraints and opportunities:

The major constraints for program implementation in the district based agricultural offices is the inadequate and qualified technical human resource base, which is affecting the program delivery in the field. The other constraints as reported by these institutions is the excessive political pressure for program design and implementation in the field. In addition, managing and maintaining the coordination with the municipalities is also a critical constraint, for municipalities have not yet recognized their authority and program implementation modality in the municipalities.

The federal structure and system has recognized the importance of district based agricultural offices for the development of agriculture sector, there is a growing opportunity for complementarity with the financially resourceful but technically weak municipalities to plan their agricultural activities technically resourced AKCs and VHLSECs. Proactive role from the municipalities to partner with the district based institutions would help bring effective program design and implementation in the municipalities. However, again, from the overview of this study it has been observed that the allocated budget, physical infrastructure, and facilities are not adequate for the effective service delivery with wider coverage. So, in order to redress the current problem of inadequate budget and other resources, district based institutions need to bring this matter forward during the annual planning period.

3.4.5 District Coordination Committees (DCC)

The nine-member committee of the DCC is elected by the District Assembly. The DCCs are formed as per the Article 220 of the constitution. According to the Clause 7 of the Article, major tasks entrusted to the DCC include: i) coordinate between the municipalities within the district, ii) monitoring of the development and construction related activities, iii) coordinate between municipalities and district based federal and provincial government institutions, and, iv) carry out other tasks as per the provincial laws. In the similar vein, the Federal, Province and Local Level Coordination and Interrelation Act 2077 has also empowered the role of DCCs for the coordination between local level and other agencies. Local Government Operation Act 2017 has stated that the definition of local level also includes the District Coordination Committees, however, unlike the municipalities as such they have no executive power and the federal government has not allocated necessary budget to accomplish its activities. In many instances DCCs officials mentioned that they have no full-fledged authority to coordinate and monitor the activities of the municipalities and cannot intervene on their own capacity. For municipal planning activities also, there is no direct and functional link of the DCCs. According to the Constitution, the DCCs should function as per the provincial laws, however, provincial assemblies have yet to draft the laws relating to manage the DCCs. Despite these transitional status quo, in many districts DCCs have been organizing coordination meetings between the municipalities and AKCs/VHLSECs (particularly on request of district based agricultural institutions). Attendance of the municipalities in the DCC coordinated meetings has been found useful to build partnership and avoid duplication and miscommunication, albeit many municipalities have raised concerns about the unclear role and modality of the DCCs to coordinate them.

However, over the last couple of years some positive actions have been taken by the PMAMP to instrumentalize the mechanism of DCC for coordination meetings between the project and project implemented municipalities. Such meetings are held on bi-monthly basis and decisions are recorded to assess the progress. PMAMP has four components – Pocket, Block, Zone and Superzone development program. Super zone and zone programs are implemented by the Project Implementation Unit (PIU) in collaboration with the provincial government agencies local levels; Block development programs are implemented by the PIU in coordination with the district based agriculture and livestock offices and similarly, Pocket development programs are implemented in collaboration with the local level. For the implementation of the project, roles and responsibilities of federal, provincial and local levels and corresponding committees are clearly defined in the project implementation manual (PIM) of the Project. For the local level, District level Project Implementation Coordination and Monitoring Committee have been constituted under the chairpersonship of DCC Chair including the members from municipalities concerned and other relevant district based agencies of as per the PIM. Similarly, such mechanisms are established at the provincial and federal level. PMAMP is spread across all the districts with 75 Program Implementation Unit, however, not all the municipalities are covered with the Project. So, by realizing the fact to bring those out-of-project municipalities in the coordination meetings, TCF initiated the activity to include those municipalities in the PMAMP organized coordination meeting in coordination with the PMAMP central office, respective DCCs and municipalities. These districts include Dolakha, Ramechhap and Nuwakot. For other districts, it can be followed the similar suit. In order to manoeuvre the DCCs mechanism for coordination until the regulations are brought in place, MoALD and MoLMAC can arrange a formal process through MoFAGA.

3.5 Municipalities

3.5.1 Composition of the Municipality:

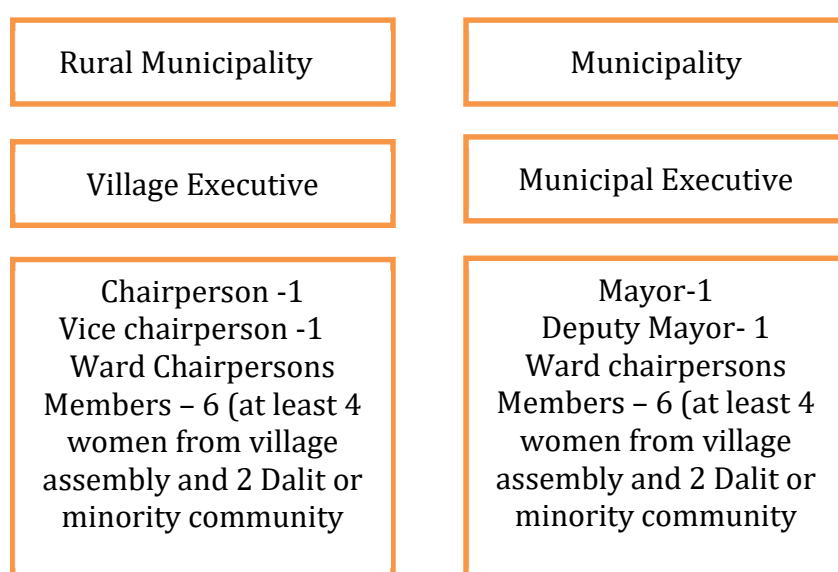
Part 17 of the Constitution, defines about the formation, governance and operational structures of the municipalities. There are four categories of municipalities: Metropolitan, sub-metropolitan, municipality and rural municipality. The newly established municipalities are overall larger in geographical size after the merger and adjustments of previous village development committees (VDCs). A major change in the structure of local governance under the new framework is the jurisdictions of the municipalities which are much larger in both area and population. Currently, there are 753 municipalities of which 460 are rural municipalities. The constitution devolves 22 exclusive and 15 concurrent powers and responsibilities to the local governments. Population size has been taken as the principal criteria for the categorization of the municipalities according to which a metropolitan municipality has the population size of 500,000 or more, Sub-metropolitan municipality has 200,000 and a Municipality has 10,000 or more. There are 6 metropolitan municipality, 11 sub-metropolitan municipality and 276 municipality See Table 1).

Table 1: Category of the municipality and their numbers

Category of municipality	Numbers	Population size
Metropolitan	6	500,000+;
Sub-metropolitan municipality	11	200,000+;
Municipality	276	10,000+;
Rural Municipality	460	
Total	753	

Although the organizational structure of the municipalities have been found varying having five to eleven divisions, agricultural development section belongs to the local economic development division of the municipality. For the first time in Nepal's political history, under the new Constitution, municipalities have been entrusted with the executive, legislative and judicial powers. Municipalities (rural or urban) are governed by a Municipal Executive headed by the mayor and chairperson of the urban municipality and rural municipality, respectively. The Municipal Executive consists of the deputy mayor/chair, ward chairpersons and five women members elected by the Municipal Assembly among themselves and three members from the Dalit or other minority communities (Fig. 1). As per the Article 218 of the Constitution, the executive of the municipalities shall formulate their regulations and distribute the portfolios to perform the operational tasks and duties.

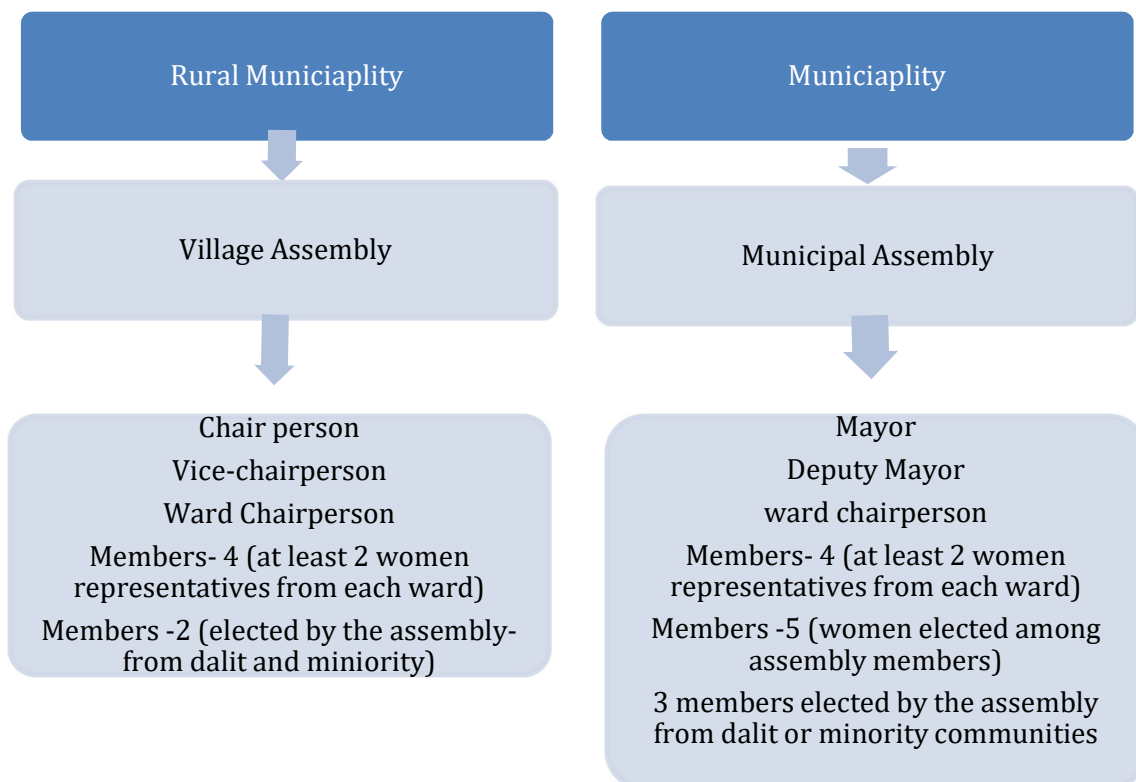
Figure 2: Structure of the municipality executive



Part 18 of the Constitution of Nepal stipulates that the Municipal Assembly holds all legislative powers of the municipality. It consists of the mayor/chair person, deputy mayor/deputy chair, ward chairpersons and four ward

members elected from each of the wards out of which at least two must be woman. One member of the Dalit elected to the Municipal Executive is also a member of the Assembly. Part 17 includes provisions for a Judicial Committee which is headed by the deputy mayor/deputy chairperson and consists of two other members elected by the Municipal Assembly. Schedule 8 and Schedule 9 of the Constitution deal with the concurrent and exclusive powers of the municipalities. The legislative/governance structure of the municipality is presented in Figure 2.

Figure 3 : Structure of the Municipal Assembly



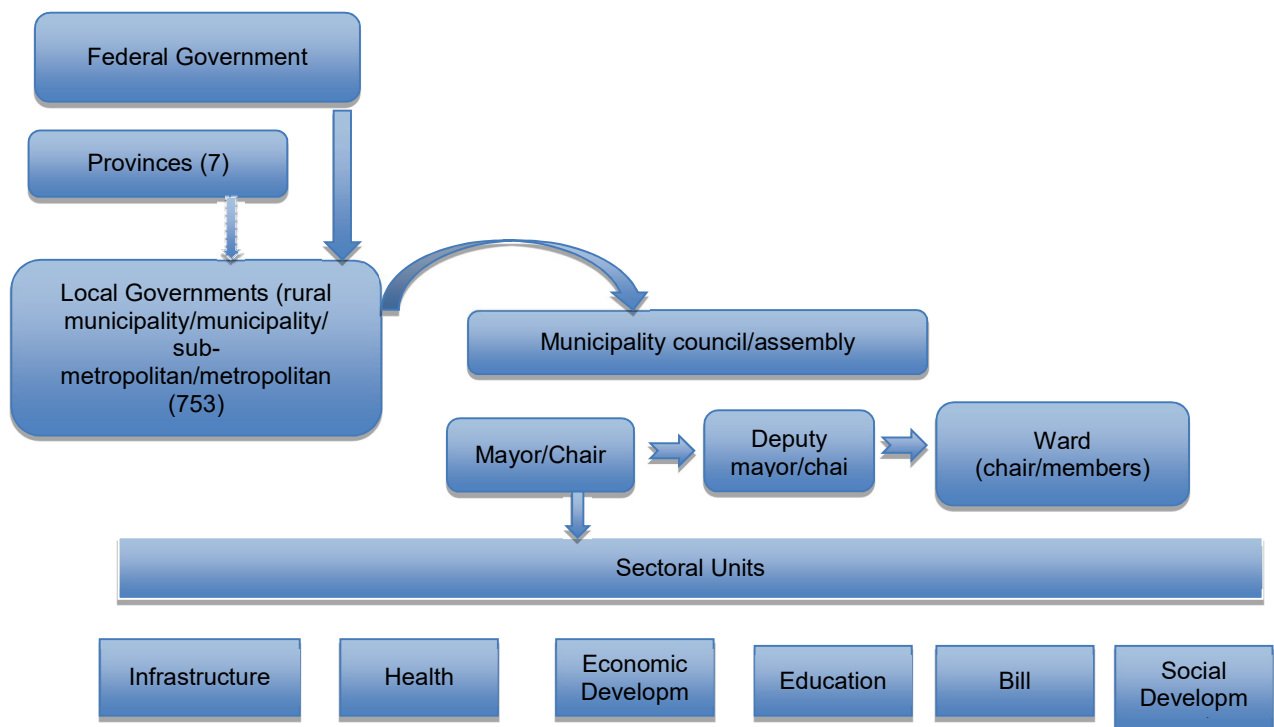
Local level governments are further divided into wards, which are represented by a ward chairperson and four ward members. Out of the four ward members two must be women and one of the two women must be a Dalit. All of the locally elected representatives comprise the Village or Municipality Assemblies, which have local legislative power. The local executive bodies share power through a division of work, particularly in nominating the conveners of the thematic committees.

3.5.2 Agriculture in the Municipality composition:

As per the regulation for the management of municipality administration, they can form various committees to facilitate the efficient flow of services in the municipality. The Thematic Committees at the local level are as follows (Fig. 3):

- Public Service and Capacity Development Committee
- Social Development Committee
- Infrastructure Development Committee
- Bill Committee
- Economic Development Committee
 - Agriculture development section
 - Livestock development section
 - Industry, cooperative and employment section
- Environment and Disaster Management Committee

Figure 4 : Thematic committees in the municipality



Agricultural and livestock development related activities generally fall under the purview of the Economic Development Committee which is headed by the deputy mayor/ vice chair of the municipality. However, the capacity of the elected officials who hold the important positions in the municipality level committees have been generally found weak to undertake the responsibilities for project development, planning, budgeting, monitoring and to enter and contest the policy related matters. Similarly, the present structure of the committees is less effective for the coordination functions within the municipality and beyond e.g. with provincial authorities.

Chapter 4: Analysis and Findings

4.1 Governance, Policies, Coordination and Partnership

In this chapter, we will discuss the rights that govern the operation of the municipalities and their application in preparing the policies, Acts, regulations and plans. As defined by the Constitution of Nepal 2015, municipalities have 22 exclusive and 15 concurrent rights to formulate their own policies, Acts, regulations and establish regulatory structures and other pertaining guidelines and directives. Since agriculture extension and management related activities fall under the exclusive rights of the municipalities, so in this study as what policies and Acts are formulated by the municipalities pertaining to agriculture is assessed. Coordination is another major area for the effective planning, implementation and facilitating judicious resource allocation of the agricultural activities. In this context how the municipalities are coordinating and establishing partnerships and alliances with other agencies concerned are also discussed. Similarly, in view of the CNA, their performance and gaps in the agriculture sector are analysed.

4.2 Governing Policies and Acts of the municipality:

Local governments are the closest administrative units that deliver public services to citizens in the current federal structure. Compared to local bodies in the previous unitary structure, the newly constituted municipalities have more constitutional rights. The Constitution of Nepal has in essence transformed the structure of the municipality from a “local entity to the point of a local government” having full-fledged responsibility for its management through complete restructuring process.

Governance of any entity generally refers to a system or a set of principles that regulates public affairs by applying approaches that are participatory, inclusive, responsive, and accountable. Proponents of the good governance agenda see it as a worthy goal and as a means through which to impact a variety of other outcomes, particularly economic growth and development (Gisselquist, 2012)⁷. Based on concrete policies and legal guidelines, it manages the societal, political, economic and administrative tasks of government.

Municipalities are governed by a host of policies, Acts and regulations for their day-to-day operation, to formulate local Acts, regulations, planning- medium term and long term planning, budgeting, and monitoring and evaluation (M&E). The following documents constitute as major guiding instruments defining the roles, responsibilities and duties of the municipalities. Furthermore, these provide the direction as how to plan, execute and monitor the plans, budget and other resources of the municipality.

Table 2: Policy, Acts and Regulations governing the municipalities

Policy, Acts, regulations	Issuing Authority
Local Government Operation Act, 2075	Federal Government
Inter-government Fiscal Management Act, 2075	Federal Government
National Natural Resources and Fiscal Commission Act, 2074	Federal Government
Province public service commission (Basis and standard determination) Act, 2075.	Federal Government
Fiscal procedures and Accountability Related Act 2076 आर्थिक कार्यविधि तथा वित्तीय उत्तरदायित्व सम्बन्धमा बनेको ऐन, २०७६	Federal Government
Employees Adjustment Act, 2075	Federal Government
TTIM Act, 2077	Federal Government
Provincial Public Service Commission Act, 2075	Federal Government
Local level planning preparation guideline 2075	National Planning Commission
Standard for the classification and distribution of projects and programs under the responsibility of Federal, Province and Local level -2076	National Planning Commission
Subject Specific Committee (Operation) Procedure, 2078	MoFAGA
Rural/Urban Profile Preparation (First Amendment) Procedure, 2078	MoFAGA
Internal control system preparation guideline 2078	MoFAGA

⁷Gisselquist, R.M. (2012), “Good Governance as a Concept, and Why This Matters for Development Policy”, Working Paper No. 2012/30, United Nations University, Helsinki.

Standard for the assessment of performance evaluation of the employees under contract and contract renewal 2078	MoFAGA
Youth involvement in local level planning procedure 2078 (sample)	MoFAGA
Local level fiscal governance risk assessment procedure 2077	MoFAGA

In addition to those mentioned above, the federal government (mainly through the MoFAGA) issues the necessary guidelines and directives to facilitate the local governance processes. It regularly provides sample laws and procedures to frame the policies, Acts, rules, regulations etc. This has been found to be enabling while the capacity of the municipalities is still considered to be low and various organizational structures are in their formative stages.

4.3 Local Government Institutional Self-Assessment (LISA):

MoFAGA has recently introduced the Local Level Institutional Self-evaluation Assessment (LISA) Procedure (2077) to self-measure the performance of the municipalities and assess their strength and weaknesses and ensure they have the capacity to carry-out constitutional mandates effectively. This Procedure has come into effect from FY 2077/78. The Procedure has clearly stipulated that the municipalities should complete the self-assessment by mid-January and publish the final assessment by the first week of Magh (the third week of January) every fiscal year and upload the same in their website. The LISA, as prescribed in the Section 2, covers 10 thematic areas with 100 indicators collectively:

1. Governance system
2. Organization and administration
3. Annual budget and planning management
4. Fiscal and financial management
5. Public services delivery
6. Judicial performance
7. Physical infrastructure
8. Social inclusion
9. Environmental protection and disaster management
10. Collaboration and coordination

Self-assessment is to be based on the facts and figures of the achievements of the previous fiscal year. The self-assessment should be approved by the municipality's executives and thus approved assessment should be made public within 7 days on the notice board of the municipality and similarly, a copy of the final assessment result should be shared with the district coordination committee (DCC), Office of the Chief Minister and Council of the Ministers (OCMCM) and Ministry of Federal Affairs and General Administration (MoFAGA). It allows the local governments to self-assess their work whether rights and responsibilities are adequately exercised, recognize the gaps so that they can address it for better service delivery and identify the areas for improvement. Most of the municipalities have already carried out their self assessment and published them on their website. However, it is not clear that as how the LISA indicators capture the performance of the sector specific activity, for instance agriculture. *Since LISA is still in the evolutionary phase in terms of its applicability, process and approach, it is important to include sector specific performance assessment indicators in each of the abovementioned themes which in the future provide objective information and directional input to pinpoint the areas for sectoral improvement.* The illustrated Ilam municipality in Box 1 has obtained 86% on average having as high as 100% in areas of financial management and judiciary function, to as low as 66.67% on partnership and coordination and environment conservation. Since this is an exercise carried out by the municipalities themselves, it is difficult to discern as to what extent they were value neutral and impartial to assign the score.

Box 1: LISA of Ilam municipality, an example

क्र.सं.	जम्मा पूर्णांक	जम्मा प्राप्तांक	विषय क्षेत्र	प्राप्त
१	५	५	भारतीय प्रबन्ध	१००
२	५	३	संगठन तथा प्रशासन	६०
३	११	९	वार्षिक बजेट तथा योजना व्यवस्थापन	८१
४	११	११	वित्तीय एवम् आर्थिक व्यवस्थापन	१००
५	१६	१५	सेवा प्रवाह	९३
६	३	३	न्यायिक कार्यव्यवस्थापन	१००
७	१३	११	नैतिक पूर्वाधार	८५
८	१०	६	सामाजिकसम्बन्धी कार्य	६०
९	५	५	पालतक संरक्षण तथा विपद् व्यवस्थापन	१००
१०	५	४	सहकार्य संयोजन	८०
१००	१००	८६	समग्र औसत	८६

4.4 Formulating and operationalising of local policies and legislations:

Municipalities require enabling legislation to become fully operational and provide every service as envisioned in the constitution. Legislation-making is an important right and duty of the local governments under the current federal system. The Constitution has accorded the municipalities with a significant new authority: the power to make local laws, Acts, regulations, directives, operational guidelines (Article 226.2). Accordingly, municipalities can legislate and administer executive power with 22 functions under their exclusive jurisdiction and further 15 functions with the concurrent jurisdiction of the Federal and provincial governments. Similarly they can make the laws for the concurrent rights as well, however these should not conflict with the federal level laws. Such laws shall be nullified if in conflict with the laws of the federal and provinces. As according to the composition of the municipality village assembly and municipal assembly at local level lie at the highest level with the mandate to endorse the bills, regulations and pass the policy and budget of the Municipalities.

Chapter 3 of the Local Government Operation Act 2074, Article 11 has defined the roles, responsibilities and rights of the municipalities as per the Annex 8 of the Constitution of Nepal. As per the sub-clause 2 (b) of the Article 11, municipalities shall have the rights and responsibilities to make the laws, regulations, and arrange regulatory mechanisms for cooperative, local services management which includes the operation and management of the employees, local level statistical and data management, local level programs and project management, coordination, facilitation and cooperation in the implementation of the programs and projects implemented by the federal and provincial level; local market management, environment conservation and bio-diversity; local level roads, rural roads, agriculture roads and irrigation and land ownership certificate distribution.

Regarding the agricultural sector, in sub-clause 2(NA), 13 different provisions have been made for the formulation of agriculture and livestock, agriculture produce management, animal health and cooperatives related policies, laws, standards, plan, monitoring and enforcement. Other provisions include market infrastructure development for agriculture and livestock, construction of small irrigation, technology dissemination, technical services, supply of agricultural inputs, and conduction of the farmers' capacity development, monitoring and regulation. Others include as: control of the pandemic and natural disasters control related to agriculture and livestock, veterinary services, bio-diversity conservation, genetic improvement, high value agriculture production and marketing, local grazing and pasture land development, regulation of the animal feed, livestock related data and information management, slaughterhouse management and livestock related insurance. Similarly, in sub clause (DA), agriculture extension, management and control has been made with 10 different provisions. These in summary include agriculture extension related policies, laws, standards, plan, execution, monitoring and regulation; projection of agriculture extension staff, management and operation; capacity development of the farmers, skills development, technical support and empowerment; supply and regulation of agricultural inputs, seeds, varieties; coordination, management and regulation among the farmers group, cooperatives and regulation; agriculture resource centre development and management; organic agriculture and fertilizer promotion, and publicity.

On the constitutional provisions regarding the rights and responsibilities of the three tier governments, Article 59 (1) of the Constitution states that all three levels can formulate laws, prepare an annual budget, take decisions, formulate plans and policies, and implement them in matters related to their financial powers within their respective jurisdiction. According to Article 59 (2) of the Constitution, for financial matters under the concurrent list, federal policies, standards, and laws can be made to be applicable to the provinces as well. According to Article 60 (3), the amount of fiscal transfer that a province or local unit receives is recommended by the National Natural Resources and Fiscal Commission (NNRFC). Article 59 (1) of the Constitution empowers the three levels of government to formulate and implement plans, policies, and programmes, and make their own annual budgets within their respective jurisdictions. Article 59 (3) requires sub-federal governments to adhere to federal laws regarding their budgetary processes.

Although a host of laws, regulations, and directives promulgated by the federal government are to facilitate the way towards effective implementation of executive, legislative and judicial functions and authorize the municipalities, there was a huge capacity gap and confusion among the elected representatives and civil servants regarding the formulation of necessary policies, laws and guidelines. Hence, it has been found that the preparation of local policies, legislations, Acts, by-laws and regulations occurring in a varying degree across the municipalities studied. Regarding agriculture related local policies and legislations; municipalities have been found preparing such policy instruments as according to their needs and requirements.

For instance, Table 3 provides an overview of the Policies, Acts, regulations, directives formulated by the municipalities in Province 1. Almost similar pattern has been observed in other provinces, too, except relatively some slow progress in the municipalities of Madhesh Pradesh. Agri-business Promotion Act and Cooperative Act are the most common policy and legislations prepared by the municipalities. However, their effectiveness to facilitate the development is not yet clear. There are only a few proactive municipalities which seem to be regularly showing the initiative to formulate policy documents while others are struggling.

Table 3: Policies, Acts, regulations, directives formulated by municipalities in Province 1

Municipality	Policies, Acts, regulations, directives
Hatuwagadhi	Cooperative Act, Agri-Business Promotion Act, Forest Act, Livestock services operation procedure, Agriculture development program operation procedure, digital village profile - periodic plan development (EOI published)
Ilam	Land Use Plan, Investment promotion policy, Cooperative Act, Agri-Business Promotion Act, O&M survey report
Suryodaya	Resource map, profile, Periodic Plan, Local road management Act, Internal Control system directives, Data Collection and management Act, cooperative Act, Agri-business Act, Production oriented Cooperatives Subsidy directives, Pesticides Control and management directives, Quality tea production standard procedure, Standards for agriculture and livestock group procedure, Enterprise development fund mobilization procedure, Improved cattle procurement procedure, Cooperatives integration procedure,
Kamal	Animal Feed industry operation through revolving fund directives, Agri-business promotion Act, Cooperative Act, Subsidized fertilizer distribution management directives, village profile
Miklajung	Agriculture Program Implementation Procedure, Agri-business promotion Act, Cooperative Act
PathariSanisshare	Artificial Insemination Implementation Procedure, Nursery management Procedure, Plastic tunnel distribution procedure, drip irrigation procedure,
Belaka,	Land Use Plan, Land Act, Capacity development plan, livestock and fisheries program implementation procedure, Partnership program operation and management procedure, goat resource centre operation and management procedure, agriculture program operation and management procedure, agri-business promotion Act, Cooperative Act, Gender Policy, Agriculture, Livestock and Tourism Strategy (2077-2082), Agriculture Act, forest and bio-diversity conservation Act,
Katari	Cereal and Vegetable seed production subsidy implementation procedure, Dairy business and chilling centre, sales outlet establishment procedure, Cattle Promotion Program operation procedure, Pig rearing Promotion Program implementation Procedure, Goat rearing program implementation procedure, Fisheries Production Pond construction Procedure, Infrastructure Maintenance Fund operation procedure, Environment and Bio-diversity conservation Act, Agriculture and Livestock Act, Public-Private Partnership Project Operation Directives, Cooperative Act, Agribusiness promotion Act
Pakhribas	Cooperative Act, Homestay Operation Procedure
Sahidbhumi	Agriculture Act, Land Act, Forest Act, Agri-business promotion Act, Cooperative Act, Potential agricultural crops- Avocado, Coffee, moringa
Siddhicharan	Agriculture development program implementation procedure, cooperative Act, Agribusiness Act, Market monitoring directive,
Fidim	Village Profile, Agriculture, livestock and fisheries program implementation procedure, Agri-business promotion procedure, Agri-business Promotion Act, Cooperative Act
Yanwarak	Agri-business promotion Act, Cooperative Act, Model Agro-entrepreneur Program Procedure, Model Rainbow Trout Farm operation procedure
Mahakulung	Cooperative Act, Agri-business promotion Bill, local poultry hatchery program implementation procedure, rainbow trout program implementation procedure, commercial livestock program implementation procedure, farmers group formation and operation procedure
Likhu Pike	Agri-business promotion Act, Local Market management Act, agri-business subsidy procedure, Data and records management Act, Public-private partnership Act,

DiktelRupakotMajhuwagadhi	Agri-business promotion Act, Cooperative Act, Market monitoring directives, municipality profile
Sakela	cooperative Act, agriculture and livestock development program procedure and directives
Ramdhuni	Capacity Development plan, profile, Agriculture and livestock promotion Act, Periodic Plan, Tourism Master Plan, Enterprise development strategic plan, GESI Policy,

Source: CNA survey and www.mofaga.gov.np

Despite the limited technical capacity of the municipality staff, some of the municipalities of Karnali Province have prepared the following Acts, procedures and directives, a bit disparate to other provinces, which are listed as follows:

- NGO Coordination Act, 2075
- Public Private Partnership Act, 2077
- Concessional Interest Subsidy Program for Farmers Cooperation Group guidelines, 2077
- Training management and conduction working procedure, 2076
- Establishment and operation of community agricultural extension service center Procedures, 2077
- Registration and operation of farmer cooperation groups Procedures, 2077

Some municipalities under this study, for instance: Belaka in Udayapur (Province 1) and Kohalpur in Banke district (Lumbini Province) have prepared their capacity development plan as per the “Capacity Development Plan Preparation Guideline” 2076. However, the capacity development plan, as it seems, that agriculture sector CD plan is weak in terms inadequate sector analysis (see. Ch.3 of the CD plan). Therefore, since it has just begun the process of preparing CD plan by hiring the consultants, it is imperative to have at least one member having agriculture/livestock and fisheries development planning background in the multidisciplinary team to ensure the concrete agricultural capacity development activities.

Furthermore, local governments will need to draft more than a hundred of Acts and regulations simply to unlock their executive functions. Each of these laws must be assessed for consistency with the Constitution and with other laws before they are effective. The Local Government Operation Act, 2017 (the ‘LGOA’) is the most important legislative piece required to institutionalize the new local governments. This Act specifies local government functions and powers and provides a basic structure for the working of municipal assemblies. In many Municipalities preparation of such Acts have been stalled owing to the lack of adequate capacity of the political representatives to deal with the legal matters and also owing to the lack of human resource with legal background and confidence.

So, while observing the sector policy making processes at the municipality level it generally demonstrates the fact that Nepal’s local development policymaking regime needs to strengthen their administrative capability, provision adequate and experienced human resources in place in order to make a transformative move for having essential policy documents.

4.5 MoFAGA’s role in municipality:

MoFAGA has a major responsibility to facilitate the development management, capacity development and service delivery of municipalities across the country. In addition, it has been supporting 77 DCCs for their coordination roles. The ministry provides support to the local level government, *inter alia*, to enact the Local Government Operation Act 2074, Inter-government Fiscal Management Act 2075, Federal, Provincial and Local Government (Coordination and Inter-relation) Management Act 2077 (FPLGM Act) and implementing various directives and orders as promulgated by the federal government. Furthermore, the ministry plays active role to facilitate the implementation of projects/programs funded by the development partners to forge alliances, coordinate between different line ministries, agencies and municipalities. One of the crucial mandates of the ministry is to support the municipalities in their capacity development processes and activities.

Conduction of local level economic survey:

Quite recently, MoFAGA has issued a mandatory note with a 9 page long format to the municipalities to prepare the Economic Survey Report for the current fiscal year, prior to the promulgation of municipalities’ annual

program and budget, as done in the federal level⁸. The report should be shared with the provincial ministry for economic affairs and planning and PPPC. This indicates the enactment of the FPLGM Act 2077 to establish better coordination among the three tiers of government. Regarding the agriculture sector the report should focus on a description of production figures, market centres, production related cooperatives and challenges of last fiscal year and status of the current fiscal year comprising the period until mid-April. Given the enormity of the subjects and issues to be written in the report in the similar manner to that of federal level Economic Survey, this begs the question whether the municipalities across the country have the capacity to do so. For this to materialize, a rigorous capacity development training and exercise may require for the municipality staff. Furthermore, it may require a large database to compare the progress and way forward. However, this can be an opportunity for the municipalities to drive for the establishment of a proper database and analysis system with which development planning and budgeting can benefit and evidence-based policy making processes.

Coordination and partnership building mechanism:

As a local government, municipalities have the rights to establish sectoral coordination mechanism within the municipal structure and build collaboration and partnership with other organizations. Implementing the planned activities is not always possible with the given resources and time of the municipalities alone. So, garnering the support from different agencies, private sector, I/NGOs and other stakeholders by establishing the coordination mechanism system is essential. Other local and external institutions such as other line ministries and departments, DP funded projects, I/NGOs, different commodity associations, cooperatives, private companies, farmers' institutions and enterprises can play a very important role to provide complementary services to promote the agricultural development. Although, it has been observed that sector-wise coordination mechanism in many of the municipalities have not been established yet, it has been found that the subject matter specific meetings are held when deemed necessary and also sector specific discussions are held during the regular staff meetings. INGOs have been found working in many municipalities in agriculture sector by taking permission from the federal government, and with local level permission for the NGOs, detail profiles and records of such organizations are rarely kept hence leading to duplication of the activities.

Article 232 of the constitution says that the relationship between federal, provincial and local government bodies should be based on the principles of cooperation, coexistence and coordination. In order to build better coordination and communication among the three tiers of government, Federal, Provincial and Local Level Coordination and Inter-relationship Management Act 2077 has been enacted which lays sufficient grounds for coordination between the governments at each level. The District Coordination Committee (DCC) has been assigned to establish coordination mechanism for the municipalities and other agencies working in the district. In many districts DCCs conduct coordination meetings, mostly on request of the municipalities or other agencies working in the district. However, a permanent coordination mechanism has yet to take place in the DCCs to conduct coordination meetings on a regular basis. Part of the reasons for the coordination failure can be attributed to the delayed enactment of Federal, Provincial and Local Level Coordination and Inter-relationship Management Act, subsequent guidelines and directives and required budgetary provisions to operate such mechanisms.

The federal and provincial governments have been trying to have their separate influence at the local level. With the intergovernmental coordination getting weak, dissatisfaction is rising at the local level.

- Chair, Jugal Rural Municipality/Chair Federation Nepal Rural Municipality Association

In the section below, the status of the coordination mechanism, collaboration and partnership with other organizations are discussed.

Province 1:

Of the studied municipalities, only in four municipalities (Hathuwagadhi, Dhankuta, Mikalajung and Kamal) there is a coordination committee at the political and administrative level. As such there are no agriculture related coordination committee formed in the municipalities. However, after the participation in the orientation workshop conducted for the municipalities' officials by EU TCF to ADS on rolling out the ADS strong realization for the

⁸ Ministry of Finance publishes the Economic Survey report every year before the announcement of the federal government's policies, programs and budget.

establishment of some form of coordination mechanism has been expressed for municipalities have to deal with various sector specific agencies in future than ever before. Furthermore, TCF had emphasized to have a strong coordination mechanism in the municipality level during the agriculture development planning training for the technicians of the municipalities. The full-fledged result of this training is yet to see; however, preliminary observations and reactions from the municipalities have indicated the initiation to constitute the coordination mechanism in the municipalities.

Madhesh Province:

In Madhesh Province there are 136 municipalities in total. The municipalities include one metropolitan city, three sub-metropolitan cities, and 73 municipalities and 59 rural municipalities in the province. The number of wards range from 9 to 11. Of the surveyed municipalities in five municipalities coordination committees are established. In Janaknandini rural municipality coordination committee has been established as specified by village assembly and committee meets as and when needed. In Mithilabihari municipality the coordination committee has been formed and it meets regularly on every 5th day of Nepali month. In Shahidnagar municipality all the members of executive committee are the members of coordination committee. The committee meets as and when needed rather than on regular basis. Regarding the presence of NGOs, there are few NGOs active in the agriculture and livestock activities for example in Hanspurand Malangawa municipality one NGO is working for supporting buffalo rearing, wheat seed multiplication and vegetable seed kit distribution. There is no partnership with private sectors and no other development partners have been found except livestock mega project in Dhanushadham municipality. The cooperation and coordination with provincial government and other sectors (NGOs, privates) is very rare.

Almost all selected municipalities coordinate the program and activities of agriculture and livestock section within the municipalities regularly by arranging discussion and interaction program with agricultural technicians where they discuss about the status of program implementation, problems in program implementation and their solutions. In addition, the municipalities have no formal cooperation and coordination with MoLMAC, AKCs, VHLESCs and development projects under different arrangements, e.g. PMAMP, NLISP regarding program planning and implementation. In most of the districts, AKC, VHLSEC and PMAMP have taken proactive role to invite the municipalities agriculture and livestock technician in their monthly/bimonthly or relevant meetings by sending request letters. Allowing the permission to technicians to participate in such meetings lies on the discretion of the chief administrative officer of the municipality. In most cases, municipality level technicians have very low turnout in the district level meetings with erratic responses for the participation. Despite these facts, municipality level technicians frequently take advice from the district based agriculture and livestock offices on various technical matters.

Bagamati Province:

Coordination mechanisms have not been established except in Namobuddha municipality in which Agriculture and Livestock Committee has been formulated and in Rapti municipality it is in process. It has been observed that there are no formal coordination mechanisms to link with federal and provincial institutions for agricultural development activities.

The situation of coordination between municipalities and district based institutions is almost the same as in the Madhesh province. However, in this province some of the DCCs (Dolakha, Ramechhap, Nuwakot, Sindhupalchok, and Kavre) have established the coordination mechanism for the PMAMP activities and Municipalities. Alongside PMAMP's program specific discussions, municipalities avail the opportunity to discuss and coordinate their activities with the district based institutions. In the 18 municipalities (out of 20) there is the presence of NGOs/INGOs for the development of agriculture and livestock sector. However, these organizations are rarely coordinated for the planning and sharing of the knowledge.

Gandaki:

The mechanism for cooperation and coordination among the stakeholders appears to be still lacking in most of the municipalities surveyed. Some of the municipalities have realized to have a regular interaction among the stakeholders working for the agricultural development. Recently, municipalities have taken initiative to form a regular institutional framework for coordination as there appears NGOs, private sectors, government institutions and research centres approaching the municipalities for collaboration of agricultural activities. In doing so, some of the municipalities in Tanahun, Kaski, Gorkha Lamjung have begun to include the regular program for coordination with budgetary provision. However, little coordination among the agriculture based institutions in majority of the municipalities have been expressed.

At the provincial level, on request of the EU TCF to ADS a mechanism for inter-ministerial coordination has been started recently and ministry leadership has recognized the importance of it for having interfaces between different agencies and stakeholders working for agriculture directly or indirectly. This mechanism has been proposed mainly to roll out the ADS and to make coordination more reliable and a permanent institution for provincial ADS implementation. Coordination mechanism will take a new shape after formalizing it with regular budget and program.

Lumbini:

On requests placed for coordination and collaboration from different agencies, MoLMAC and its subsidiary institutions including AKCs and VHLSECs have supported municipalities and other stakeholders for the implementation of agricultural and livestock programs. Normally, in the districts bi-monthly coordination meetings are held with the municipalities, attendance of the municipality staff is improving with the involvement of the CAOs and sometime elected representatives. Moreover, other alternatives practices to coordinate with them have been done through phone, email, and personal visit. Meeting with NGO/INGO is held on the 7th day of every month. AKC and VHLSECs have technical partnership with the private sector, cooperatives and I/NGOs. Some of the municipalities have begun to invite the district based institutions for technical advice on agricultural matters. Similarly, loose network and collaboration has been observed between municipalities and AKC/VHLSEC for planning. This could be the impact of TCF led orientation program for ADS which encouraged the municipalities for having engaged relation with other agencies. AKC and VHLSEC coordinate with municipalities for planning and implementation of various training programs, seminars and workshops. During such events they discuss about plans, goals, milestones and future targets. While conducting the training at the municipalities AKC/VHLSEC are invited as resource persons/agencies.

However, in order to sustain these practices, a formal coordination system mechanism is warranted to have at each level of government and institutions with embedded regular program and budget.

Karnali:

This province is believed to have the higher proportion of the presence of I/NGOs and they have livelihood improvement, nutrition, income generation activities mainly based on agriculture and livestock. NGOs are well coordinated with the municipalities for their work and in most cases they are found to have good working relationship with the local government. However, still in formulating the agricultural programs of the municipality, NGOs are left and they have limited involvement in the planning processes. At the provincial level, MoLMAC has already prepared the list of the institutions working for agriculture development and related tasks. Similarly, regular coordination meetings have occurred over the years. In addition to this, MoLMAC organizes the interaction programs between these institutions before the commencement of planning and budgeting cycle.

Sudur Paschim:

Various development partners and agencies are working in Sudur Paschim Province for agriculture and livestock promotion. Some of these include, KISAN II, and GIZ skill up program. There is however, little coordination and linkage with the municipalities for program implementation and almost program reporting system is non-existent. In addition, there is no formal coordination and linkage with the government institutions (MoLMAC, AKCs, VHLSECs) regarding program planning and execution. In recent days, PMAMP through DCC has initiated organizing monthly coordination meetings between stakeholders and as such PMAMP implemented municipalities are invited in the coordination meeting. This has provided a common platform to discuss the agricultural activities, their plans, issues and challenges and possible solutions. This action has been recognized fruitful to mainstream all the agencies working in agriculture through coordinated mechanism. With the initiation of TCF, some 5 municipalities have planned to establish the agriculture coordination mechanism within the agriculture/livestock section. However, its regularity depends on the political commitment and provision of regular budget.

4.6 Communication, Website, Face book pages:

One of the interesting finding is that all the municipalities across the country have their own websites and some have opened Face book pages to inform the general public. The municipality office and all the ward offices have access to broadband internet. The municipality offices have been found offering free internet access to the public. This has been found very useful to get access to the information and get acquainted with the activities of the municipalities in their governance system. Municipality Websites across the country have a common format(perhaps as prescribed by the MoFAGA) which generally include the wide ranges of information about annual program and budget, reports (annual report, trimester report, audit, social audit, public audit, public

hearing and monitoring), policies, laws, regulations, public notices and information, public procurement and tender notices, e-governance services and contact information. It has been found that some of the municipalities have added new items in their websites as according to their need to serve the public with municipality specific services and information. Uploading of the information and updating of the information/publications have been found varying across the municipalities and information on some subjects, e.g. reports are found not uploaded. However, a feedback system has been set up for the visitors with which municipalities may receive useful suggestions.

Although, some of the municipalities across all seven provinces have recognized the use of ICTs for the promotion of agricultural activities and also have included in their annual plans to introduce it, this area has largely been found undeveloped. Regarding the use of ICTs for agriculture such as for agro advisory services, market and resource information, Kisan Call Centers, Agriculture Atlas of Nepal, Land Usage Monitoring and Analysis, land use zoning maps based on soil quality and crop suitability, online seedling order system, etc. are not set up at the municipality website. Most of the municipalities persistently grapple with the inconsistent power supply thus hindering the access to websites although many of them have back-up systems installed. Since ICTs application is largely written in English, so language barrier has been found one of the constraining for its application and uses.

4.2 Municipality Level Planning, Monitoring and Evaluation (M&E)

4.2.1 Policy provisions for local level annual, periodic and strategic planning:

As discussed in the previous chapter, local level governments are guided by the Local Government Operation Act which provides them with the authority to prepare annual, periodic and strategic plans and implement them accordingly. Furthermore, as guided by the Act, National Planning Commission (NPC) has prepared a comprehensive common local level planning guideline to help formulate the annual, periodic and long term strategic plan. In addition to preparing annual policies and plans, municipalities should have to prepare their periodic and strategic plans. Periodic plan preparation process should have to follow series of feedback and consultations including the submission of draft to the MoFAGA and PPPC for their input and check its synchronization with the national and provincial goals, objectives, strategy and priorities (NPC, 2078:38). By adopting the bottom-up/participatory approaches, municipalities can endorse such plans at the municipality executive. For its execution, this should be distributed among the divisions within municipality, ward offices, supporting agencies, NGOs and other local level institutions. The approved periodic plans are executed through the annual budget and programs, for this a medium term expenditure framework should also have to be prepared. Similarly, municipalities can prepare project bank by conducting feasibility studies and establishing databank about the potential investment projects including agriculture. In the section below, planning and budgetary process and practices adopted by the municipalities and current state of affairs are discussed.

4.2.2 Planning and budgetary processes, practices and achievements in municipality:

Annual Plan:

As per the Local Government Operation Act, 2017 (2074 BS) (section 24 (1)) municipalities need to prepare and implement annual, periodic, strategic and long-term development plans. Each plan should be in line with the policies, targets, objectives, time frame and processes prescribed by the federal and provincial governments integrating crosscutting issues, such as good governance, child-friendliness, climate change adaptation, disaster management, gender equality and social inclusion. Since the plans prepared by each tiers of government are inter-related, local levels must have to refer the national and respective provinces' plan while preparing their periodic plans. In order to complete the planning process, the federal government ensures a strict timeline at each step comprised of different activities.

Chapter six of the Local Government Operation Act–2074 has described about the annual planning process and implementation mechanism. In order to make the inclusive planning processes municipalities must have to involve the local intellectuals, subject specialists, experienced persons, marginalized and endangered communities, women, youths, minority, senior citizens and other related stakeholders in planning and implementation of program/activities. They must have to prepare action plan and corresponding budget with monitoring and evaluation plan. Local levels should formulate their plans by identifying the local level potentials, specificities, and opportunities for prioritization. In this regard, National Planning Commission has prepared a seven step annual planning processes (seven steps less than in the previous governance mechanism) which describes the procedures as what and how it needs to be carried out in each step. These steps are presented in Table 4. In general, it takes about 5.5 months to complete the planning processes in the municipalities.

Table 4: Seven Step Planning process in local level planning

Steps	Action	Timeline
Step 1	Pre-planning for the budget – submit income and expenditure projection at the federal government Obtain budget ceiling from the federal and province	By the end of Poush (mid-January) By the end of Chaitra (mid April)
Step 2	Local level estimation of sources and budget ceiling determination	By 10th Baisakh (Mid-May)
Step 3	Plans and activities selection at the cluster and tole level	By the end of Baisakh (Mid April–mid May)
Step 4	Selection and prioritization of plan at ward level	By 15th Jesth (Mid May – end May)

Step 5	Preparation of budget and programs	By 5th Asar (Mid May – 3rd week of June)
Step 6	Approval of the budget and plans by municipal executive	By 10th Asar (Within 25th June)
Step 7	Approval by the village or municipality assembly	By the end of Asar (4th week of June)

Although some variations in organizational structure and number of divisions and sections of the municipalities have been observed, most commonly there are six functional divisions under the leadership of class II gazetted chief administrative officer (CAO). Planning and M&E section functions under the portfolio of Administration, Planning and M&E Division headed by a section officer and subsequent units are staffed by junior officer/s. In order to bring the annual policy and budget, a committee under the chair of deputy mayor is constituted as follows:

- Coordinator: Deputy mayor/vice chair
- Member: Members of the executive committee of the thematic areas
- Member: Chief administrative officer
- Member Secretary: Planning division/department/section chief

Chairs, vice chairs, executive board members, ward committees, council members, and technical staff are all involved through the deliberative process in plan formulation. Based on the experience of the last three years across a range of municipalities and from the key observations from this study, we find that the seven steps planning processes are followed, *de jure*, however, while examining the qualitative aspect of the process, several flaws have been observed and reported. One of the major flaws is the disregard of the meaningful inclusion of the people from different walks of life as prescribed in the guideline. And, in many instances planning processes is largely dominated by the political representatives and individualistic interest supersede over the observed and felt need". Firstly, this can partly be due to the lack of change management at structural level with the "business as usual" approach carried over from the non-federal political legacy. Secondly, less accustomed to the spirit of devolved governance system where elected officials are not sufficiently oriented and trained about the principles of planning and development. Also, most often prioritization of the activities is not based on the evidence and consensus is rarely visualized and reflected in the planning. This further suggests that the capacity of the municipality leadership is moderate or weak in formulating inclusive plans and implementing them and civil servants are relatively unskilled or unwilling to challenge the political apathy in evidence based planning. So, having planning guidelines and enabling legislations alone may not be sufficient to prepare the plan and hence achieve the desired results, until the capacity of local government – both elected representatives and staff- is enhanced to the extent to understand and analyse the problems and identify the solutions. Apart from the 7-step planning process, there are few key guiding principles to be taken into account for the preparation of plan (see box 2).

Box 2: Guiding principles for the preparation of plan:

- Direct contribution to economic development and poverty reduction
- Production oriented and quick return potential
- Employment generation and increasing the life standard
- Partnership and investment potential by local people
- Volunteer mobilization and cost effective
- Maximum use of local resources and skill
- Gender and social inclusion
- Sustainable development and environmental protection
- Promotion of local culture, language and heritage
- Others as deemed necessary

Due to the mandatory provisions of local governance Act, over the years women's participation in overall policy making and planning processes has increased and this practice has provided a new dimension of gender mainstreaming in all developmental activities in the municipalities. Similarly, climate sensitivity has been found adopted in the overall planning processes of the municipalities.

In this study, it has been observed that agriculture and livestock sectors relatively receive less priority over the other sectors in planning and budgeting. This fact has been further supported by a study carried out by The Asia Foundation, the study finds that lack of infrastructure identified as the biggest problem in local areas. In

particular, in the same categories, respondents to that survey identified local problems and challenges as follows: roads (49.2%), drinking water (26.6%), difficulty in finding work/making a living (16.3%), lack of electricity (12.5%), access to affordable healthcare (7.4%), and poor education access (6.3%) with no mentioning of the problems of agriculture (The Asia Foundation, 2018).

Observations indicate the fact that with the introduction of the federal system, municipalities have been able to implement various agriculture and livestock activities at a larger scale than ever before with greater power and autonomy. As common agricultural activities planned by the most of the municipalities include the production and productivity increase of agronomical crops and its related program, organic farming, plant protection, fruit cultivation promotion, irrigation, farmers capacity development, roof top farming, mechanization, modernization, Dalit, ultra-poor and single women special program, seed distribution in subsidy (cereals, fruit sapling vegetable seed, machinery, vegetable farming, potato and ginger seed, mushroom spawn), kitchen gardening, soil testing campaign and pocket development of potential crops. Likewise, the programs of livestock unit are animal breeding, vaccine, forage seed distribution, cattle shed improvement, animal health campaign, farmers' capacity building, livestock nutrition, fingerlings distribution and fish pond maintenance, distribution of chaff cutter, improved breed of buffalo and goat, poultry and buffalo farming training, goat farming for youth, purchase of medicine, dipping and drenching, AI, sample collection and lab test, promotion program of cattle, buffalo and goat etc.

Moreover, there are still key gaps in the structure and planning capacities of the municipality to effectively and efficiently manage the resources to achieve the intended results. Federalization was enacted with very broader frameworks for governance, regulatory mechanisms, however, the knowledge, skills and acquaintance have not been able to coexist thus creating some vacuum and shock particularly at the municipality level. Major gap lies in the proper structure for the planning and budgeting, trained staffing, coordination mechanism and other regulatory frameworks. In order to mitigate this gap in planning, it is quintessential for the municipalities (particularly rural municipalities) to conduct interaction, discussion, training, seminar and exposure visit from time to time to the employees involved in the planning processes.

4.2.3 Preparation of periodic plan:

It has been found that some progressive municipalities across all provinces have started the preparation of periodic plan with a vision to promote agriculture and livestock sector in their municipality, for instance Kharpunath rural municipality of Humla, Belaka of Udayapur, Benighat Rorang of Dhading. These periodic plans have prioritized self-reliance (in vegetable, milk, meat, cereals), utilization of barren land, priority for commercial farmers in subsidy, increase production and productivity of crops and livestock for nutrition and food security, agriculture led SMEs promotion, farmers incentives, insurance, assurance of inputs availability, provision of irrigation, identifying the potential pockets, land consolidation, biodiversity conservation, conservation of indigenous crops and organic farming.

In the section below, province wise observations on planning practices and achievements are summarized.

Province 1

All Municipalities have planning unit responsible for annual planning, reviewing and reporting. References are made with the national, provincial and other sectoral plans while preparing the annual plan. Furthermore, expert advices are solicited in most of the municipalities. In all Municipalities, the program planning is carried out under the chairmanship of Deputy Mayor/Vice-chairman with some other team members. This team is responsible for monitoring of program activities. Two municipalities of the province have already prepared their periodic plan namely: Suryodaya and Hathuwagadi. Similarly, some 4 municipalities have prepared revenue improvement plan, one has prepared capacity development plan and most of the municipalities have GESI plan. While preparing different kinds of plans, reference has been made to the ADS, however, how much alignments are made with the ADS activities is not clear.

Madhesh Province

All Municipalities have planning unit responsible for annual planning, reviewing and reporting. In all the municipalities, the annual planning is prepared as per the guideline prepared by NPC. Major concerns raised during this study include:

- So far as the reference to ADS in municipality is concerned, only six municipalities among the selected municipalities said that they were aware of ADS so they think that their programs are aligned with ADS.
- Inclusive and deliberative development planning processes has been found to be very poor in most of the municipalities. Farmer's views are less appreciated and incorporated. Very little discussion are held

- particularly for agriculture sector budget allocation
- Lack of knowledge about new and modern techniques and systems
- Population parameter is less concerned during the planning
- Good and effective programs are not selected from wards
- All the priority activities cannot be included in the annual plan due to the capping of the budget
- Extensive politicization in selection process of programs.
- Infrastructures and construction get higher priority over the agriculture

Bagmati Province:

All the municipalities have planning unit responsible for planning, reviewing and reporting. The agriculture development program mainly includes vegetable production, crop production, group formation and strengthening, plant protection, trainings and insurance activities while the livestock programs are mostly focused towards animal care and vaccination, forage development, etc. The planning process follows the regular pattern as per the guideline. Most of the municipalities in this province have given priority to the wards for the selection of the need based agricultural activities. The responsibility of technical units (agriculture/livestock) is to collect the need of the communities and develop it into program for submission to the executive body. In all Municipalities, the program monitoring is carried out under the chairmanship of Deputy Mayor/Vice-chairman with some team members. This team is responsible for monitoring of program activities. No formal approach with proper recording and follow up is done in the monitoring but with ad-hoc methodology and supervision. In this province, 19 municipalities have prepared their periodic plan, 34 municipalities have prepared revenue improvement action plan (RIAP) 8 have prepared capacity development plan. Furthermore, Dhulikhel municipality has prepared an integrated urban development plan and six municipalities have prepared Green Municipal Development Plan. While preparing different kinds of plans, reference has been made to the ADS, however, how much alignments are done with the activities to that of ADS is not clear.

Gandaki

All the municipalities have planning unit responsible for planning. While preparing the annual plans some municipalities (e.g. Mangala, Myagde, Devchuli, Dordi,) but others did not mention about the involvement of district based agencies in planning. According to the sources of PLGSP, in this province none of the municipalities have drawn their CD plan, however, 25 municipalities have got their periodic plan. Most of the municipalities have incorporated GESI and climate change related considerations in their annual plan. Prioritization of the activities is done through ward level consultations and farmers consultation. While preparing different kinds of plans, reference has been made to the ADS, however, to what extent the alignments are made with the activities of the ADS is not clear. Apart from routine plans, Palungtar municipality has prepared a Green Municipal Plan.

Lumbini

All the municipalities have planning unit operated under the administrative division headed by an officer level staff. The planning unit staffs are junior officers whose role is mainly to administratively facilitate in the process of planning and monitoring rather than solely preparing the plans. The first step in the development of the agricultural sector is the formulation of agricultural policies and plans. In this respect, some 22 municipalities have prepared their CD plan and 12 municipalities have prepared periodic plan. All municipalities follow bottom up planning approach.

The municipalities in this province have a focus on food and nutrition security, and self sufficiency in livestock products (egg, milk and meat). In the annual planning exercise municipalities have taken ADS into consideration and as such have taken the activities from it in the municipality's annual plan. The agriculture and livestock technical staffs are not competent in program planning and accommodate the changed governance context. They are also unable to assess and analyse potentialities of commercialization of crops and livestock. Most of the agriculture/livestock section of the municipalities had faced the deficit of agricultural planning guideline; which however was provided by the TCF during its training on agriculture development planning for the municipality level agriculture and livestock staff. Some of the critical challenges faced by the agriculture technician are: 1) to influence the political leadership and chief administrative officer on agriculture with definitive and evidence-backed need based planning; 2) adjusting the program to meet the expectations of the beneficiaries/farmers with the given ceiling of the budget for allocated for agriculture; and, 3) other technical stuff that are relevant for planning purposes e.g. GIS mapping, PRA, value chain identification etc.

Karnali

Institutional structures and procedures for the planning are as same as in the other provinces. So far, as per the reports of the PLGSP, some 5 municipalities have prepared their CD plan and none of the municipalities

have prepared periodic plan. Narayan municipality has prepared Integrated Urban Development Plan. Major problem of the province is inadequate numbers of agriculture staff deployment in the municipalities which critically hinders the services delivery and planning of agricultural development activities. Since Karnali province has stated objective to make the province “organic”; so the municipality plans are framed in the similar vein. The agriculture development program are mostly geared towards fruit development, condiments promotion, nursery establishment and management and plant protection, while the livestock programs are mostly focused towards animal care and vaccination, forage development and improvement in small ruminant production system. A very low degree of planning knowledge of the local level staff have been expressed; however upon receiving the ADP training conducted by TCF, some of the skills deficit has been filled to a great extent.

Sudur Paschim:

Institutional structures and procedures for planning are similar to in other provinces; but the planning structures in most of the municipalities are found in a quite basic and primitive state without much knowledge, skills and database for the planning. In the mountain districts municipalities planning unit has not been set up as yet. Of the targeted 18 municipalities for CD plan, so far 7 have been completed with the support of PLGSP and seven periodic plans are completed out of the targeted 10. The planning follows all the standards of the procedure; however, political influence retards the process of participation by all walks of the life of the community. The development program are selected at the ward level, based on the need and demand of the farmers, these requirements are submitted to the municipality executive body, where all proposals are prioritized within and between the wards and once approved are included in the annual plan and budget. The responsibility of technical units (agriculture/livestock) is to collect the need of the communities and develop it in to program for submission to the executive body. The technical staffs are not well qualified in program planning and hence require trainings on program planning and proposal writing. Similarly, they are not well qualified to identify the potentialities of the area/crops/livestock. For the implementation of the activities, new interventions methods are rarely identified. Hence, the whole development planning process sounds routine and ritual.

The agriculture development program mainly focus on fruit development, honey bee promotion and honey production, fresh vegetable and ginger production, orchard management and prevention of citrus decline, while the livestock programs are mostly focused on animal care and vaccination, forage development and improvement in goat production system.

There is a monitoring unit under the leadership of vice chairmen and supported by two officials and three ward members. This team is responsible for regular monitoring of program activities. No formal approach with proper recording and follow up is done in the monitoring and ad-hoc methodology and supervision is carried out.

4.3 Human Resources

4.3.1 Human resources in the municipalities

With the changes of country's political governance system, massive changes have taken place in the institutional structures of the government entities and apparatuses. This unprecedented change mainly impacted on the distribution of human resources across the country and particularly the agriculture sector is hard hit. While the process of integration of civil service employees yet to be completed, all the local levels studied were facing the shortage of staff to a varying degree. The shortage of technical staff in agriculture section has been experienced more acute than for the administrative sections. This change has further exacerbated the service delivery operational modalities. Adjustments and recruitment processes of the civil servants at the provincial level are yet to be completed. Similarly, restructuring of the civil service and adjustment of civil servants to the local governments has yet to complete. This kind of prolonged transition for the deployment of the required number of human resources has been severely experienced in the agriculture sector.

The allocated human resources for agriculture and livestock sector have been found largely inadequate to serve the farm households in most of the municipalities. There is a huge discrepancy between the approved and currently serving technical personnel positions at the local level. It has been found that the around 60% municipalities have hired the frontline extension technicians on annual contractual basis allocating the budget for human resource. The newly hired technicians are not very efficient and experienced, municipalities have not planned to enhance their capacity development activities such as advanced/refresher training, exposure visits, etc. on a regular basis. Due to very limited experience of the field activities, their effectiveness in the service delivery has been reported rather low. Also, there is a high turnover of the agriculture staff due to the uncertainty of extending the contract and low remunerative packages.

Frequent transfers of key officials, mainly chief administrative officers, have affected the smooth functioning of the day to day activities. This issue is even more acute in the mid-hill and high hill municipalities. Reasons for transfers of CAOs are often mentioned as conflict with elected representatives. The role of CAOs is crucial in managing the municipalities both administratively as well as for the implementation of planned activities.

If a criteria of serving about 500 households by one technician is applied as a measure for modest service delivery, of the 134 municipalities surveyed across all provinces, more than 80% Municipalities will have severe human resources deficit. Amongst the provinces, Province 2 appears to be the most severely inadequate for agriculture/livestock technician with an average of 2230 households to be covered by one technician followed by Karnali and Lumbini provinces. However, an interesting fact is that where the municipalities are vibrant in agri-businesses, well connected with market centres and more demanding farmers are, municipalities have responded the need by hiring the technician with higher qualification from their own resources. The allocation of human resource in the municipalities does not show any specific trend in terms of number, positions, temporary or permanent appointment. In some municipalities, they have hired higher number of technicians from their own sources or through OVOT scheme on annual contract basis, so this sort of situation makes analysis of the HR situation difficult. Also, it has been observed that the approved positions for agriculture extension are four across the all municipalities irrespective of their household size or business activities; whereas the approved positions for livestock varies. The reason for this distinction is not clear at the moment. In the following section, province wise observations of the current human resource situation in the municipalities are provided.

Province 1:

Of the total approved 56 positions for agriculture and 86 for livestock in 14 municipalities, some 39.3% and 52.3% positions are vacant for agriculture and livestock services respectively. Per technician households coverage ranges from 389 households in Sakela to more than 3600 households in Fidim.

Table 5: HR situation of Province 1

Municipality	Households	Agriculture			Livestock			Total staff working	Coverage
		Approved	Filled	Vacant	Approved	Filled	Vacant		
Sakela	2335	4	3	2	5	3	2	6	389
Yangawarak	3096	4	4	0	5	4	1	8	387
Diktel	10050	4	4	0	6	6	0	10	1005
Siddhicharan	6994	4	2	2	8	3	5	5	1399

Municipality	Households	Agriculture			Livestock			Total staff working	Coverage
		Approved	Filled	Vacant	Approved	Filled	Vacant		
Phidim	10994	4	1	3	8	2	6	3	3665
Pakhribas	4398	4	3	1	8	2	6	5	880
Sahidbhumi	3876	4	2	2	5	2	3	4	969
Mahakulung	3225	4	2	2	5	2	3	4	806
Miklajung	6417	4	2	2	8	2	6	4	1604
Pathari	13956	4	3	1	6	4	2	7	1994
Hatuwagadi	4,579	4	2	2	5	1	4	3	1526
Ilam	4,732	4	2	2	6	4	2	6	789
Belaka	8,930	4	3	1	6	4	2	7	1276
Kamal	10256	4	2	2	5	2	3	4	2564
Total	93838	56	35	22	86	41	45	76	
%			62.5%	39.3%		47.7%	52.3%	53.5%	

Province 2:

There are 76 approved posts for agriculture and 120 for livestock in the selected municipalities. The percentage of fulfilled posts is only 47% of the total approved posts. The coverage of households by agriculture and livestock technician in these terai municipalities range as low as 403 per household to as high as 6547 households in Birganj metropolis (perhaps an outlier being a metropolis as very limited households are engaged in agricultural activities).

Table 6 : HR Situation of Madhesh Province

Municipality	Households	Agriculture			Livestock			Total staffs working	Coverage (Technician/HH)
		Approved	Filled	Vacant	Approved	Filled	Vacant		
Aurahi RM	4003	4	2	2	8	1	7	3	1334
Dhanauji RM	3717	4	1	3	5	1	4	2	1859
Dhanushadham Municipality	8553	4	3	1	6	2	4	5	1711
GaneshManCharnath M.	6648	4	2	2	5	2	3	4	1662
Hanspur M.	7660	4	2	2	6	2	4	4	1915
Janaknandini RM	4960	4	1	3	5	2	3	3	1653
Mithilibihari M.	6704	4	2	2	5	2	3	4	1676
Shahidnagar M.	7690	4	2	2	9	3	6	5	1538
Videh Municipality	5817	4	2	2	6	2	4	4	1454
Bishnupur RM	3469	4	2	2	6	3	3	5	694
Kalyanpur RM*	9391	4	4	0	5	5	0	9	1043
Karjanha M	6088	4	2	2	5	2	3	4	1522
Malangwa M	7912	4	2	2	7	3	4	5	1582
Kaudena RM	4073	4	1	3	5	1	4	2	2037
Prasauni RM	3626	4	3	1	6	6	0	9	403
Jitpur-Simara SMP	21670	4	2	2	11	6	5	8	2709
Bidabasini RM	3576	4	2	2	5	1	4	3	1192
Birganj MP	39280	4	2	2	7	4	3	6	6547
Bardibas M	13113	4	3	1	8	4	4	7	1873
Total	167950	76	40	36	120	52	68	92	
%			53%	47%		43%	57%		

Bagamati:

Of the studies municipalities, some 23% staff deficit is observed. Some municipalities (Gauri Shankar and Sunapati) have hired additional staff other beyond the approved positions. Majority of the working staff are junior level technicians with very little experience in the field. Per technician household coverage ranges from 291 in Kalika to 4577 in Budhanilkantha. Again, the case of Budhanilkantha can be taken as outlier as this municipality lies adjacent to the Kathmandu metropolis where agricultural activities are minimal. However, municipalities recently have encouraged for rooftop vegetable growing in the urban areas where the extension workers can be fully utilized for technical services.

Table 7: HR Situation of Bagamati Province

Municipality	Households	Agriculture	Livestock	No of approved staff	Existing staff	Vacant	Coverage
		Approved	Approved				
Rapti	15,437	4	5	9	6	3	2573
Thaha	8,649	4	5	9	5	4	1730
Dhudhauri	14,944	4	6	10	9	1	1660
Gauri Shankar	4,061	4	8	12	14	-2	290
Indrawati	7,244	4	8	12	10	2	724
Namobuddha	6,584	4	5	9	7	2	941
MadhyepurThimi	20,302	4	5	9	6	3	3384
Bhudhanilakantaha	32,039	4	5	9	7	2	4577
BenighatRorang	5,854	4	5	9	2	7	2927
Kakani	5,184	4	9	13	8	5	648
Makawanpurgadhi	4,826	4	5	9	8	1	603
Khaireni	12331	4	7	11	8	3	1541
Sunapati	4,705	4	8	12	13	-1	362
Bigu	4,418	4	8	12	8	4	552
Panchkhal	9,381	4	5	9	6	3	1564
Tarakeshwar	18,098	4	5	9	6	3	3016
Belkotgadi	7,941	4	5	9	8	1	993
Kalika	2,529	4	5	9	9	0	281
Total	184,527	72	109	181	140	41	
%					77%	23%	

Hired by Municipality source (17)

Gandaki:

In the selected municipalities of Gandaki province, there are 78 technicians working in agriculture and livestock sector. The coverage of households by one technician ranges from 416 in Dordi (Lamjung) to > 8000 in Beni (Myagdi). Had the positions been filled as per the numbers approved, one technician's coverage of households would come around 670.

Table 8: HR Situation of Gandaki Province

Municipality	Households	Existing staff	Agriculture	Livestock	Total Approved	Vacant	Coverage
Dordi	4394	8	4	5	9	1	549
Mangala	3672	6	4	5	9	3	612
Myagde	5396	4	4	5	9	5	1349
Phedikhola	2436	5	4	5	9	4	487
Annapurna	5655	5	4	8	12	7	1131
Beni	8652	1	4	5	9	8	8652
Sundarbazar	7199	7	4	5	9	2	1028
Putalibazar	9955	8	4	5	9	1	1244
Vyash	18339	13	4	6	10	-3	1411
Devchuli	12025	7	4	5	9	2	1718
Tamankhola RM	2043	4	4	5	9	5	511
Dharche RM	3932	4	4	8	12	8	983
Gharapjhong RM	1664	4	4	5	9	5	416
Harinas RM	3394	2	4	5	9	7	1697
Total	88756	78	56	77	133	55	
%		59%	42%	58%		41%	

Lumbini Province:

The staffs employed in agricultural sector are of 44% from federal and 56% from Municipalities. On average it appears that some 27% of agriculture staff is vacant. In relation to rest of the provinces, human resource deployment appears to be better off in this province. The reasons for this can be attributed to the fact of allocation of municipality fund for hiring the agriculture staff and motivation for the better service delivery in

agriculture. The per technician household coverage ranges from as low as 343 in Mallarani rural municipality in Pyutahn district to as high as 2550 in Tilottama municipality in Rupandehi. Tilottama is highly growing urban municipality having more industrial and business activities than agricultural activities. Similarly, this province has created a bunch of green volunteers in all the municipalities to act as first contact point for agricultural services.

Table 9: HR Situation of Lumbini Province

Municipality	Households	Existing	Agriculture (approved)	Livestock (approved)	Total Approved	Vacant	Coverage	If filled, HH coverage
Begnaskali RM	5,159	12	4	5	9	-3	430	573
Resunga M	8,353	4	4	5	9	5	2088	928
Sandhikharka M	10,581	6	4	5	9	3	1764	1176
Mallarani RM	4,120	3	4	8	12	9	1373	343
Sunawal M	15,084	8	4	6	10	2	1886	1508
Suddhodhan RM	6,145	6	4	6	10	4	1024	615
Mayadevi RM	6,810	12	4	9	13	1	568	524
Bhddhabhumi M	12,759	4	4	6	10	6	3190	1276
Khajura RM	10,671	7	4	8	12	5	1524	889
Madhuban M	11,243	13	4	8	12	-1	865	937
Tinau RM	3,988	6	4	8	12	6	665	332
Musikot M.	7,075	12	4	8	12	0	590	590
Sitganga M.	9,009	7	4	8	12	5	1287	751
Sunil smriti RM	6,503	7	4	8	12	5	929	542
Bhume RM	3,835	6	4	5	9	3	639	426
Tilottama M.	25,503	9	4	6	10	1	2834	2550
Banganga M.	15,894	12	4	6	10	-2	1325	1589
Lamahi M	10,309	5	4	6	10	5	2062	1031
Badhaiyatal RM	12,092	10	4	6	10	0	1209	1209
Total	185,133	149	76	127	203	54	26,250	912
		73%				27%		

Karnali Province: Looking at the human resources situation, some 32% positions are vacant. Some of the fulfilled positions may have been made through annual contract basis rather than on permanent basis. Highest level of experience is around 23 years. Some of the employees have obtained higher degrees in the subjects other than agriculture/livestock. Majority of the employees have TSLC educational qualifications.

Table 10: HR Situation of Karnali Province

Municipality	Households	Agriculture Approved	Livestock Approved	Total approved	Existing	Vacant	Coverage
Thuli Bheri	1,840	4	5	9	1	8	1,840
Chandan Nath	4,271	4	5	9	7	2	610
Khanda Chakra	3,556	4	8	9	3	6	323
Bheri	6,590	4	8	9	7	2	941
Kapurkot	3,827	4	5	9	6	3	638
Kumakh	5,806	4	5	9	6	3	968
Siddha Kumakh	2,452	4	5	9	8	1	306
Birendra Nagar	23,710	4	6	9	6	3	3,952
Barahatal	5,447	4	6	9	6	3	340
Gurbhakot	9,998	4	8	9	9	0	833
Bhagwati Mai	3,363	4	5	9	9	0	374
Bheri Ganga	8,895	4	8	9	8	1	1,112
Chaurjahari	5,422	4	8	9	5	4	1,084
ChhayanathRara	4,983	4	5	9	7	2	356
Kharpu Nath	1,132	4	5	9	4	5	283
Narahari Nath	4,992	4	8	9	6	3	713
Narayan	5,198	4	5	9	6	3	650
Simkot	2,445	4	5	9	5	4	306
Sinja	2,510	4	5	9	6	3	279

SubhaKalika	2,900	4	8	9	7	2	363
Total	109,337	80	123	180	122	58	16,271
Percentage					68%	32.22%	

Sudur Paschim Province: Of the agriculture and livestock technicians, most of the posts are filled by the local government, on contract basis from the municipality funding, which is insufficient to carry out the field activities, Among the CNA conducted municipalities, household coverage by one technician ranges from as low as 358 in DogadaKedar to 3000 in Punarbas in Kanchanpur. Some 37% positions are vacant, the percentage still may go up because the positions filled are largely done by the municipalities. Punarbas is a terai municipality with high population density, therefore the comparison for coverage can be misleading.

Table 11: HR Situation of Sudur Paschim Province

Municipality	Households	Existing	Agriculture	Livestock	Total Approved	Vacant	Coverage
Goumul	1,588	3	4	5	9	6	529
Mahakali	4,164	8	4	5	9	1	521
Dogadakedar	4,292	12	4	8	12	0	358
Badi Malika	3,129	8	4	8	12	4	391
Jay Prithvi	4,015	5	4	5	9	4	803
Chure	3,362	7	4	8	12	5	480
Gauri Ganga	11,854	6	4	5	9	3	1976
Godawari	16,978	8	4	5	9	1	2122
Krishnapur	10,016	9	4	6	10	1	1113
Belauri	9,970	9	4	9	13	4	1108
Thalara-HH	3,573	10	4	8	12	2	357
Sikhar-MH	6,591	3	4	8	12	9	2197
Amargadi-MH	4,778	4	4	5	9	5	1195
Alital-MH	3,280	5	4	8	12	7	656
Budiganga-MH	4,277	6	4	8	12	6	713
Pancheshwar-MH	3,125	5	4	5	9	4	625
Marma-MH	2,650	6	4	8	12	6	442
Mahakali-Terai	9,460	9	4	8	12	3	1051
Punarbas-Terai	12,001	4	4	5	9	5	3000
Ghodaghodi-Terai	16,141	7	4	6	10	3	2306
Total	135,244	134	80	133	213	79	
%		63%	38%	62%		37%	

4.3.2 Human resource situation at the federal and provincial level:

Having adequate human resource capacity is important for meeting the intended vision, mission, goal, strategies and activities of an organization. Over the past few years agriculture sector is constrained with requisite level of human resources in all three tiers of government. This is partly because the staffs working with MOALD and its subsidiaries during the unitary governance system have been reallocated to provincial, and municipal levels. New recruitment and promotion of existing staff has been slow due to delays in promulgating the Federal Public Service Act. Similarly it took longer time to set up the Provincial level Public Service Commission. Approved organizational structure and functions recommended by “organization and management” survey is also required to fill the vacant positions which is yet to be undertaken at provincial and local level. Hence, the gap between the number of approved and filled staff positions is widening every year. The following sections provide an overview of the staffing at the federal and provincial level.

Currently the federal-level agriculture staff are working at the following organizations:

- MoALD
- Department of Agriculture (DOA),
- Department of Livestock Services (DLS),
- Department of Food Technology and Quality Control Center (DFTQC)
- Seed Quality Control Center (SQCC),
- Plant Quarantine and Pesticide Management Center (PQPMC),
- Agriculture Information and Training Center (AITC);
- National Farmers' Commission (NFC); and
- Prime Minister Agriculture Modernization Project (PMAMP).

Some of the above mentioned entities have their offices in the provinces and districts, e.g. PMAMP in which staffs are deployed by the MoALD. In addition to this, there are other federal level semi/autonomous institutions such as: Nepal Agriculture Research Council (NARC), different boards, corporations, committees, and companies managing human resources with their own recruitment rules and regulations.

Given the longer transition to recruit new staff, number of staff working in the MoALD has been found to be satisfactory. By the end of FY2019/20, about 16% percent of the approved positions were vacant. Some vacant positions were filled temporarily by contractual staff wherever possible. However, the human resource situation in other federal-level institutions was much lower. Around 6 percent of positions in DoA and 15 percent of positions in PMAMP were vacant. Details are presented in Table 15 below.

Table 12 Staffing Situation in MoALD and Related Federal Institutions

SN	Institutions	Approved Positions	Filled Positions	Vacant Positions	Vacancy %	Remarks
1	MOALD	161	135	26	16.15	
2	SQCC	22	17	5	22.73	
3	AITC	44	34	10	22.73	
4	PQPMC	140	78	62	44.29	
5	DOA	234	220	14	5.98	
6	DLS	552	404	148	26.81	
7	DFTQC	370	245	125	33.78	
8	PMAMP	741	632	109	14.71	
	Total	2,264	1,765	499	22.04	

Source: Annual Progress Report of MOALD, 2020/21.

Province Level: At the provincial level, there are agriculture ministries in all seven provinces. Secretaries of the ministries are deputed from the federal level. However, there are several institutions under the ministry, such as the Directorate of Agriculture Development (DoAD), the Directorate of Livestock and Fisheries Development (DoLFD), and two distinct training centers on agriculture and livestock services, laboratories, farms/centers. Furthermore, there are district based provincial offices providing agriculture and veterinary services, namely Agriculture Knowledge Centers (AKCs) and Veterinary Hospital and Livestock Services Expert Centers (VHLSECs), respectively. Staff under these institutions are employees of the provincial ministries.

The structure of ministries, and the number of AKCs and VHLSECs have been changed over the last years, resulting in changes in approved staff positions. There are around 3,100 approved positions in provincial-level organizations, out of which around 38 percent were vacant by the end of FY2020/21. The highest number of vacant positions were in Gandaki (43.24 percent) and lowest in Karnali (28.45 percent) province. Some provinces have recruited technical staff on a contractual basis to meet their human resource needs. Details on the staffing situation by province are presented in Table 31.

Table 13 Staffing Situation in provincial ministries and Related Provincial Institutions

Province	Approved	Filled	Vacant	%
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Province 1	432	297	135	31.25
Madhesh	416	238	178	42.79
Bagmati	608	347	261	42.93
Gandaki	451	256	195	43.24
Lumbini	444	300	144	32.43
Karnali	362	259	103	28.45
Sudurpaschhip	392	226	166	42.35
Total	3,105	1,623	1,182	38.07

Source: Provincial Agriculture Ministries (from all 7 provinces) 2021/22.

4.3.3 MoLMAC and Subsidiaries:

Over the last decade or so, there has been noticeable growth of agricultural, horticultural, fisheries and livestock commercialization. The growth phenomena can be attributed to the increasing urbanization, consumerism fuelled by remittances, monetization and host of other embedded factors associated to agriculture sector. So, in this context, MoLMAC and its province based subsidiaries should proactively move towards working out a mechanism in which building and promoting capacity of the private and commercial sectors to make them thrive in production, processing, marketing, quality improvement and applying trade related regulations and standards. This can, however, be done through programmatic actions, training, mentoring, counselling, exposures and other complementary supports.

One of the weak areas of the agriculture service delivery has been identified as having inadequate information and knowledge base and dissemination mechanism. This is the area in which MoLMAC can act to expand the information and knowledge system departing from conventional approaches and methods. In this context, ABPTSCs and LSTCs (In the case of Karnali Province these training institutions are merged) need to build their capacity and widen the vision of the institution from merely providing training events to a vibrant service and technical agency in providing agribusiness and industrial information and services to needy, prospective and progressive agro-entrepreneurs and investors. Currently, there is no interfacing mechanism between the province based MoLMACs, private sectors and service providers beyond government agencies. MoLMAC should instrumentalize the ABPTSCs and LSTCs in this direction to develop an appropriate interfacing mechanism.

4.3.4 Technical capacity of the staff and municipality representatives:

Majority of the municipality level agriculture and livestock technicians have got the Technical SLC level qualifications and majority of them are fresh graduates having less than 3 years of work experience. The main responsibilities of these staff are to implement, monitor and report agriculture and livestock activities. Furthermore, they assist to implement thematic programs received from federal and provincial governments, identify and collect farmers' problems, deliver technical support to the farmers, facilitate the planning process of municipality, and coordinate with agricultural associations. The role and responsibilities of these staff is rather different and more demanding than before the federal structure. They have also to perform some administrative tasks as delegated by the municipality administration. Ward technicians do the work assigned by the staff one level above them.

Unlike Permanent staffs, the contractual staffs do not have the opportunity to receive the pre-service entry orientations about the procedures and ToR of the tasks they are supposed to deliver. Also, almost all the municipalities do not have the capacity development plan for their staff. Municipalities were not so much aware on ADS and had not incorporated its framework during planning process before the intervention of the EU TCF to ADS. Some changes in adopting the ADS can be observed in the municipalities with the training, counselling and regular interactions organized through TCF organized orientation and training programs across all provinces for all the municipalities. The technical staffs of municipality level are not well qualified in program planning methods, analysing the potentialities for the commercialization of crops and livestock.

The approved staff level for both agriculture and livestock, in the seven provinces is 3012 for agriculture and 4712 for livestock. The level of staffing has been further categorized from officer level 9/10 to assistant level 4. The provincial public service commissions across the provinces have recently recruited the local level staff but interaction with the municipalities recently indicates that there are still many more vacancies to be filled.

4.3.5 Service Delivery:

Services provided by sectoral offices are still transitioning from district and federal offices to local governments. While local government representatives seemed enthusiastic about service centers coming to the local level, there was still lack of clarity on how and where these services were to be delivered⁹. Similarly, district-level agriculture experts were not available at local units and many important technical tasks were being carried out by junior technicians. Provinces also started establishing directorates and knowledge centers under different sectors but there was no proper coordination between the local governments and the provinces.

4.3.6 Capacity building and training:

There is no survey of public sector training needs in place in Nepal. That is to say, there is not yet a plan that lays out the kind of training and capacity building that is necessary for government officials in the federal system. Nor is there an estimate of how much it might cost to put such a capacity development system or an institutional arrangement in place to accommodate this level of training. The Federal level Capacity Needs Assessment (FCNA) survey, conducted by UNDP/World Bank provides a picture of the magnitude of the needs for capacity development at the provincial and local level, is a step toward making such a plan¹⁰. This situation, to a large extent, is further corroborated by this study.

Local level planning guideline prepared by the National Planning Commission (NPC) has clearly stipulated the requirement of human resources need identification and projection. It has prepared a format and through O&M process this task can be conducted as per the need, local situation, workload, priority programs and policies, administrative and legal provisions and rights of the local level.

The adoption of federalism has resulted in changes in the governance structure, which has seriously affected the agricultural data collection and database management aspect. The evidence-based planning calls for the need of updated agricultural statistics at municipal level disaggregated up to the ward levels. But the municipal staffs lack capacity in necessary tools and methods. On the other hand, Nepal still lacks proper identification, registration, and classification of farmers, thus creating gaps and overlaps in providing services to the needy farmers. Realizing such situation, given the mandate included in Right to Food and Food Sovereignty Act (2075), the Ministry of Agriculture and Livestock Development (MoALD) has developed a Farmers' Registration Software, which aims gather relevant details from farmers across the country to identify, register and classify them based on a number of criteria. The Software need to be rolled out in all municipalities of the country through mobilization of municipal level technicians. In addition, the federal government provides conditional budgetary support the local municipalities the specified activities as agriculture data collection, database management, development of municipal agriculture profile as well as for farmer's registration of the municipalities using the software developed by the federal ministry with the support from TCF to ADS.

On the other hand, due to the restructuring and redeployment of human resources, there are gaps in staffing and skills at municipal level. The technical capacity of the existing agricultural human resources seems quite inadequate in planning, monitoring and evaluation and providing regular extension services. Hence, it is crucial to provide the knowledge and skills on the above subjects to the technical manpower of the municipalities involved in agriculture/livestock sectors. As according to the terms of reference of the agriculture section, the staffs are responsible for overall planning, management and implementation of the agricultural activities and are subject to performance evaluation at different time intervals in a year. Most often it has been reported the fact that the elected officials accord very low priority to the agriculture and turn down the plans and initiatives proposed by the agriculture technician. So, in addition to agricultural staffs capacity development, it is also important that the elected members of the municipalities responsible for planning and resource allocation for the agriculture sector need to be oriented to be able to understand the importance of agriculture sector, its potentials for improving the livelihoods and priority based planning. By having enhanced knowledge on the general perspectives of the agriculture, current situation may improve with heightened commitment for agriculture.

⁹DRCN 2019. Functioning of Provincial and Local Governments in Nepal.

¹⁰ World Bank, UNDP (2019): Nepal Capacity Needs Assessment for the Transition to Federalism

Box 4: Opinion of a mayor in Nawalparasi

“Elected officials are largely obsessed with the idea of building infrastructures, e.g. roads, drinking water, school buildings but agriculture. This is partly because we give relegated position to agriculture because elected representatives have very limited knowledge on the subject. And also we think that agriculture is our age-old occupation, it moves as usual anyway even without larger investment”.

Mayor of Sunawal Municipality, Nawalparasi (Feb 2021)

In this context, as a part of capacity enhancement effort, TCF to ADS in collaboration with MoALD and MoLMAC of all provinces designed a capacity building program targeted to the agriculture and livestock technicians of the municipalities across provinces to enhance their knowledge and skills on agriculture planning, data collection, database management, and agriculture profile development of the municipalities and registration of farmers using the computer software program. The TCF to the ADS followed a Training of Trainers (ToT) methodology as this technique further contributes to ensuring sustainability and mitigate the impact of staff turnover during the project lifetime. The TCF to the ADS designed a two stage ToT to the core team of trainers identified in each province sourced among the key agencies under MoLMAC, primarily the Knowledge/Service Centre staffs. The approach is expected to ensure that the core team of people have the skills to trickle down and further train relevant staff at municipal level with the needed skills.

Upon finalization of the 2-Stage ToT, a three-day long cluster level training program on ‘Agricultural Development Planning, Database Management and Farmers’ Registration Software’ was designed and organized with the aim of enhancing the capacity of municipality level participants. The sessions included understanding importance of agriculture and Agriculture Development Strategy, understanding provincial and municipal planning process, planning tools and project cycle, agricultural database and municipal profile, farmers’ registration software and program planning and budgeting. The sessions were organized with presentations, group exercises, field exercise as relevant, and interactive sessions (key focus of training is presented in Box 1 below, please refer to Appendix 5 for details of the schedule). Training materials were prepared including a training guide for trainers and a guide for implementation.

Box 5: Key focus of cluster level training

Importance of Agriculture

Highlight the current situation and key trends of agriculture and livestock sectors particularly relevant to the concerned municipality.

Understand the importance of agriculture and livestock sectors in the rural economy and need to emphasize agriculture and livestock sectors during the planning process.

ADS

Enhance their understanding of the ADS Vision and Key Elements.

Understand ADS Indicators and Targets and their relevance to the municipalities.

Realize the need to consider ADS as a strategic framework for agricultural planning at the municipal level.

Align agriculture-related activities of municipal periodic and annual plans with the vision, outcomes, and indicators of the ADS.

Planning

Understand the current planning process followed by the MoLMAC and related agencies in the concerned province.

Formulate local government’s plan in line with the provincial priorities through their enhanced understanding of policies and strategies of the MoLMAC.

Understand the key strengths of the current planning process being followed by the municipalities.

Understand the key weaknesses of the current planning process being followed by the municipalities.

Make necessary improvements in the current planning process resulting in more evidence-based and need-based planning.

Planning tools

Define the project concept, particularly the scale, purpose, and duration, and link the elements of the project cycle with the planning process.

Apply project appraisal criteria such as technical, financial, economic, social/gender, institutional and environmental, to ensure that the project is viable.

Understand the applicability and usefulness of a range of planning tools in the agriculture development planning process at the municipal level.

Box 5: Key focus of cluster level training

Apply the planning tools during the annual agricultural development planning process at the municipal level.

Value chain

Understand the concept of the value chain and its applicability in the agricultural development planning process at the municipal level.

Follow a sequence of steps in value chain identification and prioritization.

Apply the value chain prioritization tool during the annual agricultural development planning process at the municipal level.

Database and profile

Understand the importance of data for agricultural development planning, monitoring, and evaluation at the municipality level

Apply a range of reporting formats during planning, monitoring, and evaluation.

Understand the structure of the agricultural database prepared by the MoALD and municipal profile

Database

Database: sources of data, collection techniques including developing the checklists and questionnaires

Apply a range of data collection techniques at Municipality and ward level.

Triangulate and validate data collected from different sources

Farmers' registration software

Understand the structure of the Farmers' Registration Software and the Guidelines prepared by MoALD.

Understand how to use the software to enter farmers' data.

Understand the process to access and verify the data entered by the farmers.

Program planning and budgeting

Understand the approaches of program planning and budgeting including the planning formats being used, particularly the NPC guidelines and formats.

Identify technical solutions and institutional/policy changes to enhance crop/livestock productivity and lead to profitable commercialization.

Align annual plan activities with ADS and ensure coherence with provincial and national periodic plans.

Assess the resource need and formulate the budget for annual program activities.

Prepare the action plan for agricultural development in the municipality.

The cluster level training has been completed in all 77 districts covering all 753 municipalities in the country. Some 1,474 persons were trained of which 16 percent were female. The province wise summary breakdown is given in Table 14 below and the details for all districts and provinces are provided in the following sub-sections.

Table 14: Summary of ADP Cluster Level Training

Province	# of districts covered	# of Municipalities covered	Participants		
			Female	Male	Total
Province 1	14	137	57	219	276
Province 2	8	136	22	240	262
Bagmati	13	119	58	162	220
Gandaki	11	85	32	129	161
Lumbini	12	109	27	188	215
Karnali	10	79	19	144	163
Sudurpaschim	9	88	20	157	177
Total #	77	753	236	1238	1474
%	100	100	16.01	83.9	100

The capacity building training of the technical staff of municipalities was carried out by the officials of MoLMAC, who were provided with skills and knowledge through the 2-stage Training of Trainers (ToT) program as discussed in previous section. In addition to the ToT trainers, officers and technicians from the MoLMAC and its institutions in all provinces were provided with three-day training of trainers (ToT) on use of computer software on farmer registration and data collection and database management and these individuals were used

for farmer registration and database management component of the training. In addition, other expertise was also drawn from the province as and when required and available.

The technical session of the workshop was preceded by an exercise designed to identify the expectations of the participants. The participants spelt out the following expectations from the training workshops:

- Understanding of Agriculture Development Strategy
- Develop a data base for Municipality and ward level
- Adopt seven steps of planning process in the Municipality
- Carry out farmers registration procedure and activities in the Municipality
- Know about value chain analysis in the Municipality level
- Prioritization of commodities in ward level based on value chain analysis
- Develop action plan for Municipality based on existing policies of federal, provincial and local level.

4.3.7 Capacity development through PLGSP:

The other institution active in the capacity development of the provincial and local government is PLGSP through which officials and elected representatives of the provincial and local government officials have enhanced their knowledge and understanding of GESI, public finance management, budget planning, RIAC's role, LISA/MTEF, IT & e-governance, monitoring and evaluation, service-entry and on-the-job training, law drafting and revision, SuTRA, CD plans, RIAPs of LGs, and have applied the acquired knowledge in the planning of local development initiatives. Over the years, PLGSP has provided capacity development training on the aforementioned themes to more than 2000 elected representatives and civil servants.

4.3.8 Local Development Training Academy:

In order to support local level government in their capacity development, Government of Nepal has established Local Development Training Academy (LDTA) which is governed by a council headed by the minister/state minister of MoFAGA. After the introduction of the federal government structure, LDTA has been quite instrumental to provide various capacity development related training programs targeted for local level officials, both political and employees. Over the years, LDTA has prepared varieties of training modules and materials which include:

- Integrated local development planning system” 2078– for local level instruction and training materials, 7 days training module
- Monitoring and evaluation for instructors- 5 days
- Office management – 6 days
- Policy making 7 days
- ICT – 7 days
- Nepali Language proficiency (shuddhalekhan) – 3 days
- Local fiscal management – training material – 7 module for 7 days prepared by PLGSP -2078

Recently, MoFAGA has prepared a 10 year long strategy (2077/78 – 2087/88) of the ministry, in which ample spaces has been given for the wide ranging issues of the capacity development of local level. One of these include the conduction of regular training needs assessment of the local level and on the basis of that it aims to provide need based training for them. It aims to strengthen the capacity of the Local Development Training Academy (LDTA) for this task.

In order to enhance the capacity of the municipalities, MoFAGA has prepared the “Capacity Development Plan Preparation Guideline” 2076. To bring this guideline into effect, the ministry has already circulated the checklists to all the municipalities to send the training needs assessment for the representatives and employees (2078/07/10).

4.3.9 Assessment of the training needs:

Training is one of the important methods for developing and enhancing the capacities of individuals to improve their performance. In future, training technicians to enhance their knowledge, skills, and practices would be a major investment for the Government of Nepal in general and the provinces and municipalities in particular. The role of municipality technician will be much higher in future and that will demand for a substantial skill

requirement to deal with various aspects of agriculture and livestock. The findings from this assessment identified some key problem areas of knowledge and skills deficit of current human resources deployed in the municipalities. In order to address the knowledge and skills gap, the areas divided under three main headings:

1. General subjects – this topic generally deals with the subject headings e.g. Planning, monitoring and evaluation, policy formulation, human resources management, project design, computer proficiency, GIS, government rules and regulations and decision-making processes.
2. Technical training – although the need expressed for technical trained varied across the geographic regions ranging from specific training needs to general to suit to their situation. Some of these commonly expressed training include: agricultural production, disease and pest management, extension methods and techniques, vegetable production, post-harvest management, fruit plantation and harvest (local to exotic e.g. avocado, kiwi, strawberry, dragon fruit, etc.), Good agricultural and horticultural practices, improving nurseries propagation techniques, soil test, best practices in the use of fertilizers, herd management, Artificial insemination, livestock management, livestock disease management, organic agriculture, fisheries, trout fish farming, to name but few.
3. Agri business, management and organization skills training –agri-business, agro-entrepreneurship, business skills, management training and organizational capacity building, marketing techniques use of ICT for marketing, management/business skills, business planning, marketing, value chain analysis and value addition, food safety and hygiene.

In Nepal, training for agriculture and livestock technicians are mainly offered by the ABPTSCs and LSTSCs in the respective provinces. In addition, municipality technicians may receive trainings from different sources e.g. NGOs and Producer Organisations; agricultural education institutions, BFIs and agribusiness companies. Providing training with a view to develop human resources is a costly exercise and a single institution may not be able to cater to all the training events. In this context one way of achieving this would be through institutional collaborations between and among the institutions according to their strength and mandate. Past training programs have been ad hoc or project-based and therefore lacked continuity. Therefore, in the future municipalities and provincial training institutes should draw a long term HRD plan with sufficient funding. Similarly, alliance can be forged with the LDTA, Women's Training Centres, NARC and subject specific training providers as a mechanism for capacity building and capacity strengthening activities. In addition, organizing of exposure visits, thematic talk programs, conferences and agro technology and trade fair attendance should be encouraged and planned for the capacity development of the agriculture and livestock technicians of the municipalities.

4.4 Monitoring and Evaluation (M&E)

As per the regulatory provision of the local government operation Act, deputy mayor/deputy chairman of the municipality is the ex-officio head of the monitoring and evaluation committee. Other members of the committee include senior executive officer, engineer, ward chairperson, municipal staff concerned and ward secretary. The ToR of this committee is to conduct on-site monitoring of the programs implemented at the municipality level and recommend for the corrective measures if required. Furthermore, it provides reports to the municipality council regularly over the performance of the activities launched from the conditional grant budget received from the province and federal governments in addition to the programs implemented by the municipality. Also, in the organizational structure of the municipality (in general) under the Administration, Planning and Monitoring section, a sub-section/unit on M&E has been provisioned. However, this is not clear as what are the roles of the M&E committee under the management of deputy chair/mayor and the planning and monitoring unit under the civil servants.

In general, the planning and monitoring unit is staffed with a 6th level officer and one assistant of 4th level staff. The ToR of the planning and monitoring unit is as follows:

- Formulation, implementation, monitoring and evaluation of local development policy, short term, medium term and long term development plan and master plan
- Formulation, implementation, monitoring and evaluation of the projects for economic, social, cultural, environmental, technological and infrastructural development
- Annual development program, planning and implementation
- Formulation and implementation of local people's participation enhancement program in the development process
- Environmental impact assessment of development plans
- Determining priority areas for development
- Coordination, facilitation and assistance in federal and provincial planning, project implementation
- Monitoring of development projects, periodic progress and review of impacts
- Determining the basis and procedure for monitoring and evaluation of development plan
- Study, research and impact assessment of the project
- Monitoring and evaluation of thematic policy
- Local policy and planning related to local public-private partnership
- Selection and implementation of local public-private partnership projects
- Public community partnership
- Promotion of private sector in local development

This study finding in general indicates the fact that there are many shortcomings in the overall M&E system of the municipalities, although some have fared well in establishing the system. These include lack of timely (regular interval) monitoring, lack of systematic recording of monitoring reports, lack of systematic feedback mechanism and follow up, inability to use proper indicators, etc. Although some of the municipalities have taken initiatives to establish their database and management system with regular update, large numbers of the municipalities have not started it yet. Data is collected mainly from the household level through certain formats, checklists and questionnaires.

A slightly different format is used when collecting data related to agriculture and animal husbandry. Municipalities do not have separate online software and apps for data collection and there is no system to store data online. It has been found that the information and data from various agencies have been used for formulating the development plan of the municipality. The municipality administrations expressed their view that the employees of the municipality do not possess required level of skill on database management, for which the staff should be provided training.

Although the officials involved in the monitoring and evaluation work are aware of the general methods of M&E, they feel the need to develop their capacity for effective planning and monitoring such as preparation of the standard procedures for monitoring and evaluation, develop objective oriented monitoring indicators and basic technical issues in all thematic areas.

The DCC is envisioned by the Constitution as a coordinating and monitoring mechanism of local governments but its involvement in monitoring of the municipality level has remained mix for DCCs involvement is based on the invitation of the municipalities which is rather optional than mandatory and DCCs lack financial and human

resources for such tasks. Similar finding has been reported by DRCN study found that they were yet to function effectively. In absence of clear terms of reference, lack of executive authority and resources, the monitoring done by DCCs was largely inconsequential. DCC's limited influence in monitoring was widely acknowledged by members of DCC¹¹. PLGSP- a project under the MoFAGA has prepared the Planning and Monitoring Software/Guideline for local governments, however, it has not been piloted as yet. According to the report, PLGSP aims to conduct piloting the computer based software to comprehensively collect the data in selected municipalities in the current fiscal year. Similarly, the GoN has approved "Rural/Urban Profile Preparation Procedure 2075". Its main objective is to facilitate the evidence based development planning and service delivery mechanism of local level through formulation of policy, plan and program. For this, local level profile needs to be updated. It consists of documentation of basic data on natural, physical and cultural resources, unemployment record, and various technical information and their analysis.

In the section below, province wise assessment of M&E system and its implementation is discussed.

Province 1:

By way of (mandated) standard organizational structure for the municipalities monitoring and evaluation unit has been set up in all the municipalities. Monitoring and evaluation unit comes under the Administration, Planning and Monitoring Section. However, the task of monitoring is carried out by a committee coordinated by deputy mayor comprising other members from ward chairs, other functional sections and technicians as required. Federal and provincial governments conduct field level monitoring and evaluation for the program funded/operated in partnership with the municipalities. However, there is no structured format for monitoring and systematic recording, analysing and reporting has been observed weak. Indicators and targets are not defined in a systematic manner nor there is a logical framework developed. Geographical complexity and remoteness including lack of technical staff pose challenges for regular monitoring of agricultural activities,

Upon the establishment of the new governance structure, most of the municipalities prepared their village profile and collected some basic database. Data are collected from (representative) households using survey questionnaires. Agriculture related data is collected by agriculture and livestock unit. In Belaka municipality, software has been used to collect and store agriculture related data. Capacity gap for M&E system operation and plan, proper analysis and lack of regular feedback have been noticed in all the municipalities.

Madhesh Pradesh

Monitoring and evaluation section has not been established in most of the selected municipalities, however, a monitoring committee has been formed under the leadership of deputy chief and supported by two or three officials as well as ward chairmen. It has been found the committee regularly monitors the program activities of respective municipality. In monitoring the programs the subject matter specialists are involved by the committee but no formal approach with proper recording and follow up are planned.

Of the selected municipalities that federal and provincial agricultural institutions have not carried out monitoring and evaluation of the agricultural activities till date. However, monitoring from federal and provincial level has been done in MithilaBihari municipality, however it is not clear as what was the monitoring for. Normally for the conditional grant provided by the federal or provincial government and specific projects implemented in collaboration with the municipalities are monitored by the federal and provincial governments.

Some of the municipalities (Aurahi and Dhanauji rural municipalities and Dhanushadham municipality) have developed their profiles plan to update it in a five year's interval by collecting data using checklists and questionnaire from sample households. Many corrections are necessary in the profiles of municipalities. Some information/data need to be corrected and some lacking data should be added in those profiles. In the prepared profiles data on land distribution pattern, production parameters are not included. Some of the municipalities are in the process of preparation of their municipalities profiles. Some data for the profiles preparation have been collected from the sources other than questionnaires. Moreover, it has been found that the municipalities are using the available database for planning purpose.

Almost all of the municipalities have not used any software or apps for data collection and have not used online system for data storage but two municipalities have prepared digital profiles by using the computers. The municipalities intend to go to digital system and require technical support to adopt this technology and technical support for developing the monitoring formats and also report writing skills. Dhanauji rural municipality has recruited one IT engineer for using computers and software in planning, reporting and other activities.

¹¹DRCN (2020): The Interrelationship between Three Levels of Governments in Nepal's Federal Structure

TCF to ADS prepared the agriculture profile format which will be useful in future and for its use municipality technicians have been trained during the ADP training. As the database is necessary for the developmental activities in the municipalities' proper approach and methodology for data collection and processing capacity development for skill upgrading will be essentially required for the staffs concerned.

Bagmati:

In all Municipalities, the program monitoring is carried out under the chairmanship of Deputy Mayor/Vice-chairman with some team members involved from relevant sections. However, these are carried out on ad-hoc basis, unsystematic methodology, supervision and weak recording and follow up plan. In some of the municipalities digital profiles are prepared but these are not updated.

Gandaki:

Monitoring and Evaluation (M&E) system applied are more or less similar across all municipalities as well as rural municipalities. In most of them, they do not have a separate division of M&E in the municipality's organizational structure- rather is confined in a section which is largely understaffed and deployment of less experienced and trained personnel about the system and its philosophy. The function of M&E of the program is conducted with the coordination of deputy chair comprising ward chairpersons, members and technical staff. Some data is collected at the household level but its proper storing and analysis has been found lacking. Having proper database system of all the municipality is of major concern mainly for planning and comparing the results. Moreover, it has been noticed that most of the municipalities have not updated and managed the data as per the scientific methodology. Deficit of trained human resources is attributed for the data collection, storing and analysis.

Lumbini:

M&E system is as similar the municipalities of this province as that discussed above. Effective monitoring and evaluation is the key to effective budget implementation. Municipalities do not have separate M&E section. No formal approach with proper recording and follow up is done in the monitoring. Most of the program activities are monitored by related sections. Apart from, elected representative including mayor and ward chairperson also monitor and evaluate the ongoing activities. In all Municipalities, the program monitoring is carried out under the chairmanship of deputy mayor/vice-chairman with some other team members consists of mayor, planning officers, engineers and agriculture officers. Monitoring of field activities carried out by agriculture /livestock technicians and they submit their monitoring report to Chief Administrative Officer. In some of the municipalities for ward level monitoring and evaluation of the projects and programs a monitoring and evaluation committee has been formed with ward chairman as co-ordinator, ward members as members and ward secretary as member secretary and other members as deemed necessary included in the committee.

Regarding the database, most of the municipalities have very scant data on land distribution pattern and there are very few agriculture related information documented. However, efforts are underway in the municipalities to collect data and updating their profile. Buddhabhumi and Khajura Municipality have prepared municipality profile with the prescribed format which includes mainly the items such as profile description, framework, tools, data processing, analysis and preparation of resource maps.

None of the municipalities have used any software or apps for data collection and have not used online system for data storage. The Municipalities are still practicing obtaining data from secondary sources of previous Village Development committee (VDC) and DADO profile. Since reporting have been found on a piecemeal basis. So, the technicians need technical support to develop monitoring formats and report writing skills for municipality level profile preparation.

Karnali:

A separate unit has been set up for monitoring and evaluation in all the municipalities of the province. Monitoring and evaluation of various programs are conducted under the chair of deputy mayor/deputy chairman of the concerned municipality by involving ward chairs and technical staff concerned. Monitoring activities are mainly conducted with on-site monitoring of the programs conducted at the municipality level.

There are many shortcomings in the overall M&E system of the municipalities, these include lack of timely monitoring, lack of effective monitoring, non-compiling of monitoring reports in a systematic manner, inability to report the monitoring work after monitoring, inability to use proper indicators etc. Although the officials involved in the monitoring and evaluation work are aware of the general methods of M&E, they feel the need to develop their capacity for effective monitoring. The training should focus on capacity building programs, especially on

planning and monitoring, standard procedures for monitoring and evaluation, monitoring indicators, and basic technical issues in all thematic areas.

Generally, databases have not been prepared in the municipalities; however, when needed these are collected from ward level. Data is collected from the representative households through certain formats, checklists and questionnaires. A slightly different format is used when collecting data related to agriculture and animal husbandry. Municipalities do not have separate online software and apps for data collection and there is no system to store data online. The collected information and data from various agencies have been used for formulating the development plan of the municipality. The municipality thinks that the employees of the municipality do not have much database management skills and for this they should be provided training.

Sudur Paschim:

Most of the municipalities have developed their profile, though with incomplete data. None of the municipalities have data on land distribution pattern, nor the production parameters and figures. Updating of the data is carried out in some municipalities with sample data collection every year. None of the municipalities have used any software or apps for data collection and have not used online system for data storage and need technical trainings and support to adopt this technology.

Updating of the data is carried out every year, for which data collection from the sample households is carried out. However, to make the standard profiles and data management system, these profiles will have to be updated in a uniform pattern and data collection and entry system will have to be standardized for all. None of the municipalities have used any software or apps for data collection and have not used online system for data storage and need technical trainings and support to adopt this technology. Moreover, municipalities desperately need technical support to develop monitoring formats and report writing skills.

4.5 Budgeting

Inter-Governmental Fiscal Arrangement Act 2074 was enacted to implement intergovernmental fiscal transfers among the three levels of government. The IGFA Act defines the process related to the transfer of grants, revenue-sharing, borrowing, budget management, public expenditure, and financial discipline for all three levels of government. Under the federal system, the provincial and local governments started to receive fiscal transfers from the federal government since 2017/18.

A common process for the budgeting of the municipality is that the executive body receives federal and provincial budgetary ceilings and policy guidelines which then need to be reworked according to the ability of the municipality to raise revenues. The revised version of the budgetary and policy guidelines is then forwarded to the ward committees with clear mandate to deliberate them in communities. It has been observed that municipalities with more financial and technical capabilities have been organising informal forums at diverse communities to communicate such budgetary and policy guidelines as well as listen to what ordinary people in communities have to say. In others, ward committees organise broader semi-formal deliberative forums with the aim of discussing budgetary and policy guidelines with elites representing professionals such as teachers, health workers, NGOs, private sector and politicians. The end product of such deliberative forums—both at the semi-formal and informal levels—need to be forwarded to the executive body of the municipality. The executive board then forwards the proposals to the Council for final decision-making. All these tasks require at least nine different activities under three different stages.

Provincial and local governments are predominantly financed through multiple intergovernmental transfers and revenue sharing, which account for between 8 and 9 percent of GDP per year¹². Articles 60 (3) to 60 (6) of the Constitution has established four categories of grants, e.g. fiscal equalisation grants, conditional grants, complementary grants, and special grants. These grants are provided by the federal government to provincial and local levels and by provincial governments to local levels. Furthermore the recently released report of the World Bank on - Fiscal Policy for Sustainable Development Nepal – Public Expenditure Review has stated that Nepal's system of fiscal transfers is relatively transparent, rule-based, and predictable.

The ability to effectively operate the municipalities lies in their financial capacity in terms of its judicious allocation and absorption capacity. With the promulgation of the federal structure, Municipalities receive direct budgetary support from the federal as well as provincial government to implement its annual plans and activities under the fourfold grant regime established by the Constitution (conditional grants, complementary grants or special grants, and equalization grants). This applies for the agriculture sector, too, that the expenditures have to be made within these four categories.

At the Municipality level the Resource Consultation and Budget Ceiling Allocation Committee assigns the prior ceiling for preparing the sector specific budget. While reviewing the allocated budget scenario of the Municipalities of last three fiscal years (FY 2076-77, 2077-78 and 2078-79), it generally demonstrates the increasing trend of the budget allocation in around 90% of the Municipalities surveyed. The percentage of the budget increase ranges between 0.66% to 9%. In monetary terms the agriculture and livestock sector of the Municipalities have received the budget as low as Rs. 2.66 million (Sudur Paschim) to Rs 16 million in one of the Municipalities of Lumbini province. In some Municipalities, agriculture budget has been reduced this year, however, majority of the Municipalities (~90%) have received increased budget allocation lying with the range of 0.6 to more than 300%. The increasing budgetary allocation trend for agriculture sector in the municipalities generally indicate the increased priority for agricultural sector development. Although this seems still very low in relation to the budget provided to other sectors and in view of the supposedly higher importance accorded to the agriculture sector in the Municipalities through its annual stated policy and political commitment.

Furthermore, the reason for the incremental budgetary provision for the agriculture and livestock sector can be attributed to the increased demand for agricultural activities spurred by the increasing access to market opportunities and rural road networks thus stimulating the growth for vegetable and livestock production. The output of the increased budget can be witnessed as most of the municipalities have prioritized for the regular supply of essential inputs, services and mechanization, also at times through private sector as well.

Despite the growth in budgetary volume, however, there appears that the absorption capacity of the municipalities is still low, this can presumably be ascribed to the inadequate and less competent human

¹² World Bank, 2021: Fiscal Policy for Sustainable Development Nepal – Public Expenditure Review

resources deployment, mismatches in prioritization of the activities, inadequate provisioning of critical services and complex procurement procedures to follow.

To assess budget allocation at the local level, available information from nine-to-10 selected municipalities from each province were used, although some municipalities could provide information only for the current FY, some for the last two FYs, and others for the last three FYs. Details are provided in Tables 15 to 21 below.

4.5.1 Budget in the municipalities

Province 1

Among the nine municipalities from Province 1, allocation of agriculture budget against total budget significantly varies, ranging between one percent to 4.6 percent, mainly due to their type (urban and rural), size, technical staff capacity, and agriculture potentials. Table 15 provides details by municipality for FY2021/22, as information could not be accessed for previous FYs.

Table 15. Agricultural Budget in Selected Municipalities of Province 1 (NRs' Million)

Description	Sakela	Diktel Maj-Rup	Siddhicharan	Phidim	Pakhribas	Sahid Bhumi-	Yangwarak	Mahakulung	Miklajung
Total Budget in FY2021/22	554.1	7,842.9	613.4	852.8	489.6	350.0	259.3	682.0	503.0
% Ag. Budget in FY2021/22	4.62	4.21	3.11	1.58	1.02	1.57	4.33	2.49	1.17

Sources :Ministry of Economic Affairs and Planning from province, 2021

Madhesh Province

In Madhesh Province, of the nine selected municipalities, only two had allocated slightly more than two percent of the total budget to the agriculture sector for FY2020/21, and 0.1 percent to 2.26 percent for FY2019/20 (data was not available for FY2021/22). Although this province is most promising from agricultural potentials, such a low level of budget allocation to agriculture is a matter of concern. Table 9 summarizes the details of nine municipalities.

Table 16. Agricultural Allocation in Selected Municipalities of Madhesh Province (NRs' Million)

Description	Aurahi	Dhanauji	Janaknandini	Dhanushadham	Charnath	Hanspur	Mithilibihari	Shahidnagar	Videhi
Total Budget FY2019/20	349.5	276.9	354.4	-	669.7	665.4	187.7	480.4	269.4
Ag. Budget FY2019/20	21.00	29.00	78.00	-	15	-	17.50	30	55.2
%Ag. Budget FY2019/20	6	10	22		2		9	6	20
Total Budget in FY2020/21	445.7		376.1	506.1	702.3	919.4	614.1	527.6	507.8
Ag. Budget FY2020/21	32.0		98.0	32.0	6.8	45.0	48.0	38.0	84.0
%Ag. Budget in	7.2		26.1	6.3	1.0	4.9	7.8	7.2	16.5

Description	Aurahi	Dhanauji	Janaknandini	Dhanushadham	Charnath	Hanspur	Mithilibihari	Shahidnagar	Videhi
FY2020/21									

Sources :Ministry of Economic Affairs and Planning from province, 2021

Bagamati Province

Budget allocation to agriculture against the total budget is slightly better in Bagamati Province. All except one municipality have increased budget allocations in FY2020/21 compared to FY2019/20. Table 10 summarizes details by municipality.

Table 17. Agricultural Budget in Selected Municipalities of Bagmati Province(NRs' Million)

Description	Rapti	Thaha	Dhudhuli	Gauri Shankar	Indrawati	Namobuddha	MadhyepurThimi	Bhudhanilakantaha	Kakani
Total budget for FY2020/21	907.69	869.23	596.77	475.85	226.73	691.93	1,604.80	2,675.13	600.57
Ag. Budget	27.25	29.43	20.45	12.50	5.50	15.05	10.10	42.70	16.60
% Ag. Budget	3.00	3.38	3.42	2.62	2.43	2.81	0.63	1.58	2.76
Total budget for FY2019/20	991.26	836.15	557.94	421.76	178.66	626.64	1,524.87	1,474.06	572.47
Ag. Budget	19.46	11.90	23.84	9.25	3.78	9.48	5.95	5.34	12.66
% Ag. Budget	1.96	1.42	4.27	2.19	2.11	1.51	0.39	0.36	2.21

Sources :Ministry of Economic Affairs and Planning from province, 2021

Gandaki Province

In Gandaki Province, 9 out of 10 selected municipalities have increased their agricultural budgets in FY2020/21 compared to FY2019/20. The allocated budget, however, is still very low. Table 11 provides details by municipality. The budget allocation for agriculture in the studies municipalities has decreased in the fiscal year 2020/21 in relation to previous fiscal year. Also, there has been decrease in the overall budget for FY 2020/21. This can be attributed mainly for three major facts: 1) due to the incidence of COVID 19, budget had to be prioritized for health and welfare hence the reduction in other sectors, 2) low absorption capacity of the budget in the agricultural sectors, and, 3) low human resource base for the utilization and overseeing it.

Table 18. Agricultural Budget in Selected Municipalities of Gandaki Province(NRs' Million)

Description	Dordi	Mangala	Myagdi	Fedikhola	Annapurna	Devchuli	Beni	Sundarbazar	Putalibazar	Vyash
Total Budget for FY2020/21	424.44	354.22	481.38	360	366.1	277.25	603.6	507.79	644.17	882.52
Ag. Budget	15.34	4.8	17.16	18.5	6.5	7.4	12.49	13.94	13.25	29.55
% Ag. Budget	3.6%	1.4%	3.6%	5.1%	1.8%	2.7%	2.1%	2.7%	2.1%	3.3%

Description	Dordi	Mangala	Myagdi	Fedikhol	Annapurna	Devchuli	Beni	Sundarbar	Putalibazar	Vyash
Total Budget for FY2019/20	617.33	408.13	536.54	388.87	402.1	600.18	623.25	524.94	735.43	930.13
Ag. Budget	18	6.5	17	36.2	19.03	12	14.79	32.13	22.96	45.8
% Ag. Budget	2.9	1.6	3.2	9.3	4.7	2.0	2.4	6.1	3.1	4.9
% Increase in Budget between FY2019/20- FY2020/21	-14.8	-26.2	0.9	-48.9	-65.8	-38.3	-15.6	-56.6	-42.3	-35.5

Sources :Ministry of Economic Affairs and Planning from province, 2021

Lumbini Province

Of the 10 municipalities selected from Lumbini Province, all have allocated relatively higher budget (up to nine percent) for agriculture and livestock, compared to their total budget. Further, they have also increased their agriculture budgets in FY2021/22, compared to FY2020/21. Table 12 summarizes information by municipality. The increase in budget for the agriculture sector in this province has been mainly due to the fact of commercial vegetable and cereal production orientation in the terai districts and to some extent in the mid-hill districts with better connectivity of roads and market facilities. Similarly an improved human resource situation in the municipalities have provided impetus for more technical services and overseeing.

Table 19. Agricultural Budget in Selected Municipalities of Lumbini Province(NRs' Million)

Description	Bagnaskali	Resunga	Sandhikharka	Mallari	Sunawal	Suddhodhan	Mayadevi	Bhddhabhumi	Khajura	Madhuban
Total Budget FY2021/22	450.46	562.61	874.9	605.27	870.96	553.16	524.31	959.2	356.54	747.25
Total Ag. Budget in FY2021/22	26.93	5	81.2	25.31	29.57	17.96	12.45	26.54	27.25	25.1
% Ag.	5.97	0.88	9.28	4.18	3.39	3.24	2.37	2.76	7.64	3.35
Total Budget in FY2020/21	427.76	494.04	661.96	358.93	972.87	468.98	527.96	866.73	397.24	730.44
Total Ag. Budget in FY2020/21	12.75	2.66	18.20	15.64	24.21	13.98	8.80	14.64	9.40	16.00
% Change in Budget	111.21	87.96	346.15	61.82	22.13	28.46	41.47	81.28	189.89	56.87

Sources :Ministry of Economic Affairs and Planning from all province, 2021

Karnali Province

Of the 10 municipalities selected from Karnali Province, budget allocations for agriculture compared to the total municipality budget ranged between one to four percent in FY2019/20 and FY2020/21. However, all the municipalities have increased their agriculture budget allocations in FY2020/21 compared to FY2019/20, which

is detailed in Table 20. The increase in budget for agriculture in the municipalities can be mainly attributed to the stated objective of the province to prioritize for agriculture and increased demands for vegetable and fruits.

Table 20. Agricultural Budget in Selected Municipalities of Karnali Province(NRs' Million)

Description	Birendranagar	Gurbhakot	Barahatal	Bheri	Kapurkot	Kumakh	Siddhakumakh	ThuliBheri	Chandanath	KhandaChakra
Total Budget FY2020/21	1207.9	584.1	497.4	445.9	438.1	430.1	300.0	282.9	425.1	632.6
Ag. Budget in FY2020/21	6.0	14.8	7.4	12.4	5.5	12.0	7.3	5.6	3.0	15.0
% Ag. Budget in FY2020/21	0.5	2.5	1.5	2.8	1.3	2.8	2.4	2.0	0.7	2.4
Total Budget FY2019/20	1,423.0	630.2	537.1	680.6	472.0	426.8	315.4	398.9	420.8	622.1
Ag. Budget in FY2019/20	14.6	18.5	20.0	26.6	6.5	13.0	14.0	5.3	6.0	20.0
% Ag. Budget in FY2019/20	1.0	2.9	3.7	3.9	1.4	3.1	4.4	1.3	1.4	3.2

Sources :Ministry of Economic Affairs and Planning from province, 2021

Sudurpaschim Province

In Sudurpaschim Province, budget for agriculture from the total allocation in the selected 10 municipalities ranges between 0.2 to 8.5 percent in FY2021/22, which is low in view of the importance of the agriculture sector. Priority given by many municipalities to infrastructure investment was the main reason explained for such low allocation to agriculture. However, except for Jayprthvi and Gauriganga municipalities, allocation to agriculture has increased in FY2021/22 compared to FY2020/21. Details by municipality are presented in Table 21.

Table 21. Agricultural Budget in Selected Municipalities of Sudurpaschim Province

Description	Goumali	Mahakali	Dogadakedara	BadiMalika	JayPrithvi	Chure	GauriGanga	Godawari	Krishnapur	Belauri
Total Budget FY2020/21	320	592.8	454.6	264.5	521.3	433	412.4	1,028.30	688.7	542.4
Ag.Budget	13.3	8.5	11	9.8	12	8	1	26.5	29	30
% Ag.Budget	4.20	1.40	2.40	3.70	2.30	1.80	0.20	2.60	4.20	5.50
Total Budget FY2019/20	340	597.79	430.4	256.5	451.7	386	408.85	725.8	778.7	591.8
Ag.Budget	6.75	6.5	10	4.3	12.5	3.5	4.6	17.6	18.9	16
% Ag.Budget	2.0	1.1	2.3	1.7	2.8	0.9	1.1	2.4	2.4	2.7
% Change in Ag. Budget from	97%	31%	10%	128%	-4%	129%	-78%	51%	53%	88%

Description	Goumul	Mahakali	Dogadaker	Badi Malika	Jay Prithvi	Chure	Gauri Ganga	Godawari	Krishnapur	Belauri
FY2019/20 to FY2020/21										

Sources :Ministry of Economic Affairs and Planning from province, 2021

For a sound development plan, the program planning and budget preparation process should go hand-in-hand. From the above observations, it appears that the quantitative size of the agricultural sector budget over the years has increased at all levels. However, for a resource scarce economy, like that of Nepal, judicious allocation of resources is critical to obtain optimum results through better allocative efficiency. To achieve intended development results and improve service delivery, proper planning and budgeting is needed to mitigate structural weaknesses at all levels. Furthermore, it is necessary to improve the coordination mechanism, and identification of priority programs in consultation with key stakeholders.

4.5. 2 Provincial Level Budget Allocation to Agriculture

Although the Constitution guarantees autonomy of provincial governments, their main source of finance is still the fiscal transfers provided by the federal government. The provincial government determines the size of their budget based on these transfers, and to some extent, the revenue generated in the province under their jurisdictions.

The provincial budget for agriculture is given in Table 15 below, which indicates increased allocations in most provinces showing the realization of the agriculture sector's importance, which has now become a more crucial sector to ensure food security in the COVID-19 context. However, there has been a decrease in the amount of agriculture sector budget due to contraction in provincial budget allocation in FY2021/22 as compared to the previous fiscal year.

Table 22. Province-wise Budget Allocation for Agriculture Sector from FY2019/20-FY2021/22 (NRs 'Million)

Provinces	FY 2018/19		FY 2019/20		FY 2020/21		FY 2021/22	
	Province	MoLMAC	Province	MoLMAC	Province	MoLMAC	Province	MoLMAC
Province 1	35,930	3,872	42,184	3,193	40,870	3,392	32,441	1,934
Madhesh	29,786	2,987	39,964	3,672	34,704	3,281	33,881	2,696
Bagmati	35,606	3,113	47,607	4,848	51,409	3,719	57,720	3,367
Gandaki	28,275	2,390	34,377	2,508	39,078	3,190	42,436	1,797
Lumbini	36,416	4,075	36,416	4,043	36,352	4,007	40,949	3,403
Karnali	28,282	2,841	34,353	3,424	33,741	2,701	36,546	2,983
Sudurpaschim	25,600	1,410	28,160	2,810	33,380	3,360	30,330	2,835

Sources :Ministry of Economic Affairs and Planning from all provinces, 2021.

In Table 23 below, it presents the comparison of provincial agricultural budget over the total provincial budget for FY2018/19 to FY2021/22. Except in Karnali Province, there has been decrease in the agricultural budget in all the provinces in FY2021/22.

Table 23 MoLMAC Budget as Percentage of Total Provincial Budget

Provinces	FY2018/19	FY2019/20	FY2020/21	FY2021/22
Province 1	10.8	7.6	8.3	6.0
Madhesh	10.0	9.2	9.5	8.0
Bagmati	8.7	10.2	7.2	5.8
Gandaki	8.5	7.3	8.2	4.2
Lumbini	11.2	11.1	11.0	8.3
Karnali	10.0	10.0	8.0	8.2

Sudurpaschim	5.5	10.0	10.1	9.3
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Source: Ministry of Economic Affairs and Planning from all provinces, 2021.

In Table 17, province wise expenditure of the allocated budget is presented between FY2018/19 to FY2020/21. According to the expenditure figures for over the three fiscal years, Province 1 and Madhesh Province appear to have the low budget absorption, while Bagmati, Gandaki and Lumbini provinces having medium and Karnali and Sudurpaschim have the highest absorption rate.

Table 24: Percentage of Expenditure against MoLMAC budget (NRs' Million)

Provinces	FY2018/19		FY2019/20		FY2020/21		FY2021/22
	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget
Province 1	3,872	1,483 (38.3%)	3,193	1,096 (34.3%)	3,392	1,469 (43.3%)	1,934
Madhesh	2,987	1,399 (46.9%)	3,672	1,399 (38.1%)	3,281	1,736 (52.9%)	2,696
Bagmati	3,113	1,598 (51.3%)	4,848	2,830 (58.4%)	3,719	2,466 (66.3%)	3,367
Gandaki	2,390	1,447 (60.5%)	2,508	1,614 (64.4%)	3,190	2,059 (64.5%)	1,797
Lumbini	4,075	3,040 (74.6%)	4,043	1,808 (44.7%)	4,007	2,735 (68.3%)	3,403
Karnali	2,841	1,955 (68.8%)	3,424	2,636 (77.0%)	2,701	2,219 (82.2%)	2,983
Sudurpaschim	1,410	1,006 (71.3%)	2,810	1,938 (69.0%)	3,360	2,654 (79.0%)	2,835

Note: The numbers in parenthesis indicate percentage of expenditure.

Source: Ministry of Economic Affairs and Planning from all provinces, 2021.

Within MoLMACs, allocation of budget shows that a large proportion is either for programs/offices under it or to programs/offices under the Directorate of Agriculture Development (DOAD). The province-wise breakdown of total budget is presented in terms of recurrent and capital costs in Table 25. It appears that the percentage share of budget for recurrent purposes is much higher than capital expenditures, although the distinctions have been hazy, as program costs for line items, such as extension services and functional training, are also kept under recurrent costs in all cases.

Table 25 provides the details on the province-wise total agricultural budget disaggregated by recurrent and capital costs for FY2019/20 to FY2021/22.

Table 25 Recurrent vs Capita budget by provinces for FY2018/19 to FY2021/22 (NRs' Million)

Provinces	FY2018/19			FY2019/20			FY2020/21			FY2021/22		
	Total	Recurrent	Capital	Total	Recurrent	Capital	Total	Recurrent	Capital	Total	Recurrent	Capital
Province 1	3,872	3,598	274	3,193	3,011	181	3,392	3,132	259	1,934	1,750	183
Madhesh	2,987	841	2,146	3,672	2,277	1,394	3,281	1,843	1,437	2,696	1,555	1,140
Bagmati	3,113	1,006	2,107	4,848	3,908	939	3,719	2,591	1,127	3,367	2,396	971
Gandaki	2,390	190	2,200	2,508	2,188	320	3,190	2,701	488	1,797	1,534	262
Lumbini	4,075	2,543	1,531	4,043	3,798	245	4,007	3,722	284	3,403	3,159	244
Karnali	2,841	1,522	1,318	3,424	2,274	1,149	2,701	2,186	514	2,983	2,322	661
Sudurpaschim	1,410	1,260	1,500	2,810	2,460	350	3,360	2,880	480	2,844	2,578	266

Sources :Ministry of Economic Affairs and Planning from all provinces, 2021.

4.6 Market Based Infrastructure and Institutions

Market based infrastructures are essential for unlocking the development potential of agribusiness, agro-industry, trade, market centre development and technological intervention. Market based infrastructures mainly include the cold store facilities, collection centres, resource centres, hat-bazaars, processing centres and market centres. Similarly, agriculture based institutions such as farmers groups, cooperatives, seed companies, nurseries and farms, animal farms (cattle, poultry, pig, fish) help augment the development prospects. Similarly other institutions such as banking and finance power suppliers, agricultural machine and equipment suppliers and agro-vets provide the necessary services as enablers for the agricultural activities. In this chapter, province wise situation about the market based infrastructure and institutions is discussed.

Province 1: Most of the municipalities have prioritized for the construction of roads across the province, so road connectivity has improved in recent years, albeit the quality of road is poor in the hilly municipalities and most of them are fair weather road and still in poor condition. Although, the transportation has been far more easier than ever before, poor road condition still poses the challenges for increased commercialization of agriculture mainly for the perishable goods. Although, grid electricity supply has reached in all the terai districts and district headquarters of many districts, not all the municipalities have access to grid electricity. It has been reported that where regular and reliable supply of electricity has reached, some agriculture processing industries have increased over the years. Similarly, the combination of road and regular supply of grid electricity has been found contributing to establish the milk collection and chilling centres, thus providing the opportunity for farmers to regular stream of income.

Due to the mandatory provision issued by the government, all of the municipalities have bank branches (this applies across the country), however, it is not clear that to what extent they have been providing financial services to the agriculture sector. All the municipalities have agro-vets services through private sector, although the numbers range from 2 in mid-hills municipality to 15 in terai municipality. Similarly, most of the municipalities have private commercial farms, fruit and vegetable nurseries, cattle, buffalo, chicken and fish farms. Similarly, in the mid hills some exotic fruit farms such as kiwi (in Khotang) have been established. Milk collection and chilling centres are more concentrated in the terai municipalities and major townships of hills. Due to the lack of reliable electricity and sufficient market such enterprises are not available in the high hills. Agriculture and livestock collection centres and haat bazaar are in higher numbers in terai municipalities than in the hills. However, in major townships and road heads of hills also some agricultural collection centres are emerging with the support of municipalities and other agencies e.g. AKC/VHLSECs and agricultural projects. Agricultural groups and cooperatives are available in all the municipalities, although their numbers vary with the population and needs for the services.

Madhesh Pradesh: Almost all of the municipalities of this province lie in the terai region having much potential for agriculture, livestock and fisheries production. The road density is higher in this province than in others thus providing opportunities for easy access to market and other agricultural services. Similarly, most of the municipalities have the grid connection which unlocks the opportunity for establishing the agro-based processing industry. All of the municipalities have agro-vets services (2–8), agricultural cooperatives (1-25) and farmer's groups (2-97)¹³. Similarly, in most of the municipalities they have agriculture and milk collection centres (1-4). Major livestock markets are established almost in all the districts which facilitate the off-take of animals. However, majority of the agriculture and livestock market centres are still less equipped with better sheds, drainage and ramp facilities. Most of the municipalities have fruit and vegetable nurseries (2-10) but these are not sufficient to cater to the needs of the farmers.

Bagmati: Most of the municipalities are connected with road and grid electricity although the quality is poor in high hills. Almost all the municipalities have farmers' groups (7-141), agriculture cooperatives (3-56), commercial livestock/fisheries farms (19-151), agro-vets (2-20) except 2 Municipalities, commercial agriculture farms (6-125) except in Gauri Shankar rural municipality and milk collection centers (2-19) except in Budhanilakantha municipality. Slaughterhouses are established in 5 Municipalities and agriculture collection centers are in all highway connected districts. Small agro processing industries such as cheese (Yak, cattle, buffalo and goat), ginger and turmeric processing, orthodox tea and strawberry wine processing industries are established in this province. Similarly, all the municipalities have agro-vets services, albeit their numbers vary according to the population and market.

¹³Same farmers may be involved various commodity groups.

Gandaki: Most of the municipalities are connected with road and grid electricity although the quality is poor in high hills. Over the years agriculture market and collection centres have been established along the highway and in recent years with the construction of rural roads, agriculture production pockets are well connected with the major collection centres. Similarly, fruit and vegetable nursery with modern facilities are established in the commercially thriving areas; however, this is yet to reach in most of the hinterland rural municipalities. Three major highways such as Siddhartha, Prithwi and Pokhara-Baglung highway transect the province with well-established feeder road connecting Gorkha and Lamjung, these provide tremendous opportunities for the transportation of agricultural goods to terai towns and major cities like Pokhara and Kathmandu. Farmers groups and agriculture cooperatives are available in all the municipalities. Banking and micro finance facilities are available in most of the municipalities. Agro-vets services have reached in all the municipalities. Similarly, in the accessible areas, artificial insemination (AI) services have increased over the years. However, access to services from these amenities and institutions are not equal to all the farmers and their distribution varies depending on the population and market sizes.

Lumbini: Most of the municipalities have motorable roads and have even extended to the ward level; however, however, most of the rural roads are fair weather thus having uncertainty to market access during the rainy season. All of the municipalities have access to financial institutions and better communications. Grid electricity has been supplied in terai districts and major townships and district headquarters of the mid hill districts. Some commercially growing municipalities having agro-ecological advantages have established agro-processing enterprises e.g. turmeric, ginger, coffee processing.

Terai municipalities have higher numbers of supporting institutions for agriculture commercialization like agro vets, co-operatives, farmers groups (both in crops/horticulture and livestock sectors), commercial agricultural and livestock farms, milk collection centres, slaughtering house and collection centres for agriculture product marketing. The numbers of agro vets ranges between 7- 15. Similarly, there are multipurpose cold storage facilities for farm produce and a 300mt capacity cold storage is under construction in Sunawal Municipality. The recent operation of Gautam Buddha international airport may provide ample opportunity to export the fresh vegetables and fruits if required amount are produced as per the international standards.

However, most of the municipalities in the mid-hills are partially equipped with supporting institutions needed for agriculture commercialization such as agro-vets, co-operatives, farmers groups (both in crops/horticulture and livestock sectors), commercial agricultural and livestock farms, milk collection centres, slaughter houses and collection centres.

Karnali: With the opening of the Karnali Highway, Ratna Highway and Chhinchu- Dunai road all of the districts of the provinces except Humla are connected with road thus providing incentives for agricultural commercialization and access to agriculture markets. Apart from the main highways, most of municipalities have relatively good facilities from feeder roads, district roads and agricultural roads. There are regular flights to Dolpa, Humla and Kathmandu from Surkhet Airport in Birendranagar. Electricity supply has been provided by the national grid but have not reached to majority of the municipalities due to hilly terrain and low density of population. All of the municipalities have access to banks and to some extent with the microfinance institutions. Similarly, all the municipalities have farmer groups, agro-vets ad agricultural cooperatives. Along the road heads mid-hill districts agriculture produce collection centres have been established thus providing the opportunity to sell the produce Establishment of the collection centres have encouraged commercial production and connectivity with the buyers from Surkhet and Nepalgunj. Some municipalities have fruit and vegetable nurseries of regular fruit and vegetable and recently walnut and apple nurseries have been established in Mugu, Kalikot and Jumla districts as the province has prioritized to commercially produce apple and walnut. High hill district of the province have been growing apple for many years and is considered as high value product. Similarly, in recent years walnut plantation is growing which is expected to provide regular income to the farmers. However, with all these supportive institutions and infrastructures, given the difficult geographic conditions, remoteness and widespread poverty in most of the hill and mountainous districts, there needs to improve the qualitative and quantitative access of the services to farmers to unlock the exiting potentials of the mountain districts

Sudur Paschim: The geographic condition widely varies in the province as it stretches from the plain terai areas to rugged high hills and mountains. All the terai municipalities are located in the accessible areas with modest facilities of roads, electricity and irrigation. All the municipalities in terai have adequate supporting institutions like agro vets, agri cooperatives, farmers groups (both in crops/vegetables and livestock sectors) and agro processing facilities. In addition, all the municipalities have commercial agriculture farms, milk collection centres and agriculture marketing centres (except at Belauri) and fish farms, although their operational

status varies. In addition, Gauriganga municipality, has two seed companies, which are not present in other municipalities. Presence of these supporting institutions reflect that farmers have opportunities and choices for getting the technical and financial services of his/her choice within the municipalities, which will contribute for commercialization of agriculture sector as a whole. However, the presence of service providing enterprises and institutions in remote district municipalities is rather low and irregular.

4.7 Transport, Logistics and Facilities

Since the local governments were formed only four years ago under the federal system, the situation of availability of logistics and facilities e.g. office spaces, computers, means of transportation, basic laboratory facilities, meeting and training hall varies across the municipalities and are still transitional phase. So, managing the required level of infrastructure and other resources for effective service delivery may take some more time than expected. However, findings generally suggest that none of them is critically constrained by poor logistics. As per the constitutional provisions, utmost responsibility now lies with the local government to provide extension services that are of direct concern to the people and for the better service delivery provision of adequate logistics is quite important. Furthermore, the situation of aforementioned logistics and facilities are relatively more acute in the high mountain regions than in the mid hills and terai municipalities. The country's mountainous terrain poses significant logistical challenges to remote areas.

Of the surveyed municipalities, all of them have mentioned that they are housed in their own government buildings, although more than 50% of the municipalities mentioned that these buildings are not sufficient to accommodate all the offices and facilities. So, the municipalities have taken some office buildings on rent. Some of the common problems include inadequate staff rooms, lack of training halls and furniture to conduct seminars, meeting and other special gatherings. In such a situation, they have to conduct the events in other offices and/or hotels.

Similarly, regarding the provision of other logistics e.g. means of transportation, observations vary across all municipalities. However, the most common finding is that the municipalities having connection with roads have procured motorbikes and scooters for the field level extension workers and are made available to them when needed, although not all the employees have equal access to use them. Most of the municipalities have provisioned computers and internet connections for each section however; this is also not sufficient for effective service delivery as envisaged. Furthermore, most of the staffs have limited capacity to use the computers and different apps e.g. soil maps, farmers' registration. Reporting and communication are commonly done through email. Apart from these positive side of the logistics, frequent interruptions of power supply, lack of backup system, inadequate office room and furniture, improper office layout, limited access to computers, irregular internet and lack of essential agriculture or livestock related equipment are the common problems faced by the employees.

Province 1

Most of the municipalities are housed in their own buildings although quite insufficient to accommodate all the sections and other office amenities such as meetings and training halls. The situation is even worse at the ward level offices. All of the municipalities reported that they have limited numbers of computer/printer, and software for data management. None of the municipalities are currently using any kinds of apps for agricultural activities except the one for farmers' registration currently implemented by the federal government in collaboration with the provincial and local government. Transport facilities are found largely sufficient in the terai districts, however, the same is not the case in the high-hills and mountainous municipalities. Municipalities have made plans to procure more motorbikes for the field level mobility. Only some of the municipalities have provided basic toolkits of soil test and animal health check to the extension staff, but there lacks proper laboratory facilities and necessary chemicals.

Madhesh

The availability of logistics is very much important for smooth running of the offices. The situation of logistics availability varies between the municipalities. Some of the essential facilities and logistics such as the availability of sufficient working space, meeting room, use of computers for recording and reporting are common problems faced by the agriculture staffs. Sixteen out of twenty selected municipalities have reported that they do not have enough office rooms for the staffs, meeting and training events. Although none of the municipalities is critically constrained by poor logistics. Presently almost all the municipalities have rented the office buildings and for training and meeting most of the municipalities are using community building and schools.

All of the municipalities reported that they have limited numbers of computer/printer, software for data management. None of the municipalities are currently using any kinds of apps for agricultural activities except the one for farmers' registration currently implemented by the federal government in collaboration with the provincial and local government. So far as the availability of transport facility from the municipalities is concerned, all of the municipalities have made the transport facility available to almost all the staffs except in Hanspur municipality. Similarly, MoLMAC has distributed basic toolkits for the selected municipalities for animal

health check, but there lacks proper laboratory facilities and necessary chemicals and not all the staff are equally competent to handle and analyze the laboratory results.

Bagmati: Logistics situation of this province echoes almost equally as in the Madhesh province. Lack of sufficient office spaces for agricultural staffs has been reported by 17 municipalities. All of the municipalities have common meeting halls, however these are not always available for the training and workshops. Since office buildings are under construction in some of the municipalities such as Dudhauri and Namobuddha which have planned for the separate training and meetings halls. Regarding the use of agricultural apps, some of the municipalities in Chitwan have installed COPOMIS for cooperatives but other agricultural apps are not in use. Main reasons for this can be attributed to the lack of knowledge and awareness about the availability of the agriculture related apps, lack of skills and training to the staff to handle the apps, insufficient accessories and appliances and plan to make these available. For the field visits, all the municipalities have procured the motorbikes for the agricultural staffs where there is road connection but this is not available for the extension staffs.

Gandaki: Logistics and other facilities support for agricultural and livestock activities are found generally weak in most of the municipalities. Office space as well as computer facilities are rather insufficient for the extension staff. Technician level staffs mainly working in the ward level have been constrained with office rooms and inadequate motorbikes for field mobility. Similarly, there are no scientific tools and equipment at the municipality level to diagnose the problems of plants and livestock.

Lumbini: The logistics facilities vary between the municipalities. Municipalities have provided required logistics for every section though it is not sufficient and mainly for the agriculture and livestock services. Most of the municipalities reported inadequate office rooms, office furniture, training hall, and means of transportation and inadequate quarter to the agricultural staffs. Similarly computers are made available on shared basis. Almost all the municipalities have procurement plans for computers and a motorbike, so once this plan is materialized, it can be expected to have better service delivery function. Logistical facilities are found to be in better position in the terai municipalities than in the mid-hill and high hill municipalities.

Karnali: Of the studied municipalities, it has been found that none of the municipalities have enough office rooms and furniture for the staff and for conducting seminars, meeting and other special gatherings. They have to rent other offices and hotels to conduct the events. Similarly, there are limited numbers of motorbikes and scooters for field mobility and not all employees have access to such facilities. In addition frequent power cuts, inadequate numbers of computers, irregular internet services and lack of essential equipment for agricultural and livestock services are the major problems faced by the agriculture and livestock staff. The provision of logistics is more acute in the mid-hills and high mountain municipalities.

Sudur Paschim: The situation of logistics availability varies between the municipalities and none of them have a uniform pattern. While one of the municipalities in Darchula district did not report any logistics constraints, but other municipalities surveyed expressed limitation with office room, training hall, transport and computer facility. It must, however, be noted that none of the municipalities are severely constrained with logistics to affect their service delivery and some improvement could enhance their service delivery status. Provision of the means of transportation for the agriculture and livestock extension staff is satisfactory in the terai municipalities and road connected mid hill district municipalities.

4.8 Extension and Research

The Constitution of Nepal, 2015 has given the local level the right to agricultural production, management and agricultural extension but the agricultural research is beyond the jurisdiction of the local level. However, by coordinating with the research centers municipalities can access to the technologies related to production and productivity of crops and livestock sector. For which proactive initiative mainly from the municipalities to establish linkages with the research centres would be useful.

Assessment of the current agricultural extension tasks of the municipalities indicates the fact that they provide wide ranging of services, albeit its coverage is often inadequate and reached to only limited numbers of farmers for various reasons. Technical assistance provided mainly include the modern agricultural technology, distribution of subsidized agricultural materials, distribution of machinery, improved breeds of goats, buffalo, and swine, marketing, vaccination etc. However, on the other hand farmers' expectation from the local governments is huge, which include the support for irrigation, mechanization, building market infrastructure, support for commercial agriculture, new innovations, and subsidy on inputs. Provisioning of these supports from the municipality level alone are far from the realistic possibility with the given financial and technical resources available. Nonetheless, some resource rich farmers have been found obtaining such additional technical services from agro-vets, private service providers, provincial offices, federal offices and I/NGOs.

Farmers can easily get services from the municipality if capacity of agriculture and livestock technicians is increased, similarly they can benefit from the enhanced capacity of the agro vets and other service providers. Lack of coordination among major development actors, lack of priority on agricultural extension and research, lack of focus on research to address local burning issues and farmers' needs, lack of human resources in research and inadequate budget allocation for research and extension are the major weaknesses expressed by the farmers and municipalities.

Agriculture and livestock section deal mainly with the extension of agricultural technologies and their dissemination. Municipalities through this section support the farmers by providing the new technology and services, incentives on production inputs and machinery, improved animal breeds/seeds, marketing arrangement for agriculture/livestock products, trainings for capacity improvement and incentives on transport of agri commodities and information as available. Information is disseminated through a variety of means e.g. aired from FM, publications, notices, meetings and training events. It has been found that across many municipalities the information about agri technologies are provided through the local FM radio and personal contact. Farmers expect timely and regular support for production inputs and seeds but most of the municipalities have very limited capacity and resources for these services. To address these problems, it has been found that the municipalities reach out to Agriculture Knowledge Centre (AKCs) and Veterinary Hospitals and Livestock Expert Centres (VHLECs) for support and advice- perhaps this is the area for which municipalities and district based provincial institutions mostly interface and possibly collaborate.

Almost all the municipalities have poor access to research and extension system and as it is known that municipalities do not conduct any research by themselves. Because of lack of formal mandate, mechanism and resources there are no linkages between municipalities and the research and extension institutions e.g. Nepal Agriculture Research Council (NARC), except in those municipalities where NARC has special interest and regularly running research activities. Also, there is no formal horizontal and vertical coordination mechanism to hold the technical dialogue with research institutions, extension, and farmer's institutions at the local level. As a result there are no close and formal linkages with the subject matter experts and technicians to discuss and coordinate about the problems observed in the field.

Also, for some years now, there has been a severe delinked relationship between municipalities and Agriculture Knowledge Centres and Veterinary Hospitals in the districts. The frequency of contact and networking has been very limited due to scarce human resources at the AKCs and Veterinary Hospitals, removal of some AKCs from some districts and disconnection of formal communication mechanism between the provincial and local governments.

However, municipalities recognize that agriculture sector could be improved with the introduction of new technologies and resources, improving the technical capability of the farmers through trainings on IPM, soil health management, animal health management through farmer's field school approach. Services to the farmers could have been increased by establishing community agriculture extension services centre/s. It is also recognized that the agriculture development has not taken place as expected, among many reasons- due to

the lack of linkages between the research agencies, municipalities and AKCs/VHLSECs subsequently resulting in the inability to transfer the technologies at the farmer's level.

With all these situations in the backdrop, it begs serious questions that whether commercialization, mechanization, modernization and diversification in agriculture is possible as envisaged in the different plans of Nepal through the present composition and authority of the municipalities, coordination mechanisms, human resources, extension approaches and connectivity with research institutions. In the section below, province wise discussions are done around the issues of research and extension in the municipalities.

Province 1

The geographic distribution of the province stretches from top of the world to the low lying terai, thus providing the opportunity to grow all sorts of crops and animals suitable for Nepal. Therefore, the scope and needs for agricultural development in this province may slightly differ than other provinces. After the dissolution of the district agriculture development offices and district livestock service offices, establishment and provision of the services have not been smooth as before. The transition to arrange the agricultural services system has somewhat prolonged and deployment of the agriculture and livestock staff at the municipality level are not equally qualified and experienced to deal with various requests, demands and problems of agriculture and livestock issues. Despite these facts, in general the municipalities are offering the following extension services covering the farmers from subsistence to commercial level.

- Advice and technical services related to modern agriculture
- Disseminate new varieties and materials on grant or cost sharing basis
- Administer subsidy program and recommend for the grant or services
- Distribution of machine and tools (subsidized)
- Distribution of improved breeds of animals
- Management of agriculture and livestock market
- Animal health care, dissemination of technologies, animal development, animal feed
- Training and follow up

Generally, the extension services are transmitted through field visits, personal contact, distribution of information leaflets and publication, training and workshops and exposure visits to demonstration plots and organizing farmer to farmer knowledge sharing events. But all of these services vary across municipalities and some services depend on the demand and availability of the municipality resources.

Madhesh Pradesh:

Although municipalities are supporting farmers on different aspects of agriculture and livestock extension services, it has been found challenging to fulfil the rising expectations of farmers. As a result, most of the farmers are dissatisfied with the inadequate services and insufficient input provisions (as per the expectation of the farmers). The reasons are : 1) unavailability of agriculture and livestock technicians in the municipalities; for example, in Ganeshman Charnath municipality agriculture and livestock technicians are not posted from federal and provincial level and also the municipality is not interested to recruit any agriculture technicians for administrative and financial reasons. This has resulted into non implementation of the agricultural activities throughout the year; and, 2) Very small budget (mostly < 1 % of total budget) allocation to agriculture sector.

Since the capacity of the municipalities are so weak to provide the extension services, farmers have been receiving the required services from private extension service providers e.g. local agro vets which in the farmers opinion have been playing very crucial role at a time when the government services are extremely inadequate, private extension service providers (subject matter specialists, professionals, retired agriculture specialists and others). Most of the selected municipalities have not heard about the CAESC but most of them recognized it after having discussed about the CAESC system. Municipalities are aware about the fact that agriculture sector could be improved with the introduction of new technologies, resources and improving the technical capability of the farmers as well as the technicians through trainings. Furthermore, farmers suggested to have at least one agriculture and livestock technician at the ward level.

The followings services are provided to the farmers through municipality agriculture and livestock section

- Provide suggestions and advice about modern and scientific cultivation practices
- Arrange and provide improved and quality production inputs and different types of machineries on grant and/or subsidized price from the municipalities
- Support farmers animal breeds on subsidized price
- Support for market centre management

- Supports in improving the capacity of farmers through trainings and providing incentives in transporting the agricultural commodities
- Provide livestock health service free of cost (or minimum charge)
- Support in installation of deep boring, pumping set, and other irrigation devices.

Bagmati:

Most of Municipalities support farmers by providing the new technology on various commodities of vegetables, cereal crops, bee keeping, sericulture, mushroom cultivation and services on sapling distribution, improved seed distribution, incentives on production inputs and machinery, improved animal breeds/seeds, marketing arrangement for agriculture/livestock products like dairy shops and meat shops, trainings for capacity improvement and incentives on transport of agriculture commodities. The information and knowledge about agriculture technologies are being disseminated through the social media and personal contact. The farmers expect support on production inputs and seeds free of cost but municipalities cannot provide all support required by the farmers, for which they seek the support from AKCs and VHLECs. Some of the municipalities said that they were aware about CAESCs, however, have no idea on its scope, modality of operation and the benefits.

The municipalities understand that agriculture sector could be improved with the introduction of new technologies and resources and improving the technical capability of the farmers through trainings on IPM, soil health management and animal health management through farmer's field school approach. It is also recognized that the agriculture development has not been as expected due to the the lack of coordination, and the inability of technologies to reach at the farmer's level. Another limitation has been identified as the lack of exposure and training for the agriculture/livestock/veterinary technicians on modern technologies.

Gandaki:

Most of the issues and challenges of this province are similar to those of the provinces discussed above. Regarding the access and dissemination of the technologies from research, almost all of the municipalities have very poor access to research and extension system largely due to the lack of linkages. Municipalities as such are working in the isolation and also the frequency of contact and networking is very limited from the AKCs and VHLSECs due to the low number of human and financial resources and non-clarity on the role of these institutions with the municipalities. The reasons for having low level or no linkages with the research institutions and others can mainly be due to the limited capacity and authority of the agriculture and livestock technician to network and build linkages.

Lumbini:

Agriculture and livestock section is one of the means for extension of agricultural technology. The municipalities have major extension strategy on food and nutrition security, marketing arrangement for agriculture/livestock products, economic development, employment generation, poverty alleviation, high value agricultural product development program etc. Municipalities have given priority to provide services to the poor farming community without any delay and make access to inputs/services/trainings/incentives. Municipalities support farmers through subsidy and demonstration for commercialization of crops, fruits, vegetables and livestock with adequate market and small irrigation development. Agricultural programs mainly consist of providing knowledge and information and distributing production materials such as seeds, fertilizers, farm machinery, pump set, and technical backstopping on manure improvement, soil health improvement, animal health management and other technical services etc. However, expectation of the farmers is for more financial support rather than technical facilities. Agricultural technicians provide extensions services to the farmers about the use of new technology. The agriculture technologies are being disseminated through the social media such as radio, face book page, website, and through contact. Most of the municipalities have constructed agriculture collection centres, supporting the collection and marketing of agricultural commodities produced in the municipalities, new information and knowledge are disseminated through these centres as well. Although formal linkages for many activities have been cut, municipalities approach AKCs and VHLSECs and DoAD for the technical solutions of severe problems of disease and agribusiness matters.

Since agriculture extension system consists of multidisciplinary components such as agronomy, horticulture, agro-economics, marketing, fisheries, soil and agricultural engineering, livestock and veterinary services, these services are not available unlike in the previous system under DADO and DLSO. Hence, municipalities' services are very patchy and scant in general let alone expect for the specialized and competitive enterprises. This is mainly due to deficit of human resources both in terms numbers and quality, physical facilities, budget and program planning. Similarly, it has been found that over the last 2-3 years there has been no exposure visits to observe modern technology, best practices and exchange of ideas at technician as well as farmers level.

Karnali:

The agriculture and livestock service technicians have been attempting to transfer the agricultural technologies as demanded by the farmers through various educational methods of agricultural extension. Major services provided by the municipalities widely ranges from the provision of regular technical assistance on modern agricultural technology, distribution of subsidized agricultural materials, distribution of machinery, improved breeds of goats, buffalo, and swine, marketing, vaccination etc. to conducting short trainings, linking with the insurance and financing institutions. Farmers have high expectations for the delivery of varieties of services and infrastructures in view of the growing opportunities in agriculture commercialization; however, given the limited resources of the municipalities delivering these are beyond the capacity of the municipalities owing to the limited human and financial resources. Farmers obtain additional technical services from the agro vets, private service providers and even approach provincial, federal offices and I/NGOs.

Since National Ginger Research Center of the Nepal Agricultural Research Council is located in Salyan district, municipalities located around the centre have greatly benefited from the research in coordination with the local level. Municipalities generally disseminate information about agriculture and livestock extension related events and subsidy through their websites for general public.

Sudur Paschim

The municipalities support the farmers by providing the new technologies and services, incentives on production inputs and machinery, improved animal breeds/seeds, marketing arrangement for agriculture/livestock products, trainings for capacity improvement and incentives on transport of agri commodities. New information about services is generally disseminated through the local FM radio and community visits. The farmers expect support on production inputs and seeds but municipality alone are not able to cater to their needs, for which they receive some support from the AKCs and VHLECs.

Municipalities are not aware about the scope and philosophy of the CAESCs but when explained they would like to have it with some external support in the initial phase. The extension strategy now is more oriented towards the active farmers, who are aware of the opportunities available including the incentives. This population is very small and the majority of farming community is still the poor farmers without any access to information, inputs/services/trainings/incentives. This situation has created a bipartition status in the farming community; the one getting the support and the others left behind. Thus, the strategy of focused support towards the better offs need to be revised in favor of all farmers through on-the-spot trainings, incentive support on inputs used by all and market linkage for all agriculture produce and incentives based on marketed products. This is required to uplift the current service delivery system towards an aggressive and focused approach for overall development of agriculture sector. Similarly, lack of coordination between the service providers has been the most crucial stumbling block for development of agriculture activities within the municipalities and thus has created the duplication in programs and resources. There is informal linkage between the municipalities and the government institutions and the district coordination committees have not been very effective and efficient for developing coordination mechanisms between the municipalities and other agencies working for agriculture and other related sectors e.g. educational institutions and financial service providers.

Chapter 5: Discussion and Recommendations

5.1 Analysis of policies, planning, implementation procedures and coordination

5.1.1 Policy and law making:

The concept of local and provincial level governance evolves in and around the principles of cooperation, co-existence and coordination with autonomy, subsidiarity and proximity. In this broader governance context, the local government needs to play an important role improving efficiency, accountability, inclusion, and exercising their autonomy which demands that the decision making takes place at the local in the spirit of the Constitution by being responsive to the local needs and services.

In this regard, for the effective implementation of the agricultural activities, the presence of a generally favourable situation at municipality level is crucial. One of the critical factors for this is to have the required policies, Acts, regulations, operational guidelines in place which function as essential and enabling tools to implement the program without hitch and help produce desired outcomes and results over the long term. However, serious capacity gaps have been observed in almost all municipalities to formulate their own policies, Acts, rules and regulations although “sample” frameworks and templates are provided by MoFAGA.

The Constitution of Nepal has made the following provisions for the local level governance:

- To prepare policies, Acts, plan and budget and implement them within the jurisdiction of the municipality
- To implement Work division and accomplishment related matters by making rules and regulations
- Exercise of the jurisprudence and mediation on designated subjects and disputes
- Formation of administration and local service delivery management mechanism to be accountable to local level
- Taxation on the subjects designated by the law and constitution
- Receive the share of the revenue on designated areas
- Obtain subsidy from the federal and provincial government

In addition to the abovementioned subjects, there are 22 exclusive rights of the municipalities, amongst these four rights are directly related to agriculture such as: i. cooperatives, ii. Local road, rural road, agricultural road and irrigation; iii. Agriculture and livestock, agriculture production management, animal health, cooperative, and, iv. Agriculture extension management, operation and control.

Preparation of the Policies, Acts, rules, regulation and procedures vary across all municipalities suggesting that they prepare these important documents to address their current need rather than making them ready for use at any time. In this respect, the majority of the municipalities have prepared cooperative and agri-business promotion acts. Less than 2% of the municipalities have prepared a Land Act and Animal Health and Livestock Services Act. In addition to preparing the Acts, the municipalities have prepared varieties of rules, regulations, operational guidelines and procedures to enable them to function their work. These include: User’s committee formation guideline, winter forage, market monitoring, agriculture and livestock program implementation, land use, hiring the technician on contract, farmers group formation, subsidy for fallow land utilization, to list but a few. Very few Municipalities have prepared agriculture policy formulation acts, regulations and directives are time taking and administrative-technical task. This task at present is carried out largely by the chief administrative officer of the municipality with the support of other administrative staff and is also outsourced sometimes. Policies and Acts are passed by the municipality assembly for its effect. This is one of the areas where municipalities staff and political representatives need training on understanding the constitutional rights and as how to prepare the policy documents for the agricultural activities. It has also been observed that very rarely the agriculture and livestock staffs are consulted and involved during the policy making processes of the municipality. They have formed a legislative committee, which includes few elected members to draft new bills, but many of the committee members are unaware of and are not involved in the law-making process. The chief administrative staff and other bureaucrats are the key players in the law-making process, even though legislation-making does not fall under their roles, duties and authorities. However, the total dependency on government employees for preparation of legislation can risk the law-making process more bureaucratic, technical and non-participatory. More in-depth and longitudinal studies are needed to understand the processes and barriers to inclusive and locally relevant legislation-making processes in the local government bodies. All provincial governments (as it is their jurisdiction) need to prepare the required acts and directives to guide the inclusive legislation-making processes in the local governments. However, as it seems after analysis that the

existing institutional and technical capacities of local governments does not always match the capacity needed to execute some of their mandates.

5.1.2 Coordination:

As reiterated many times before, there is very little cooperation, coordination and linkage within the municipalities for program planning, implementation and monitoring. In addition, the Municipalities do not have formal cooperation and coordination with MoLMAC, AKCs, VHLESCs regarding program planning and execution except in some instances for specific project implementation such as PMAMP. Agriculture and livestock section of the municipality deals with the extension of agricultural technologies and their dissemination. The municipalities through this section support the farmers by providing the new technology and services, incentives on production inputs and machinery, improved animal breeds/seeds, marketing arrangement for agriculture/livestock products, trainings for capacity improvement and incentives on transport of agri commodities. The information about agri technologies are being provided through the local FM radio and through personal contact with the technicians. Farmers expect support on production inputs and seeds but the municipalities have not been able to provide the support as required by the farmers, for which at times they seek support from Agriculture Knowledge Centre (AKCs) and Veterinary Hospitals and Livestock Expert Centres (VHLECs).

Almost all the municipalities have poor access to research and extension system and as it is known that municipalities do not conduct any research by themselves. Because of the poor mechanism of networking with research and extension institutions (e.g. NARC), municipalities are working in isolation. Also, there is no formal horizontal and vertical coordination mechanism to hold the technical dialogue with research institutions, extension, and farmer's institutions at local levels. As a result, there is no working environment for subject matter experts and technicians to discuss and coordinate the problems that are observed in the field.

Also, for some years now, there has been a severe delinked relationship between municipalities and Agriculture Knowledge Centres and Veterinary Hospitals in the districts. The frequency of contact and networking has been very limited due to scarce human resources at the AKCs and Veterinary Hospitals, removal of some AKCs from some districts and disconnection of formal communication mechanism between the provincial and local governments.

However, the Municipality understands that the agriculture sector could be improved with the introduction of new technologies and resources and improving the technical capability of the farmers through trainings in IPM, soil health management, animal health management through farmer's field school approach. Services to the farmers could be increased by establishing community agriculture extension services centre/s. It is also realized that the agriculture development has not been as expected due to the lack of coordination, and the inability to transfer the technologies at farmer level.

5.1.3 Planning:

Municipality level annual planning processes are carried out as per the Local Level Planning Directives prepared by the National Planning Commission (NPC). The guideline has prescribed 7 steps planning processes (see about details in the Chapter 2) to formulate the annual plan and budget. It has been found that all the municipalities have established a planning unit headed by the chief administrative officer (CAO) and this section is responsible for planning of all sectors. Agriculture section falls under the economic division. Years of experience of the staff in planning section has been found ranging between 2-24 years. . However, they have limited experience of planning in the federal governance structure. Municipality mayor/chair, deputy chair and CAO have received basic orientation on planning guideline. But other staffs involved in planning have not been trained in the planning guideline. For agriculture development planning, needs are initially identified at the ward level and then these are submitted at the municipality level for further screening. Agriculture and livestock employees are involved in the initial planning processes but they have very limited role to influence/persuade the political leadership. The technical staffs are not well qualified in program planning and require trainings on program planning and proposal writing. Similarly, they are not well qualified to identify the potentialities of the area/crops/livestock and their development for the agriculture development of the municipalities. Thus, new interventions could not be identified and explored and program development adopts a ritual approach of planning, budgeting and disbursement.

The municipalities vary greatly in terms of their capacity, interest, resources, and initiatives in agricultural development. Some municipalities – a relatively small number – are actively pursuing agricultural development as their main development agenda and have, accordingly, allocated a sizeable budget to the agriculture sector even from within their core budget. Some municipalities allocated some budget to agricultural programmes but the size of the budget allocated and actually spent has been low and varies according to the interests of the elected officials and the technical capacity and profile of their agricultural staff. The remaining municipalities – also a sizeable number – did not, at the outset of the project, consider agriculture as a priority development issue, as reflected in their limited agricultural budget and programmes. Overall, some of the municipality studied were only able to spend less amount of the unconditional grant budget for agriculture over the last fiscal years. At project inception, the primary interest of local government was largely political with physical infrastructure a development priority. Many municipalities, in the aftermath of the federalization, lacked the willingness, interest, and capacity to invest in agriculture.

5.1.4 Database management:

One of the major constraints for evidence based policy and planning is the lack of reliable and regular database management system. As federalism brings the decision-making power to provinces and local governments, the need for various aspects of the local level has been recognised increasingly. Data is vital for successful implementation of federalism. Local governments' core activities – including policy development, program implementation, performance monitoring and decision making – all require reliable data. Already there is high demand from local and provincial governments for evidence to ensure decisions on service delivery and planning for agricultural development are made based on robust evidence. Traditionally, data production has been a top-down approach in Nepal and before the introduction of federalism, local units such as village development committees were less engaged in data collection and management. As observed there have been so many mismatches on key metrics of basic data upon the merger of VDCs and no system has yet been introduced to establish an integrated data management system in the municipalities. Furthermore, a huge gap in knowledge and system of data collection, its storing, analysis, usages and sharing with the provincial and federal government has been found in most of the municipalities. As has been discussed many times that by way of constitutional provision, newly formed local government are largely autonomous and responsible for their policy making, formulation of Acts and prepare their plans (e.g. approach papers, annual, periodic and strategic plans) and budgets, they need accurate and reliable data to ensure that these are grounded in evidence. The need for reliable data may grow in future for multiple purposes. Therefore, supporting data generation, enhancing the skills of planners and agricultural staff, including others, for making its uses in local and provincial (sub-federal) government policy making and planning has become increasingly important. To make data collection and management system effective and responsible, a new and distinctly separate data management or statistical section should be established in the municipality where all sectors are integrated. As an immediate action for data management, municipalities need to be supported in their technical capacity for data generation, processing, analysis and use for evidence-based decision-making as well as become connected to other actors. This is one of the critical areas where development partners can support the municipalities.

However, over the last years, EU funded TCF to ADS has provided a 5 day long agriculture development (ADP) training program for the municipality level agriculture and livestock technician on areas of planning processes, needs identification, agriculture value chain identification and prioritization, problem analysis, database management and M&E systems and preparation agriculture profile. Preliminary observation suggests that this training has been found very useful in the federalized context for effective planning. The trained technicians have been able to present their views on prioritization of agricultural activities in the municipality. But this training alone would not be sufficient in the future. There should be some refresher courses also conducted for the municipality level agriculture technician on this subject. Also, it is recommended to integrate the ADP training module in the Local Development Training Academy (LDTA), among others. LDTA is the government managed entity under MoFAGA to provide training to the local level staff and conducts training programs on varieties of subjects to enhance the skills and knowledge of the employees. And particularly for agriculture sector development planning, this module should be included in the curriculum of the ABPTSCs and LSTCs training program.

5.1.5 Analysis of human resources and service delivery

The available capacity – number of staff and technical skills in agriculture sector is not adequate to develop new programmes for the sector nor can it work considerably for growth of the sector in general and subject specific

subsectors in particular. As there are insufficient numbers staff (covering between 500 to 3300 households), it has been very difficult for them to address agriculture, livestock and fisheries related problems, develop linkages, monitor programs and provide support to develop capacity of relevant stakeholders (Farmers Groups) and fulfil the mission of agriculture extension as such.

Different subsectors within the agriculture has grown tremendously over the last few years thus demanding increased and varied level of services. Furthermore, there are some growing problems of pests, diseases and quality production as expected by the consumers. Only a limited number of junior technical staff with very limited technical capacity cannot address the need of the beneficiaries. Although municipalities have recently recruited some technical staff (mostly the fresh graduates with no work experience and exposure to the sector before) and Provincial Public Service Commission has recently appointed local level technician, still on average there remains about 60% local agriculture staff to be fulfilled.

Moreover, most of the municipalities (except e.g. Belaka, Sunwal) do not have a human resource development plan and budget to enhance the capacity of their staff. No orientation programs are organized for the newly recruited contract staff, however, they are left to learn the basic office rules, regulations and procedures while working, let alone the technical subject matters. Some staff have received training on technical matters of agriculture and livestock, but these are not as per the plan but on ad-hoc basis as and when available basis.

In order to improve the human resources capacity, municipalities should draw a long term HR development plan by having a clear needs assessment and identification of areas for training and this should be broken down in annual plans with adequate budget and resources. For wider access to knowledge on agriculture related matters to the municipality staff, MoLMACs should organize training and workshops on subject matter specific topics mainly on technical subjects. Sufficient number of staff should be recruited and a separate HR development section should be established in the municipalities for its management, follow up and effective utilization of the training. Furthermore, municipalities should maintain the record of the training received by the employees disaggregated by name, subjects, numbers and few other relevant information. This helps to select the employees for the upcoming training programs and can help avoid duplication, repetition and waste of resources. Also, it is recommended to prepare a training skill application plan and monitor whether the skills thus learned are effectively utilized.

Regarding the engagement of the private sector in service delivery, their capacity to provide goods and services is evolving in many municipalities, but their concentration is large in semi-urban and commercially oriented areas. Therefore their presence and role in the rural interiors is rather thin. This has hindered the services in the needy rural areas leading to slow growth of both agriculture and livestock activities. The opportunity and challenge therefore is to create an enabling environment in which the private sector, NGOs and other actors can play a more significant role while at the same time fostering synergy and coordinated action.

Furthermore, municipalities should develop a strong database by mapping the local level private sectors, community organization and NGOs about their capacity, scope of operation, budget and timeline which allows the municipality level program planning and as to how and in which program areas partnership can be established and strengthened for better service delivery. For this, municipalities should develop a policy and guideline to regularly assess the presence and performance these entities.

5.1.6 Analysis of budgeting and absorption capacity

From the observations of the municipality level budget, it can be summarised that by and large agriculture sector has received increased budget portfolio, albeit the range of increase vary across municipalities. Still, large proportion of the municipality budget is spent for infrastructure, however, a recent study conducted by Democracy Resource Centre Nepal (DRCN)¹⁴ finds the fact that over the last couple of years there has been a gradual shift in priority from infrastructure to other economic sectors e.g. agriculture. According to the report, municipalities have increased the budget in agriculture because it is the main source of livelihood and income for the local people. Increased agriculture budget is mainly spent for grants to purchase agricultural input, subsidizing the interest rate and promote commercialization. The municipalities across different parts of Nepal seem to have allocated relatively less percentage of budget to agriculture and livestock sectors. There are, however, some examples where municipalities have shown continued interest to allocate budget for agriculture which is reflected in increase in allocated budget over the years.

¹⁴ DRCN (2021): Budget Prioritization and Implementation by Local Governments during the COVID-19 Pandemic.

Sector wise budget headings are not separated in most of the municipalities, rather the activities are mixed. This makes it very difficult to see as how much budget is allocated per sector. Therefore, it is recommended that in future municipalities develop a format to separate the sector and budget sources for each activity as how it is financed e.g. regular, capital. This should even further be divided into the categories such as: conditional grant, complementary grant, equalization grant and special grant.

Operationalization of municipalities under the federal system has been a major shift in governance and has yet to take form according to the spirit and philosophy of the Constitution of Nepal. From field visits a frequent complaint heard at municipality level by the political echelon was the large size of budgets was received but they have the limited capacity available to utilise the budgets effectively. Very often the need to show quick results and utilise sizeable budgets distorts the priorities for investment. In order to ensure that municipalities are effective in their performance, improvements are needed in the numbers of staff deployed as well as their capacity to undertake the tasks set for efficacious return of investment. A strategic capacity development programme is required to meet the expectations of the sector.

Some of the recommended actions to improve the situation can be as follows:

- Conduct formal communications/consultations among the three tiers of government on intergovernmental budget allocation before the budget formulation process starts at provincial and local levels. This could help improve allocation in high priority areas and minimize confusion on exclusive and concurrent powers among the three tiers of government, prevalent in the absence of federal and sub-national laws.
- Make provisions for skill development training to technical, administrative, and financial staff on programming, budgeting, procurement, monitoring, and progress reporting.
- Establish a regular monitoring and feedback system at all levels of government for credible financial information flow for informed decision-making, increased operational efficiency, improvements in service delivery, and to promote accountability.

5.1.7 Analysis of M&E system

As per the regulatory provision of the Local Government Operation Act, deputy mayor/deputy chairman of the Municipality is the ex-officio head of the monitoring and evaluation committee. Monitoring and evaluation division or section has been established in many of the selected municipalities under the leadership of junior officials and in parallel a monitoring committee has been found formed under the leadership of deputy chief and two or three officials (concerned) as well as ward chairmen of every Municipality and this committee regularly monitors their program activities. For monitoring staffs concerned and relevant subject matter specialists are involved. This study finding in general indicates the fact that there are many shortcomings in the overall M&E system of the municipality. These include lack of timely (regular interval) monitoring, lack of systematic recording of monitoring reports, lack of systematic feedback mechanism and follow up, inability to use proper indicators, etc. Although some of the municipalities have taken initiatives to establish their database and management system with regular update, large numbers of the municipalities have not started it yet. Data is collected mainly from the household level through certain formats, checklists and questionnaires. A slightly different format is used when collecting data related to agriculture and animal husbandry. Municipalities do not have separate online software and apps for data collection and there is no system to store data online. It has been found that the information and data from various agencies have been used for formulating the development plan of the municipality. The municipality administrations expressed their view that the employees of the municipality do not have much skills on database management skills, for which the staff should be provided training.

In order to implement the approved annual program and budget, municipalities issue the notice for general public. Municipality officials conduct the field verification as per the application and identify the farmers/groups or cooperatives. The report is then submitted to the agriculture development committee for approval.

The DCC was envisioned by the Constitution as a coordinating and monitoring mechanism of local governments but it has been found that they were yet to function effectively. In absence of clear terms of reference, lack of executive authority and resources, the monitoring done by DCCs was largely inefficacious to influence the policy making, monitoring and overall implementation of the municipality programs and to be a bridge between the different tiers of governments.

Although the ToR of the agriculture and livestock technician comprises to prepare a field monitoring plan, prepare the report and submit to the officer responsible to oversee, this activity rarely takes place. So, it is recommended that municipalities should establish the strong M&E mechanism by involving the agriculture staff and have to prepare their regular monitoring and evaluation plan for agricultural activities. Furthermore, M&E reports should be prepared with recommended actions to improve the implementation of the activities. The learning thus obtained should be considered to address the gaps while designing the policy, program and budget for the coming fiscal years.

5.1.8 Analysis of logistics

According to the constitutional provisions, utmost responsibility now lies with the local government to provide basic and essential services that are of direct concern to the people. In the similar vein, delivering of the basic and essential agricultural services belong to the Municipalities. In order to operate the services smoothly and effectively, a good provision of logistics such as office building, adequate rooms, training and meeting halls, means of transportation, to name but a few are necessary. As it has been found in general that the situation of logistics availability varies between the municipalities, although none of them are critically constrained by poor logistics. The newly formed local governments are still in transition to manage the whole host of logistics situation ranging from the office premises to the means of transportation. . Since construction of office buildings and procurement plans for various equipment are underway, often delays have been experienced due to the procedures to follow as per the regulations.

Of the studied municipalities, all of them have mentioned that the municipality offices are housed in their own government buildings, although more than 50% of the municipalities mentioned that these buildings are not sufficient to accommodate all the offices and facilities. Similar situation applies in the case of ward offices. So, the municipalities have taken some office buildings on rent. Some of the common problems as identified include inadequate staff rooms, lack of training halls and furniture to conduct seminars, meeting and other special gatherings. In such a situation, they have to conduct the events in other offices and/or hotels. Non availability of sufficient spaces within the municipalities for major events have been found constraining as it involves time for chasing around for the spaces and spending of the scarce financial resources.

Similarly, regarding the provision of other logistics e.g. means of transportation, observations vary across all municipalities. However, the most common finding is that the municipalities having connection with roads have procured motorbikes and scooters for the field level extension workers and are made available to them when needed, *although not all the employees have equal access to use them*. Most of the municipalities have provisioned computers and internet connections for each Section and staffs having computer skills do have access to use them. Reporting and communication are commonly done through email. Apart from these positive side of the logistics, frequent interruptions of power supply, lack of backup system, inadequate office room and furniture, improper office layout, limited access to computers, irregular internet and lack of essential agriculture or livestock related equipment are the common problems faced by the employees.

All these observations and findings generally suggest that some of the logistics related problems are structural and some belong to the internal management within the municipalities. Those items which are of capital investment nature may not be solved in the short term, however, managing the computers and motorbikes can be easily managed and scheduled. Also, it has been clearly found that due to inadequate provision of the logistics effective delivery of services has been constrained. In order to mitigate this problem, municipalities should formulate a comprehensive logistics plan and implementation modality to give away with the present anomalies. Training on logistics management capacity development should be provided to the officials concerned. Similarly, all and sundry items such as back up of power supply systems can be improved by provisioning the annual budget and plan. Regarding establishment of basic laboratory facilities for agricultural and livestock related tests, municipalities should provision a separate building and shades with the necessary lab equipment and accessories.

5.1.9 AKC and VHLSECs:

Despite improvements and increased budget for the AKCs and VHLSECs (although absorptive capacity is still low), the expansion of service outlets (number of staffs and service centres, for example) has been limited to implement the programs and activities under the provincial ministry, particularly after the introduction of federal system. Since lack of clarity, to some extent, still exists about the engagement of district based institutions in the municipalities' agricultural development activities which has thus hindered the implementation of various

planned programs of AKC and VHLSECs leading to slow performance of both agriculture and livestock activities. Similarly, there are various I/NGOs working in the agriculture sector in the municipalities with very little coordination with the district based agencies. The opportunity and challenge therefore is to create an environment in which the private sector, NGOs and other actors can play a more significant role while at the same time fostering synergy and coordinated action. Both AKCs and VHLSECs can increase their service capacity and coverage to address the changing needs of the respective sectors many fold by involving the NGOs and the private sector to collaborate as partner. Also, district based agricultural institutions can develop MoU between NGOs and private sectors for the service delivery. Therefore, creating a framework within which this sort of mechanism can occur is crucial and in this MoLMAC and the directorates should play a leading role to create enabling environment by promulgating necessary policies, Acts, regulations and guidelines.

Besides this, in the changed governance context, AKCs and VHLSECs needs to focus their attention more on supporting the municipalities in policy formulation, preparation of annual and other relevant plans pertaining to the agriculture sector and monitoring and regulatory functions within the scope of the roles and responsibilities as defined by the Constitution. So, these institutions need to develop different sets of capabilities, institutional structures and work style. Some of the critical areas where these institutions need to develop their capabilities are mechanism of coordination and partnership with municipalities, private sector and NGOs; enabling policy environment for private sectors to operate more efficiently, devolve the functions that can be best handled by municipalities and function as connecting bridge between the local bodies, provinces and federal institutions. Furthermore, they can be proactive in developing themselves more as resource centres for variety of purposes such as: training, demonstration, research, other functional services like lab test, treatment etc. for the municipalities, farmers, cooperatives and private sectors.

5.1.10 Human resources:

With the restructuring of civil services, the staffing situation of the province based agricultural institutions is still weak with many crucial vacant positions and deployment of subject matter specialists in MoLMAC and its subsidiary institutions. The capacity of service delivery has been impacted due to unfulfilled positions. Beside this, service delivery can be effective by having relevant human resource development policy and practices. Frequent transfer of staffs has also impacted in the performance and desired outcome of the annual programs. In the changing role of the MoLMACs and subsidiary institutions and needs expressed by the service recipients a distinct human resource development policy is a must to have in place with sufficient budget. For a full fledged service delivery improvement, recruitment of the approved positions is critical. Furthermore, conducting a regular organization and management (O&M) survey is necessary to understand the gaps and weaknesses in human resources availability, their necessary capacity and to address the services required by the farmers and private sectors associated in agricultural services. One interesting finding of the study is that there are no agricultural economist/livestock economist across all the VHLSECs and livestock training centres who have to deal with the livestock enterprises and businesses. This is one of the weakest areas of the livestock which needs to be addressed in their staffing plan in future.

As discussed in the preceding sections, a significant gap exists between the approved and filled staff positions of agriculture and livestock technicians in the federal, provincial, and municipal levels. Although all three tiers of government are mandated to prepare their own agriculture development policies and programs to address the needs, however, the implementation of policies and programs remains a challenge at the local level, mostly due to, lack of adequate human resources, ownership and jurisdictional issues. To deliver efficient services to farmers and agri-entrepreneurs, the capacity of technical staff working at the provincial level must be strengthened through training, observation tours, and other means.

The major reason for capacity gaps is owing to the unfilled approved positions and also the lack of experience in planning, monitoring, training and providing advice to the beneficiaries. Delay in the enactment of the federal Public Service Act has retarded the timely recruitment and promotion of staff at all levels, and alternative measures of filling the gap have not been sought. There are several training institutes producing junior technician and junior technical assistant level technicians. They can be mobilized through private sectors and can thus provide services to farmers. Although this has been initiated by some cooperatives, agro vets, seed companies, and rice mills, this is not, however, gaining momentum.

All three tiers of government should be given the authority to recruit and mobilize qualified human resources on a contract basis to fill their needs without increasing long-term liability to the federal government until the promulgation of a new Public Service Act, which guides the recruitment of staff. Agriculture service delivery

through the private sector should also be taken as an option. Generating intended results will require coordination and utilizing expertise from among all three tiers of governments, private sector, DPs, and the projects supported by them, and other relevant stakeholders. Resolving identified issues requires developing a system to undertake problem-based discussions and solutions among stakeholders at the field level.

5.1.11 Cross cutting institutional issues:

This can cover various contemporary issues which needs attention in development planning. In the changed context the current monitoring practices and cross cutting issues need to be improved. The present M&E system is an activity monitoring tool rather than a tool to inform the benefits or results of the intervention at various level of beneficiaries. Monitoring is conducted with a specified format provided by the National Planning Commission. In order to support the M&E system there is a Planning, Monitoring and Evaluation division in the MoLMAC headed by a class II officer. Despite regular collection of information that much needed results and impact level monitoring has been lacking. Although the inputs and services provided to farmers are well documented, however, this provides very little information about the intended outcomes and results. The M&E system needs to be more output oriented than input driven and activities and plans should be evaluated not only in terms their achievements and annual targets, but should be developed to evaluate the performance at multi annual level by expanding with additional sets of indicators included to demonstrate the outputs and results. For this, all the plans and programs of MoLMAC should be aligned with the provincial periodic plan, Provincial ADS and others as deemed necessary. Similarly, gender mainstreaming mainly by adopting GESI approaches and environmental issues need to be addressed by incorporating GESI and climate change related specific activities supported by matching monitoring indicators. Environmental and social safeguarding is also required for environmental impact monitoring areas which at present seems to be lacking.

5.1.12 Training strategies:

During the course of this capacity needs assessment and also based on interaction with key officials in the MoLMACs, training centres and directorates and municipalities over the last couple of years, some insights were gathered as what and how training strategies should be formulated. However, looking back at the history of training strategies, these seem to be largely supply driven without having much follow-up, monitoring and outcomes.

Some of the suggestions received to offset the training related anomalies are as follows:

- Organize farmer level training at the district based institutions and municipalities for there will be opportunity to conduct practical and hands on exercises
- Conduct subject matter related advance training events with a focus to prepare the trainees as extension service providers at the provincial/federal training institutes
- Revamp the training institute and curriculum to dovetail with the farmers needs and match with the market need
- Cost sharing with the municipalities
- Conduct rigorous follow up upon the training and introduce follow up plan as perquisite to wholistic training processes

Training programs as requested during this study are in Annex 2.

5.1.13 Coordination, collaboration and partnership:

Coordination within the MoLMAC institutions has improved over the years by having a regular review and planning meetings under the aegis of MoLMAC. It has been increasingly realized by all agencies concerned in agriculture development that agricultural activities can be less efficacious if implemented in isolation and without coordination and support of other stakeholders and agencies. However, despite visible potential possibilities of linkages and synergies between different line agencies and departments for the policy formulation, planning, budgeting, implementation, M&E, actions are carried out largely independently by the MoLMAC. Furthermore, there are overlapping roles and activities implemented by other line ministries pertaining to agriculture almost having no sharing of information, plans and implementation plan thus leading to duplication and redundant use of the resources. Although there is a mechanism under the leadership of Chief Minister to improve the coordination, collaboration and partnership, it has been felt largely insufficient. Since agriculture is not a standalone type of activity and institution, there is a strong need of having a formal institutional structure to have a strong coordination mechanism between relevant non-agricultural line ministries and other agencies alike where they can meet and discuss the issues, challenges of agriculture development regularly. Once the PADS

comes into effect with the proposed coordination structures, it can be envisaged that the coordination weaknesses can improve.

Furthermore, Provincial Policy and Planning Commission (PPPC) has overall responsibility for inter-ministerial/inter-sectoral linkages and coordination whereas the Ministry of Economic Affairs and Planning allocates the financial resources to the sector programs, therefore coordination in budget allocation is required to occur in a concerted and coordinated manner so as to realize the targeted outputs as planned.

At the district level AKCs and VHLSECs have initiated efforts to coordinate between the municipalities, district based agricultural projects under the federal government and the DP funded projects, the results have been mixed particularly involving the municipalities. Part of the reasons for mixed results can be attributed to the lack of clarity in roles and responsibilities of the AKCs and VHLSECs for municipality level agricultural activities and delayed enactment of the Federal, Provincial and Local Level Interrelation and Coordination Act, per se. However, the Act has entrusted the District Coordination Committee (DCC) to take a role of coordination between these institutions by establishing the agriculture development coordination committee with clear guidelines, plan and budget. It is expected that DCCs will carry this function in the forthcoming days as the Act has already been enacted.

Chapter 6: Capacity Development Action Plan

By definition, capacity building is a long term process by which individuals, organisations, institutions, and societies develop abilities to perform better assigned service delivery functions, solve problems, improve the governance system as well as set and achieve goals. In this vein, capacity development plan should be a regular process based on the needs assessment, rigorous evaluation, clearly defined standards, time lines (short, medium and long term) and indicators. By analysing the capacity needs of the municipalities and provincial institutions and identification of the major issues, a common framework for capacity development plan has been divided into four core areas as follows:

- Institutional development
- Planning, monitoring and evaluation
- Budgeting
- Human resources development
- Physical and logistical facilities

These are presented in table 32, in turn as follows, firstly at the provincial level and then secondly at the municipality level:

Table 26 : Strategic activities for institutional development

1. Provincial level

SN	Issues and challenges	Areas to be Addressed	Activities to be carried out
A. Institutional Development			
1.	O&M survey of the MoLMACs and its subsidiaries have yet to be completed	Complete the O&M survey to determine the organisational structure and human resources needed	<ul style="list-style-type: none"> • Conduct regular O&M survey • Prepare new organizational structure with clear ToR of each divisions, sections • Regularly orientate the staff about the vision, mission, goal, objectives of the ministry and its associated entities
2.	Inadequate Policies, Acts and regulations thus constraining the enabling environment to implement agriculture and livestock activities	Prepare required policies and Acts	<ul style="list-style-type: none"> • Conduct regular assessment of the required polices, laws and regulations • Identify the necessary policies, laws, regulations with priority – short, long and medium • Expedite Formulation of the policies and required laws and timely passage of the bills
3.	Although established Planning processes and steps are in place; updating about it and more need based planning is weak	Timely updating about planning processes to the divisions, sections and officials concerned on the planning processes	<ul style="list-style-type: none"> • Form a strong planning team involving agricultural officials and subject matter specialists • Regular conduction of planning related training and orientation to staffs concerned in all entities under MoLMAC • Establish planning and monitoring units/sections in AKC/VHLSECs • Establish a system to prioritize the activities for planning based on needs identification and evidence
4.	Weak alignment of the annual policies and programs vis-à-vis periodic plans, ADS and other	Regular update with the long term plans, strategies of the federal, provincial and local level	<ul style="list-style-type: none"> • Conduct regular orientation, training and workshops to the officials to build the familiarity with the strategic documents, plans and strategies • Ensure linkages with the federal level plans where necessary • Establish relationships, linkages and

SN	Issues and challenges	Areas to be Addressed	Activities to be carried out
	related documents		<ul style="list-style-type: none"> coordination with PPPC, line ministries, local bodies and donors by having a permanent coordinating mechanism with operational procedures and budgetary provision Assess the status of alignment of the annual plans with respect to the activities, indicators and targets of the related strategic plans and documents Draw action plans for addressing the gaps
5.	Delay in implementation of the planned activities	Ensure timely Implementation of the planned activities with adequate resources, operational guidelines and communication	<ul style="list-style-type: none"> Organize information sharing workshop upon the approval of the annual plan and budget by involving all the stakeholders Prepare/update the implementation modality, procedures and guidelines on time
B. Monitoring and evaluation			
6.	<p>Inadequate M&E mechanism, system and tools and lack of province level guideline</p> <p>Inadequate human resources and budget</p>	Strengthen M&E system with various measures in place at all level of institutions	<ul style="list-style-type: none"> Upgrade M&E Section of MoLMAC with clear structure and ToR Formulate monitoring and evaluation guideline Focus on performance indicators particularly on results than only on activity and inputs Incorporate outcome and impact targets in reporting formats Ensure that learnings incorporated in the review and feedback system Establish web-based M&E system and Database Improve deployment of M&E related human resources Enhance the capacity on agricultural planning, M&E and database management Provision adequate budget for M&E division/section Develop formats to align M&E system with the periodic and strategic plans e.g. ADS, PADS.
C. Budgeting			
7.	<p>Inadequate training and orientation on budget processes and tools</p> <p>Weak absorption capacity</p>		<ul style="list-style-type: none"> Conduct training/workshops for the relevant staff on budgeting, its objectives and tools e.g. PLMBIS, SuTRA, MTEF, fiduciary risk assessment Provide adequate training on Procurement Act and regulations Assess the trend of budget expenditure regularly and identify the areas for improvement for enhanced absorption capacity Review and reallocate the budget (regular and capital expenditures) for activities where efficacious results can be obtained Develop a budget expenditure plan vis-à-vis planned activities to avoid the rush for completing the activities at the end of FY
D. Human Resources Development			
8.	Inadequate human resources	Fulfil the vacant positions	<ul style="list-style-type: none"> Conduct O&M survey and identify required number and level of staff (as mentioned above) Provision for agriculture/livestock economist in VHLSECs/training centres to deal with the

SN	Issues and challenges	Areas to be Addressed	Activities to be carried out
	Inadequate and poor service delivery		<p>livestock enterprise related matters and policy making</p> <ul style="list-style-type: none"> Clearly define the ToR and performance plan Conduct performance evaluation of the employees as per the ToR Prepare the code of conduct for the employees to make them responsible to their assigned responsibility Prepare and regularly update the roster of experts/institutions for outsourcing of expert services and specific agricultural service delivery Prepare the contingency plan to avoid the long gap of vacancy Establish personnel information management system (PIMS) for better planning and targeting for capacity development
9.	Lack of Human Resource Development plan and budget	Develop HRD plan	<ul style="list-style-type: none"> Prepare comprehensive human resources (HR) and capacity development plan for short, medium and long term with adequate budget and resources Effective implementation of the capacity development plan and make periodic review to revise
10.	Poor knowledge management system and sharing	Knowledge Management	<ul style="list-style-type: none"> Strengthen linkages with relevant institutions e.g. universities, research centres within and outside the country for knowledge exchange Conduct exposure trips and training to learn new ideas, innovations and methods in the sector/sub-sector Establishment of library, collection of journals and publications; Establish the system for the dissemination of lessons learnt to stakeholders
11.	Training centres at the provincial level have a larger scope to train the human resources for the province as well as local level. In this respect, curriculum and training materials should be timely, updated and demand based	Review and revise training curriculum to address the dynamic context of agriculture and demand of the farmers, and agro-entrepreneurs	<ul style="list-style-type: none"> Conduct training needs assessment regularly to cater to the needs of various stakeholders Develop training standardization tools for quality control and curricula Establish resource centre with wide ranging knowledge products Establish a rosters system to deal with particular subject matters for training

2. Municipality level

A. Institutional development			
SN	Issues and challenges	Areas to be Addressed	Activities to be carried out
1.	Current organizational structure may not be sufficient to address the need of agriculture sector	Organizational structure designed as per the O&M survey and findings	<ul style="list-style-type: none"> • Conduct O&M survey and determine actual numbers and specialization of the subject areas of the required human resources • Strengthen current planning and M&E section with clear mandate and scope of agriculture • Define the role and responsibility of the agriculture section with clear mandate and vision • Conduct regular meetings between agriculture staff at municipality and ward level to assess the agriculture specific organizational and staffing
B. Planning, monitoring and evaluation			
2.	Inadequate knowledge and skills on municipality level agricultural policy and planning	Enhance planning capacity of the municipality officials in agricultural planning	<ul style="list-style-type: none"> • Conduct training and workshops for the relevant the agriculture and livestock staff and other relevant staff on planning guidelines as prepared by the NPC municipality • Formation of strong agriculture committee comprising various stakeholders to provide direction, input and program implementation facilitation
3.	Still many of the municipalities have to prepare relevant agricultural policies, Acts, rules and regulations as per the rights established by the constitution	Prepare remaining local level policies, Acts, rules and regulations to enable the smooth implantation of agricultural activities	<ul style="list-style-type: none"> • Build capacity of the relevant stakeholders about formulating the policies, Acts and regulations • Prepare evidence based policies for agricultural development • Prepare Acts and regulations for agriculture extension and management, Agri-business, market centres, meat and dairy shops, agro-vets and other private sector agencies, Cooperative Acts and regulations • Regular update of policies and Acts • Provide regular orientation about the policies, Acts, regulations and procedures to political representatives and employees
4.	Most of the municipalities have yet to prepare their long term and periodic plan as per the LGOA	Prepare long term and period plan	<ul style="list-style-type: none"> • Form a strong planning team involving agricultural officials and subject matter specialists for drafting the plan • Provide training, mentoring and coaching to the planning team about different stages and steps of planning to build the planning capacity as per the guideline prepared by the NPC • Ensure adequate skills of the staffs involved in planning • Initiate proper identification of needs and prioritization by involving various stakeholders • Prepare sector (e.g. agriculture) and sub-sectoral plan with clear indicators and targets • Incorporate GESI and climate change related cross-cutting framework and issues in all sectors
5.	Lack of sufficient knowledge and	Conduct proper assessment of	<ul style="list-style-type: none"> • Provide orientation and training for the effective self-assessment of the indicators of

	skill to conduct LISA among agriculture staff and political representatives	performance as per Local Institutional Self- Assessment (LISA)	<p>LISA</p> <ul style="list-style-type: none"> Conduct LISA on the basis of realistic progress and objectively verifiable means
6.	Preparation of the agricultural plan and activities are largely carried out on ad-hoc basis and political pressure	Prepare agricultural plans and budgets on the bases of identified needs and priority	<ul style="list-style-type: none"> Conduct proper agricultural needs assessment by developing a clear format and structure as per the planning guideline Prepare annual action plans with clear outputs, indicators and timeline Align the planned activities with national, provincial and other strategic plans and documents Involve all the major stakeholders e.g. AKC, VHLSEC, DCC, NGOs, CBOs, private sectors and federal level project personnel based in the municipality in the planning processes Involve adjoining municipalities to ensure their alliance and collaboration in areas where appropriate
7.	Lack of proper implementation plan have often retarded the performance of agricultural activities	Ensure proper implementation of the plan with clearly defined activities, timeline and communication	<ul style="list-style-type: none"> Organize information sharing workshop upon the approval of the annual plan and budget by involving all the major stakeholders at municipality and ward level Provide orientation and training to users committees, beneficiaries about the implementation modality, procedures and their participation
C. Monitoring and Evaluation			
8.	In majority of the municipalities, specific planning and M&E units are not established yet. Similarly structured/standard formats to monitor the progress against specific targets are not in use. Weak capacity due to shortages of human resources and training on M&E		<ul style="list-style-type: none"> Establish a strong M&E & Learning section with adequate personnel base to perform the M&E specific Monitoring, Evaluation and Learning task of agriculture (including others) Prepare agriculture related M&E plan and procedure with indicators and targets as per the “Local level M&E Committee Operational Procedure 2078” prepared by MoFAGA for the municipalities Ensure that learnings incorporated in the review and feedback system Establish participatory monitoring and reporting mechanism with federal & provincial level. Establish web-based M&E system and Database Prepare annual working calendar with clearly defined timeline
D. Budgeting			
9.	Although municipalities receive large amount of budget, agriculture sector receives disproportionately low amount in relation to infrastructures, citing that		<ul style="list-style-type: none"> Effective implementation of local level planning and budgeting Procedure 2075 for the annual program and budget with the presentation of viable/priority agricultural activities that utilizes the larger sum of municipality budget Ensure involvement of agriculture section staff in plan and budget preparation process Implement Sub-national Treasury Regulatory Application (SUTRA) for planning and budgeting

	infrastructures support agricultural development and growth. Identification of viable agricultural activities is still lacking due to weak technical capacity and lobbying for budget		<ul style="list-style-type: none"> • Improve capacity of the agriculture section employees on budgeting and expenditure management • Prepare internal control system (ICS) for effective budgeting and expenditure on agriculture • Conduct periodic review and ensure reflect the learning for upcoming program, budgeting • Train municipality staff on fiscal management and fiduciary risk analysis
E. Human resources development			
10.	Inadequate and less experienced human resources hindered the effective implementation of agricultural activities and service delivery Agricultural staffs are assigned with for administrative tasks of the municipalities	Fulfil the vacant positions as per the approved positions	<ul style="list-style-type: none"> • Conduct O&M survey and identify required number and level of agriculture staff • Deploy staff at the municipality and ward level for effective delivery of services • Clearly define the ToR and performance plan for the agriculture staff • Conduct performance evaluation of the employees as per the ToR • Prepare the code of conduct for the employees to make them responsible to their assigned responsibility • Prepare and regularly update the roster of experts/institutions for outsourcing of expert services and specific agricultural service delivery • Ensure that agricultural staffs are posted for technical tasks only
11.	Most of the municipalities have not prepared HRD Plan	Prepare capacity development plan	<ul style="list-style-type: none"> • Prepare comprehensive human resources (HR) and capacity development plan with short, medium and long term with adequate budget and resources • Effective implementation of the capacity development plan and make periodic review to revise
12.	Agriculture and livestock staff have very limited capacity in terms of their knowledge, skills, tools and exposure to deal with various problems across wide areas and subjects	Conduct specific activities for capacity development of agricultural staff	<ul style="list-style-type: none"> • Agriculture development planning, monitoring and evaluation and data management • Annual plan and budget preparation and management • Project cycle management • Orientation on policy, acts, rules, regulations and operational procedures • Training of trainers • Business plan preparation (agriculture and livestock) and value chain identification • Good Agricultural Practices (GAP), standards and marketing • GESI, environment and climate change related • Proposal writing and report preparation • Cooperative management • Techniques and tools of effective service delivery, public hearing, public and social auditing • Exposure visits and knowledge sharing and attendance in professional group meetings • Computer training (word, excel, power point, GIS for senior/planning level staff, database

			<p>management)</p> <ul style="list-style-type: none"> Any other technical training (initial or refresher) on relevant subject matters, agriculture commodities, cultivation, harvest and processing
13.	Political representatives have the authority to exert influences for the agricultural development planning; however, they also lack general knowledge, skills and ideas on analytical skills for planning, evidenced by prioritization.	Conduct specific activities for the elected representatives	<ul style="list-style-type: none"> Orientation and training on periodic/annual program preparation, project cycle management, implementation, coordination, M&E system Agriculture development planning and data base management GESI related training User's committee and farmers group formation and mobilization Plan and program follow-up and report preparation Roles and responsibilities of the municipality officials in overseeing the service delivery and development Leadership development Orientation and understanding development about good governance
F. Physical and logistical facilities			
14.	Needs for the physical and logistical facilities vary across municipalities, although it has been found that they are not critically constrained in some areas, but inadequacy of the logistics and to some extent lack of these have hampered the service delivery in time and space and qualitatively and quantitatively.	Provision for adequate office and field level work management related	<ul style="list-style-type: none"> Availability of sufficient level of office spaces and furniture at the municipality and ward level for the agriculture staff Adequate number of computers (laptops preferred) and agriculture related apps for the staff Adequate number of motorbikes and provision for fuel for field visits Power point projector for agriculture section (specifically)
		For improved technical Services delivery, provide adequate labs and demonstration farms	<ul style="list-style-type: none"> Provision of training hall at the municipality as well as ward level (mainly with larger population size) Animal health and soil test related labs Demonstration units/plots for training and basic experimentation
G. Coordination, Collaboration and partnership			
15.	Coordination between different stakeholders and municipalities is crucial for resource and knowledge sharing with which desired results can be obtained in a shared manner, low cost and high efficiency. However, weak coordination or failure as such has	<p>Establish coordination mechanism or make use of existing mechanism for collaboration and partnership.</p> <p>Co-operation and linkage among different levels of government organizations, province government, district co-ordinations committee, various</p>	<ul style="list-style-type: none"> Establish coordination mechanism between different sections and wards within municipality for effective service delivery Conduct regular interaction program between service delivery staffs Prepare policies and Acts for the public private partnership Identify the private sectors for service delivery, program implementation and investment Identify NGOs and community based organizations (CBOs) and prepare their profile with areas of intervention and operation Prepare operational procedures to mobilize the NGOs and CBOs Coordinate with NGOs and community

	<p>been observed in many instances particularly for agricultural development activities at vertical as well as horizontal institutional level.</p>	<p>district offices, municipality, and rural municipality should be strengthened</p>	<p>organizations for the preparation of annual program and budget and avoid duplication</p> <ul style="list-style-type: none"> • Establish inter-municipality level coordination mechanism at the municipality level to avoid duplication of the programs and forge alliances for selected agricultural value chains, infrastructure and training programs • Establish agriculture coordination mechanism in District Coordination Committee and conduct regular meetings • Conduct regular interaction program with the universities, NARC and other research agencies to identify the areas for research and improvement in extension system (albeit research is not under the jurisdiction of the municipalities).
H. Improved Information and Communication System			
	<p>Improved Communication and use of ICTs are still in their incipient stages in most of the municipalities. Over the coming years, the use of such technologies may escalate tremendously. However, municipalities have paid very little attention to make good use of innovative technologies for agriculture</p>	<p>Prepare comprehensive communication and ICT plan with adequate budget and extension methods to the farmers level</p>	<ul style="list-style-type: none"> • Prepare information and communication plan • Regular update the municipality website and make information publicised • Designate a focal person with responsibility to ensure the regular update of and access to information in the website • Categorise information portals and develop separate technical section about agriculture related information in the website • Prepare Agriculture Management Information System (AMIS) and agriculture database system • Establish knowledge management system and repository of knowledge on agriculture through establishment of library, collection of journals and publications; • Dissemination of lessons learnt to stakeholders
I. Others			
	<p>Municipalities are the base for agricultural production, in order to encourage for investment in agriculture municipalities can prepare various feasibility studies in collaboration with provinces, private sectors and combining more municipalities of similar physiographic conditions together which has still to take place</p>	<p>Prepare investment promotion programs and events</p>	<ul style="list-style-type: none"> • Prepare various feasibility studies on agri business and value chain • Create a portal of project bank related to agriculture for external/internal investment • Organize investment events in collaboration with multiple agencies

Annex 1: List of the Municipalities involved in CNA

Province 1

District	Number of Municipalities	Municipality
Bhojpur	1	Hatuwagadhi
Ilam	2	Ilam, Suryodaya
Jhapa	1	Kamal
Morang	1	Miklajung
Morang	1	PathariSanischare
Udayapur	2	Belaka, Katari
Dhankuta	2	Pakhribas
		Sahidbhumi
Okhaldhunga	1	Siddhicharan
Panchthar	2	Fidim, Yanwarak
Solukhumbu	2	Mahakulung, Likhu Pike
Khotang	3	DiktelRupakot
		Majhuwagadhi Municipality
		SakelaGaunMunicipality
Sunsari	1	Ramdhuni
Sankhuwasabha	1	Madi
Total Municipalities:	20	

Province 2

S. No.	District	Number of Municipalities	Municipality
1	Dhanusha	7	Dhanushadham, GaneshmanCharnath, Jananknandini, Mithilabihari, Sahidnagar, Videha
2	Mahottari	3	Aurahi, Dhanauji, Bardibas
3	Sarlahi	2	Kaudena, Malangwa
4	Rautahat		
5	Bara	2	JitpurSimara, Prasauni
6	Parsa	2	Bindabasisn, Birgunj
7	Siraha	4	Siraha, Kalyanpur, Bishnupur, Karjanha
8	Saptari		
Total Numbers:		20	

Bagamati

S. No.	District	Number of Municipalities	Municipality
1	Makwanpur	2	Makawanpurgadhi, Thaha
2	Chitwan	2	Rapti, Khairani
3	Ramechhap	1	Sunapati
4	Dolakha	2	Bigu, Gauri Shankar
5	Kavre	2	Namobuddha, Pachkhal
6	Kathmandu	2	Budhanilkantha, Tarkeswor
7	Nuwakot	2	Kakani, Belkotgadhi
8	Rasuwa	1	Kalika
9	Dhading	3	Benighat, Rorang
10	Sindhupalchok	1	Indrawati
11	Sindhuli	1	Dudhauri
12	Lalitpur		
13	Bhaktapur	1	MadhepurThimi
Total Municipalities:		20	

Gandaki

S. No.	District	Number of Municipalities	Municipality
1	Syangja	4	Harinas, Phedikhola, Putalibazar
2	Myagdi	2	Tamankhola, Beni
3	Gorkha	1	Dharche, Prithwinagar
4	Parbat	2	Jaljala, Modi
5	Lamjung	3	Dordi, Sundar Bazar
6	Tanhun	2	Vyash, Myagde,
7	Kaski	2	Annapurna, Rupa
8	Nawalparasi (east)	1	Devchuli,
9	Manang	1	Chame
10	Mustang	1	Gharapjhong
11	Baglung	1	Nishikhola
Total Municipalities:		20	

Lumbini

S. No.	District	Number of municipalities	Municipality
1	Rupandehi	3	Tilottama, Siyari, Suddhodhan
2	Nawalparasi	1	Sunawal
3	Kapilvastu	3	Banganga, Mayadevi, Buddhabhumi
4	Dang	1	Lamahi
5	Banke	1	Khajura
6	Bardiya	2	Badhaiyatal, Madhuan
7	Pyuthan	1	Mallarani
8	Rolpa	1	Sunilsmriti
9	Rukum (east)	1	Bhume
10	Palpa	2	Tinau, Baganashkali
11	Gulmi	2	Musikot, Reshunga,
12	Arghkhanchi	2	Sitganga, Sandhikahraka
Total Municipalities:		20	

Karnali

S. No.	District	Number of municipalities	Municipality
1	Surkhet	2	Birendra Nagar, Bheri Ganga
2	Jajarkot	2	Bheri, Nalgadh
3	Salyan	3	Kapurkot, Kumakh, Siddha kumakh
4	Rukum (west)	2	Musikot, Chaurjahari
5	Jumla	1	Chandanaath
6	Kalikot	2	Khandachakra, Shubha Kalika
7	Mugu	2	ChhayanathRara
8	Humla	2	Simkot, Kharpunath
9	Dolpa	2	ThuloBheri
10	Dailekh	2	Narayan, Bhagawatimai
Total Municipalities:		20	

Sudur Paschim

S. No.	District	Number of Municipalities	Municipality
1	Kailali	4	Ghodaghodi, Godawari, Chure, Gauri Ganga
2	Kanchanpur	3	Punarbash, Belauri, Krishnapur
3	Dadeldhura	2	Aalital, Amargadi
4	Baitadi	2	Dogadakedar, Pancheswar
5	Darchula	2	Mahakali, Marma
6	Bajhang	2	Jay Prithvi, Thalara

7	Bajura	3	Badi Malika,Budhiganga,Goumul
8	Doti	1	Shikhar
9	Achham	1	Sanfe
Total Municipalities:		20	

Annex 2: Recommended Training Programs

Sustainable Agriculture

Present farming systems in the region are in many cases not ecologically sustainable because of inadequate fertility management of the soils. The project will promote a sustainable agriculture approach to improve productivity and sustainability of food crop production. This will be achieved through:

- Training of farmer facilitators (ToF-farmers) from the FFS groups for running FFS at village level to facilitate and share between farmer-to-farmers.
- Training of JT/JTA facilitators (ToF-JT/JTA) at the district levels to build up a culture of quality farmer education process and to support in networking of organic agriculture.
- Training of ToF-subject matter specialists to develop a cadre of skilled facilitators capable of quality farmer education and able to facilitate training and provide technical backstopping support to JT/JTAs and farmer facilitators at the district level.
- Develop capabilities in organic farming from hands-on farmer field research at district level.
- Refresher course to farmer facilitators to share and update their skills/knowledge.
- Refresher course to JT/JTA to share and update their skills/knowledge.
- Refresher course to District SMSs to share and update their skills/knowledge
- Training to enhance the organizational and managerial capacity of the self-help groups, their associations and cooperatives.
- Learning to access market and making available technologies that will enhance marketing of healthy agricultural produce, especially delicate vegetables and other high value commodities.
- Create awareness of the need for quality farmer education and further institutionalization.

The following types of organic practices will be promoted:

- Improvement of animal shed for farm yard manure management;
- Use of animal urine as for bio-fertilizer and bio-pesticides;
- Integration of leguminous crops in crop rotation;
- Green manuring of legumes and non-leguminous plants;
- Promote vermiculture compost;
- Use of Effective Micro organisms (EM) and
- Use of bio-fertilizers such as rhizobium, azola, micorhyzae and biogas slurry.

Business Management for Rural Entrepreneurs and Farmers

The Business Management Training is designed to provide farmers with skills and competencies in business management and training. It has been designed as a field level training programme to be conducted periodically at village level over an entire season. Farmers are expected to work together in a learning group. The exercises developed are practical and field based. The underlying principles of the training are: learning by doing, farmer to farmer learning and problem solving. The content of the training programme is to be developed together with farmers and rural entrepreneurs in the community. The following represents an indicative list of content that could be covered. The training assumes that groups will meet on a weekly basis for up to 3 hours at a time. The schedule can be adjusted depending on the time availability and preferences of the participants. The training could be divided into three phases: (1) Pre-season (2) In-season (3) Post season.

Topics can be selected by farmer groups from a menu of possible subjects. These could include:

- Understanding the commercial farming environment.
- Understanding farming as a business
- Understanding marketing and the market
- Understanding enterprise profitability
- Assessing the current farm performance
- Planning for the market
- Purchasing inputs and materials
- Record keeping

Market Extension Services and Post-Harvest Management

Developing market on scientific basis, project formulation, pre-planning survey evaluation, and feasibility studies.

Agricultural Produce Market in development and promotion of modern marketing techniques, measures for increasing marketing efficiency through innovative and cost effective techniques, introduction and adoption of innovative post harvest management practices, supervisions of grading at producer's level before sale, weight and measures, display of standard samples of different agricultural commodities arriving in the market.

Provision of storage facilities, mechanical cleaning, dryers and grading facilities, display of market information, arrangements for audio-visual aids for education of the producers about the benefits of regulated markets.

Role and importance of extension service, administration of market extension service, inter-personnel communication and transfer of farm technology, role of Radio Nepal and various FM Stations in market extension and preparation of guidelines for TV/Radio talk, motivation, and leadership in market extension.

Estimation of marketable/marketed surplus and post-harvest losses, cost and margin studies, pre-planning surveys for development of agricultural produce markets, economics of storage, and surveys on market development projects, evaluation, and feasibility studies. Fundamentals of post-harvest technology of fruits and vegetables, educating the farmers to market their produce through regulated market, impact of grading and scientific storage on the marketing of farm produce, grading of farm produce before sale, role of various agencies in the development of post-harvest technology. Improving the awareness of farmers about regulated markets and quality, promotion of group and Co-operatives, marketing, packaging of food grains and fruits and vegetables.

Role of Government incentives for export, export procedures for agricultural commodities, providing capital incentives, financial assistance for development of Post-harvest technological infrastructure, role of World Bank, FAO, GATT, WTO – Agreement on agriculture, technical barriers to trade, codex standards-HACCP, sanitary and phyto-sanitary measures, non-technical barriers to trade, General Agreement on trade in service, TRIPS, ITC and IRRI, development of specialized markets for export of horticultural produce etc. Overseas quality packaging etc.

Agricultural Extension

Topic 0 – The Changing Role of Extension Services. Dynamics of change creating a pluralistic advisory system (public, private, cooperatives, NGOs) as part of an innovation system; the changing role of the extension advisor as a broker of information.

Topic 1 – The Role of the Extension Worker and Extension Principles. This topic is designed to identify the qualities and abilities of good extension workers; identify and develop an understanding of extension principles; identify and develop an understanding of general policies and objectives of extension related programmes; and to provide an understanding of the philosophy of extension programmes.

Topic 2 – Adult Learning Principles. The purpose of this topic is to correctly define what learning is; provide an understanding of how adults learn; to identify reasons why learning in may not occur; to identify the principles of learning; and to identify the principles of learning adults.

Topic 3 – Basic Communication. The materials in this topic are designed to present a basis for understanding the process of communication; to provide an understanding of the need for a two-way communication process; to identify communication problems or barriers; and to apply the communication process effectively.

Topic 4 – Extension Training Methods: Instruction, Demonstration, Discussion and Summary. The objective of this topic is to review the principles of learning; to develop more effective instruction methods; to learn ways to analyse instruction skills; and to use correct style or approach in training.

Topic 5- Extension Training Methods: Visual Aids, Planned Visits, ITC, and Mass Media. This topic is designed to provide a basis for understanding the role and importance of using visual aids in extension training; to develop ways of enhancing communication of extension principles and practices; to introduce participants to the aims,

benefits and techniques of using the Planned Visit; and to learn the essentials of how to produce a video programme as an extension tool.

Topic 6 – Planning Extension Programmes. The purpose of this topic is to provide an understanding of the planning process involved in extension programmes; to enable participants to draw up long-range planning guidelines with specific development objectives; and to enhance the participant's ability to select the best course of action to accomplish programme objectives.

Topic 7 - Managing Extension Staff: Lessons in Group Process. This topic is designed to acquaint participants with the various aspects of group dynamics or group processes; to enable participants to diagnose group problems and deal with them more effectively; and to enhance the ability to be a more effective group participant.

Topic 8 – Managing Extension Staff: Motivation. The purpose of this topic is to help participants gain an understanding of the meaning of motivation and how it affects job performance; to become aware of the role motivation plays in extension supervision; to determine what the barriers are to motivation and ways of handling them; and to discover what are the best motivators.

Topic 9 – Organizing Extension Units. This topic is designed to review the various factors involved in organizing extension units; to acquaint participants with the meaning of the organization process and how it is essential to management supervision; and to introduce participants to the principles and tools of organization.

Topic 10 – The Organizational Structure of Extension Services. The purpose of this topic is to introduce some principles of extension service; and to alert participants to common problems encountered by extension services.

Topic 11 – Extension Programmes for Youths. This topic will underline the importance of creating interest in young farmers about extension programmes as a means of laying the foundation for future cooperation between farmers and advisory services.

Topic 12 – Evaluation of Extension Training. The objective of this topic is to provide an understanding of the meaning of evaluation as a way of obtaining feedback and assessing training value; to introduce various levels of evaluation and the setting of training objectives at each level; and to provide an understanding of the major reasons for an how to conduct follow-up procedures.

Topic 13 – Financing Extension. The need for new ways of financing extension services; a conceptual framework for analysis of approaches to financing; who should finance what in extension (private goods, public interests and extension; supply and demand side financing; fostering private extension; options for public extension services.

Agro-Entrepreneurship and Business skills training:

Agro-entrepreneurship development can be a very important activity for the municipalities in future as rural Nepal has limited activities to offer outside the agriculture. So, an important activity for the municipality will be to facilitate the prospective youths, fledgling entrepreneurs and other interested farmers/groups to provide entrepreneurship and business skills training to. These groups and individuals most often tend to think of themselves "merely as farmers" and do not see themselves as small business owners. Entrepreneurship development training will help producers and associations to think more strategically, build important planning and negotiation skills and develop record-keeping skills necessary to maintain their positions in market chains. In addition this change in mentality typically increases willingness to adopt new production techniques that lead to more competitive and profitable activities. This training can be bifurcated as, 1) ToT for those who act as trainer to deliver entrepreneurship and business skills training to target groups/individuals; and, ii) potential target groups as discussed earlier.

Good Agricultural Practices:

Over the years consumer awareness has tremendously increased about the food safety and thus gaining increasing importance from the health and financial point of view. Implementation of GAP has become important

tool to win the confidence of the agriculture goods consumer. Nepal has already promulgated the NEPAL GAP standard and has been adapted in relation to food safety, quality, environmental management and workers health, safety and welfare modules which can be implemented individually or in various combinations. Training on GAP and its paraphernalia would help fruits and vegetable producers to establish the trust and enhance competitiveness in their product.

Trade related trainings for provincial level staff:

In future the provinces can be the production hubs for agriculture and government has accorded high priority for the agricultural commercialization, industrialization and export trade. In this respect, Nepalese farmers, traders and authorities have to deal with various aspects of agricultural and livestock international trade, regulations and standards. So, equipping provincial officials mainly to those who deal with production, production economics and trade, food safety and quality control, value chain needs rigorous training on GAP, GHP, market/trade, SPS and TBT, trade regulations and compliance system.

पालिकाहरूको क्षमता आवश्यकताको अध्ययन

पालिकाको नाम: जिल्ला: प्रदेश:

अक्षांश: देशान्तर: उचाई:

(क) पृष्ठभूमि:

(१) कूल जनसख्या:

महिला:

पुरुष:

अन्य:

(२) जम्मा घरपरिवार संख्या:

(३) जमिनको आकारको आधारमा घरपरिवार संख्या

भूमिहीन	०.५ हे. भन्दा कम	०.५ देखि २ हे. सम्म	२ देखि ५ हे. सम्म	५ देखि १० हे. सम्म	१० हे. भन्दा बढी	कूल

(४) पालिकाको कूल क्षेत्रफल (हेक्टर अथवा वर्ग किलोमिटर):

(५) जम्मा खेतीयोग्य जग्गा (हेक्टर):

(६) जम्मा खेती गरिएको जग्गा (हेक्टर):

(७) सिंचित जग्गा (हेक्टर):

(८) वनजंगलको कुल क्षेत्रफल (हेक्टर):

(९) वनजंगलको किसिम:

(१०) पालिकामा के के पशुपंक्षीहरू पालिन्छन् ? तिनीहरूको महत्वको आधारमा श्रेणीबद्ध रुपमा वार्ड समेत उल्लेख गरि तालिका अनुसार विवरण दिनु होला ।

पशुपंक्षी तथा माछा	संख्या तथा क्षेत्रफल	वार्डहरू
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४.		
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६.		

७.		
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(११) पालिकामा खेती गरिने वालीहरु कुन कुन हुन् ? तिनीहरुको महत्वको आधारमा श्रेणीबद्ध रुपमा तलको तालिका अनुसार विवरण दिनुहोला ।

वालीहरु	क्षेत्रफल (हेक्टर)	वार्डहरु
१.		
२.		
३.		
४.		
५.		
६.		
७.		

१२. पालिकामा कृषिमा संलग्न निजीस्तरका सुचिकृत ब्यबसायिक संस्थाहरुको विवरण तलको तालिकामा भर्नुहोस्

ब्यबसायिक संस्था	संख्या	कैफियत
१. एगोभेट		
२. कृषक समूह		
३. कृषि सहकारी		
४. बीउ बिजन कम्पनी		
५. निजिस्तरका ब्यावसायिक कृषि फार्महरु:		
५.१ ताजा तरकारी फार्म		
५.२ फलफूल फार्म		
५.३ तरकारी नर्सरी		
५.४ फलफूल नर्सरी		
५.३ अन्य		
६. निजिस्तरका ब्यावसायिक पशुपन्छी फार्महरु:		
६.१ गाई फार्म		
६.२ भैंसी फार्म		
६.३ बाख्रा फार्म		
६.४ मत्स्य फार्म		
६.५ कुखुरा फार्म		
६.६ अन्य (जस्तै, अस्ट्रीच, हाँस, भैंडा, आदि)		
७. दुग्ध संकलन केन्द्र		
८. पशुपन्छी बधशाला		
९. कृषि उपज संकलन केन्द्र		

(१३) सबैभन्दा नजिकको बजार केन्द्र कुन हो र कतिको दूरीमा पर्छ? त्यहाँ व्यापार गरिने मुख्य वाली वस्तुहरु के के हुन्?

(१४) पालिका भित्र प्रशोधन तथा मूल्य अभिवृद्धि गर्ने खालका उद्योगहरु के के छन् तथा कुनै उद्घमीहरु छन् भने र कुन ठाँउमा छन् उल्लेख गर्नुहोला ।

(१५) पालिकाको सडक सम्पर्क तथा यातायात सन्जाल कस्तो छ? सबै वार्डमा मोटर जान सक्छ ?

(१६) कृषि क्षेत्रमा देखिएका मुख्य मुख्य समस्याहरु र चुनौतीहरु:

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५.

(१७) कृषि तथा पशुपंक्षि क्षेत्रमा पालिकामा देखिएका महत्वपूर्ण संभावनाहरु:

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५.

(ख) संरचना र कार्यहरु:

(१) यो पालिकामा कति वडाहरु छन् ?

(२) कृषि तथा पशुपालन ब्यवसाय प्रमुखरूपमा रहेको वडाहरु कुन कुन हुन ?

(ग) कर्मचारीको व्यवस्था:

(१) यस पालिकामा जम्मा कति जना कर्मचारी छन ?

विवरण	प्रशासन तर्फ	कृषि तर्फ	पशु तर्फ	अन्य प्राविधिक तर्फ
जम्मा स्वीकृत दरबन्दी				
जम्मा कार्यरत				

(२) तलको तालिका अनुसार कृषि तथा पशु तर्फको कर्मचारीहरूको विवरण दिनु होला ।

नाम	जम्मा दरबन्दि	संघ बाट नियुक्ति	पालिका बाट नियुक्ति	योग्यता	सेवा अवधि (वर्षमा)
कृषि					
१.					
२.					
३.					
४.					
५.					
६.					
७.					
८.					
१०.					
पशु सेवा					
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४.					
५.					
६.					
७.					
८.					
१०.					

(३) कृषि तथा पशु सेवाका प्राविधिकहरू पालिकाको मुख्य कार्यालयमा बस्छन वा वडा कार्यालयमा पनि बस्छन ?

(४) उनीहरूको भूमिका र जिम्मेवारीहरू के के हुन्?

(५) कर्मचारीको आवश्यक संख्या र मुख्य पदहरू कसरी निर्धारण गर्नुहुन्छ? पालिका सँग यसको कुनै बिधि वा प्रक्रिया छ?

(६) पालिकाले कर्मचारी नियुक्ति गरेको छ भने कस्ता खालका चुनौतीहरू आइपरेका छन्?

(७) हाल कार्यरत कृषि/पशु सेवा तर्फका कर्मचारी को संख्या पालिकाको आवश्यकता अनुसार पर्याप्त छ?

(८) यदि छैन भने, अरु कति कर्मचारी चाहिन्छ? कुन विषय क्षेत्र (कृषि/ पशु सेवा)

(९) कर्मचारीको संख्या बढाउन पर्ने भए तपाइको योजना के छ?

(१०) यस पालिकामा कार्यरत कृषि/पशु सेवातर्फका कर्मचारी आ-आफ्नो कार्यक्षेत्रमा दक्ष र तालिम प्राप्त छन्?

(११) यदि छैन भने तिनीहरूको दक्षता एवं सीप बढाउन यस पालिकाको योजना के छ ?

(१२) कुन कुन विषयमा थप तालिमको आवश्यकता पर्न सक्छ?

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(घ) नीति र योजना:

(१) कृषि र पशु ब्यवसाय प्रबर्धन को लागि पालिका सँग कस्तो नीति / योजना छ ?

(२) कृषि र पशु क्षेत्रको बिकासको लागि पालिकाको आवधिक (जस्तै पन्च वर्षीय) योजना पनि छ?

(३) के पालिकाको वार्षिक/आवधिक योजनाहरू किसानहरूको आवश्यकताको मूल्यांकन र प्राथमिकतामा आधारित छन् ?

(४) के यस पालिकाले आफ्नो कार्यक्रम र नीति बनाउँदा वा कार्यक्रम कार्यान्वयनमा महिला सहभागिता र जलवायु परिवर्तनलाई पर्याप्त ध्यान दिएको छ ?

(५) चालु आ.व. २०७७.७८ मा पालिकाको कृषि र पशु क्षेत्रको मुख्य मुख्य कार्यक्रमहरू के के छन्?

कृषि तर्फको कार्यक्रम	पशुतर्फको कार्यक्रम

(६) तपाईंको पालिकाको कृषिका कार्यक्रमहरू प्रदेश र संघ को कृषि कार्यक्रमसंग तालमेल मिलेको छ ?

(७) तँपाइलाई कृषि विकास रणनीतिको वारेमा केही जानकारी छ ?

(८) यदी जानकारी छ भने, पालिकाको वार्षिक/आवधिक योजनाहरू कृषि विकास रणनीति संग मेल खान्छन ?

(९) योजना तर्जुमा को लागि को को संलग्न हुन्छन् ? योजना तर्जुमा गर्दा अन्य सरोकारवाला हरु जस्तै: कृषि ज्ञान केन्द्र, भेटेरिनरी विज्ञ केन्द्र, गैह सरकारी संस्थाहरु, सहकारीहरु तथा नीजी क्षेत्रलाई सहभागी गराईयो?

(१०) योजना शाखामा कार्यरत कर्मचारीको विवरण तलको तालिकामा दिनुहोस् ।

नाम	पद	तह	सेवा	योग्यता	सेवा अवधि (वर्षमा)

(११) पालिकाको योजना तर्जुमा (वार्षिक तथा आवधिक दुवैको) प्रक्रिया के के हो?

(१२) योजना तर्जुमा प्रक्रियाको क्रममा पालिकाका विभिन्न विषयगत क्षेत्रहरुले कसरी सहयोग पुऱ्याउँछन्?

(१३) पालिकामा कृषि तथा पशुक्षेत्रको योजना तर्जुमाको लागि कुनै छुट्टै प्रक्रिया/चरणहरु छन् ?

(१४) कृषि र पशुक्षेत्रको योजना तर्जुमामा (कार्यक्रम र बजेट बनाउन) त्यहाँ भएका कृषि इकाइको भुमिका के हुन्छ?

(१५) योजनामा कार्यरत कर्मचारी आफ्नो काममा दक्ष छन्? योजना तर्जुमाका तरिका र विधिहरुको बारेमा जानकारी छन्?

(१६) यदि छैन भने वहाँहरूलाई कस्तो किसिमको तालिम आवश्यक पर्न सक्छ ?

(१७) यस पालिकाको कृषि (कृषि र पशु) कर्मचारीहरूलाई योजना तर्जुमा सम्बन्धी तालिम आवश्यक छ ?

(१८) योजना तर्जुमा प्रक्रियामा कुनै कमी कमजोरीहरू छन्?

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(१९) योजना तर्जुमा प्रक्रियामा तपाईंले सामना गर्नुपरेका चुनौतीहरू के के हुन्?

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(ङ) बजेट:

(१) यस पालिकाको बजेटको वारेमा तलको तालिका अनुसारको विवरण प्रदान गर्नुहोला ।

विवरण	आ.व. २०७७/७८	आ.व. २०७६/७७
जम्मा बजेट रु.		
संघीय सरकारबाट रु.		
प्रदेश सरकारबाट रु.		
सशर्त रु.		
निशर्त रु.		
कृषि तथा पशु क्षेत्रको कूल बजेट रु.		
कृषि बजेट कूल बजेटको प्रतिशत		
कृषि क्षेत्रको बजेट रु.		
पशु क्षेत्रको बजेट रु.		

(२) कृषि तथा पशुसेवाको बजेट छुट्टयाउँदा खास के के बिषयमा ध्यान दिइएको छ ?

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(३) कुनै शीर्षक तथा कार्यक्रमको बजेट अर्को शीर्षक तथा कार्यक्रममा रकमान्तर गर्न सकिन्छ ? त्यसको लागि के प्रक्रिया छ ?

(४) गत आ.व.को कृषि तथा पशुसेवाको बजेटको कति प्रतिशत खर्च भएको थियो? खर्चको प्रतिशत घट्दो छ या बढ्दो छ?

(५) यदि कम खर्च भएको हो भने, के कारण हुन सक्छ?

(६) बजेट समयमा निकासा भयो कि भएन ?

(७) बजेटको उपयोग र खर्च गर्ने अवस्था कसरी सुधार गर्न सकिन्छ?

(८) बजेट विनियोजन, निकासा र खर्चमा कुनै समस्या वा कमी कमजोरीहरू छन्?

(९) बजेटको वारेमा तपाईंले सामना गर्नुपरेका आन्तरिक र बाह्य चुनौतीहरू के हुन्?

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(च) अनुगमन र मूल्यांकन:

(१) यस पालिकाले आफुले संचालन गरेका कार्यक्रमहरूको अनुगमन र मूल्यांकन गर्छ?

(२) यस पालिकामा अनुगमन मूल्यांकन शाखा छ? र कति जना कर्मचारीहरू छन् ?

(३) अनुगमन मूल्यांकन शाखामा कार्यरत कर्मचारीको विवरण तलको तालिकामा दिनुहोस् ।

नाम	पद	तह	सेवा	योग्यता	सेवा अवधि (वर्षमा)

(४) अनुगमन र मूल्यांकनका जिम्मेवार व्यक्तिलाई थप केही तालिम आवश्यक छ? छ भने के मा?

(५) पालिकाबाट संचालित कार्यक्रमहरू प्रदेश तथा संघीय सरकारबाट पनि अनुगमन, मूल्यांकन हुन्छ?

(६) यस पालिकाले आफ्नो प्रोफाइल अथवा डाटाबेस बनाएको छ वा छैन ?

(७) कुन कुन तहमा कस्तो कस्तो तथ्यांक संकलन गर्नुहुन्छ? त्यस्ता तथ्यांकहरू कति समयको अन्तरालमा संकलन गर्नुहुन्छ?

(८) तथ्यांक संकलन गर्दा सबै घरधुरीबाट गर्नुहुन्छ अथवा नमुना घरधुरीहरू बाट मात्र गर्नुहुन्छ?

(९) तथ्यांक संकलनको लागि कस्तो विधिहरू प्रयोग गर्नुहुन्छ? कुनै फारम, चेकलिस्ट तथा प्रश्नावली प्रयोग गर्नुहुन्छ?

(१०) कृषि तथा पशुक्षेत्रको तथ्यांक संकलन गर्न छुट्टै फारम, चेकलिस्ट तथा प्रश्नावली प्रयोग गर्नुहुन्छ?

(११) तथ्यांक संकलन गर्न कुनै सफ्टवेयर तथा एप्सको प्रयोग गर्नुहुन्छ? संकलन गरिएको तथ्यांक अनलाइन भण्डार गर्नुहुन्छ?

(१२) डाटाबेश तथा सफ्टवेयरमा भएका सूचनाहरू के को लागि प्रयोग गर्नुहुन्छ?

(१३) के यो प्रभावकारी छ वा अझ केहि सुधार गर्न पर्दछ?

(१४) डाटाबेश व्यवस्थापन तथा अनुगमन मूल्यांकनका लागि चाहिने सीपको कमी छ?

(१५) त्यसको लागि केहि थप तालीमको आवश्यकता छ?

(१६) अनुगमन मूल्यांकनमा मुख्य मुख्य कमी कमजोरीहरू के के छन्?

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(छ) सहकार्य तथा समन्वय:

(१) यस पालिकामा कृषि तथा पशुक्षेत्रमा काम गर्ने कुनै संघ/संस्थाहरू छ वा छैन ? यदि छ भने कुन कुन हुन? के के कामहरू गर्दछन्?

(२) के यो पालिकाले नीजि क्षेत्रसंग कुनै काममा सहकार्य गरेको छ? यदि छ भने कुन संस्था र के काममा सहकार्य भएको हो र कसरी काम गरिएको छ?

(३) के यी संस्थाहरू (NGO/INGO, नीजि क्षेत्र र अन्य) संगको सहकार्यमा गरिएको कामहरू पालिकाको लागि उपयोगी र फाइदाजनक छन्?

(४) यी संस्थाहरूबाट यस पालिकाले कस्तो सहयोग र सहकार्यको अपेक्षा गरेको छ?

(५) कृषि तथा पशुसेवा संग सम्बन्धित गतिविधिहरू कसरी समन्वय गर्नुहुन्छ?

(६) समन्वयको लागि कस्तो संयन्त्र छ? कुनै समन्वय समिति बनाउनु भएको छ?

(७) यदि त्यस्तो समिति छ भने समितिको बैठक कति समयको अन्तरालमा बस्दछ? यसमा को को सहभागी हुन्छन् ?

(८) के समन्वय गर्ने काम चुनौतीपूर्ण छ ?

(९) पालिका र प्रदेशसंगको समन्वयको अवस्था कस्तो छ ?

(१०) समन्वय अझ प्रभावकारी बनाउन के गर्न सकिन्छ ?

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(११) यदि समन्वय समिति छैन भने कस्तो संयन्त्र बनाउने प्रस्ताव गर्नुहुन्छ?

(ज) रसद (logistics):

(१) पालिकामा कार्यरत सबै कर्मचारीहरूको लागि काम गर्न पर्याप्त कोठाहरू छन् ?

(२) पालिकामा बैठक, कार्यशाला गोष्ठी र तालिम आदि गर्न पर्याप्त कोठाहरू छन् ? छैन भने कसरी व्यवस्थापन गरिन्छ?

(३) कृषि सम्बन्धि गतिविधिहरूको रिपोर्टिङमा कम्प्युटरको प्रयोग हुन्छ? हुन्छ भने आवश्यक कुनै सफ्टवेयरहरूको प्रयोग पनि गरिन्छ की ?

(४) के आवश्यक सफ्टवेयरको वारेमा कार्यरत कर्मचारीहरू जानकार छन् ?

(५) कार्यक्रम कार्यान्वयनको लागी पालिका बाट यातायातको सुबिधा उपलब्ध हुन्छ ?

(६) रसदको (लजिस्टिक) सम्बन्धमा के के कमी कमजोरी हरु छन्?

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(ज) प्रसार तथा अनुसन्धान:

(१) पालिकाले कृषकहरूलाई के के बिषयमा सहयोग गर्ने गर्छ ?

- आधुनिक कृषि सम्बन्धि सल्लाह सुझावहरू र प्राबिधिक सेवा,
- अनुदानमा उत्पादन सामग्रीहरू,
- मेशीनरी औजारहरू,
- उन्नत नश्लका पशुहरू,
- कृषि र पशु बजारको व्यवस्था आदि,

(२) के पालिकाले कृषि बजारिकरणमा कुनै सहयोग गर्ने गरेको छ? र कसरि गर्छ?

- (३) कृषकहरूलाई सल्लाह/सुझाव दिन आधुनिक सूचना तथा संचार माध्यम के प्रयोग गर्ने गरेको छ ?
- (४) किसानहरूले पालिका बाट कस्तो सहयोगको अपेक्षा बढी गर्छन्?
- (५) के किसानले चाहेको सबै किसिमको सहयोग र प्राविधिक सेवा टेवा पालिकाबाट प्राप्त गरेका छन् ?
- (६) छैनन भने तेस्तो सेवाटेवा किसानले कहाँबाट प्राप्त गर्छन्?
- (७) तपाईंको पालिकामा कृषि प्रसार सेवा सुधार गर्न तपाईंको विचारहरू के के छन्?
- (८) अनुसन्धान खोजहरू बाट आएका प्रविधिहरू प्रयोग गर्न पालिकाको सौच के छ ?
- (९) सामुदायिक कृषि प्रसार सेवा केन्द्रको नाम सुन्नु भएको छ ? के तपाईंको पालिकामा पनि छ ?
- (१०) यदी सामुदायिक कृषि प्रसार सेवा केन्द्र स्थापना गर्न चाहनु हुन्छ भने कतिबटा ?
- (११) किसानहरूलाई प्रभावकारी रूपमा सेवा दिनका लागि कृषि प्राविधिकहरूलाई थप प्रशिक्षण आवश्यक छ ? छ भने कुन कुन प्राविधिक क्षेत्रमा आवश्यक छ ?
- (१२) कृषि प्रसार र अनुसन्धान मा मुख्य कमी कमजोरीहरू के के देख्नु हुन्छ ?

(ज) अन्य:

- (१) कृषि बिकास रणनीति कार्यक्रम (TCF to ADS) बाट पालिकाले कस्तो सहयोगको अपेक्षा राख्छ ? जस्तै:

- योजना तर्जुमा प्रक्रियामा सहयोग
- अनुगमन तथा मूल्यांकन सहयोग
- डाटाबेस विकास तथा व्यस्थापन
- कृषि प्रसार सहयोग
- तालिम तथा क्षमता अभिवृद्धि
- अन्य



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