MANAGING COMMUNITY DEVELOPMENT PROGRAMMES

Lessons from Community Support Programme (CSP-II)

Rural Reconstruction Nepal
(RRN)

C Community
S Support
P Programme
समुदाय सहयोग कार्यक्रम

ILLUSTRATIVE PRACTICES FOR MANAGING

COMMUNITY DEVELOPMENT PROGRAMMES

Lessons from Community Support Programme (CSP-II)

Rural Reconstruction Nepal (RRN)

Illustrative Practices for Managing Community Development Programmes

Lessons from Community Support Programme (CSP-II)

Prepared by
Prof. Shree Krishna Shrestha, Ph D

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Rural Reconstruction Nepal (RRN)
P. O. Box: 8130, Kathmandu, Nepal
St. Address:
288 Gairidhara Marg, Gairidhara, Kathmandu, Nepal
Tel: +977-1-4004976, 4004985
Fax: +977-1-4004508
Email: rrn@rrn.org.np
Website: www.rrn.org.np

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FOREWORD

I am pleased to present the report on Illustrative Practices for Managing Community Development Programmes. This document is the anthology of governance and management practices adopted by RRN while implementing Community Support Programme (CSP) funded by UKaid/DFID during last decade and particularly CSP-II extension (2012-2014). The report explains the governing pattern and management structure of programme implementation; the process followed for selecting VDC, target community and projects; the process for institutionalising the development projects into local bodies; the process followed by community in managing projects; the process of community empowerment; the process of ensuring accountability and transparency and the sustainability approach.

The management practices, processes and approaches that have been introduced during the time of crises situation have been revised and modified as time has progressed toward relatively normal situation. This entails the viability and suitability of the management practices and processes during different situations. It is expected that the sharing of such management processes and practices will provide a point of ponder for implementing other projects having similar objectives.

During the course of this study, series of field visits and several interactions were held with different stakeholders including officials of Ministry of Federal Affairs and Local Development, Local Development Officers, Secretary of Village Development Committee, members of Ward Citizen Forum, members of Citizen Awareness Centres, teachers, officials of Health post/sub-health post, members of School management committee, officials of Agriculture Service Centre, officials of Livestock Service Centre etc in the project districts. I am wishful that this report will be a useful document for all development partners and agencies for conducting and strengthening community development programs.

I would like to acknowledge the entire RRN CSP-II Project team for their pioneering effort and support for the preparation of this document. Particularly I would like to thank Prof. Shree Krishna Shrestha,

Consultant; Kulchandra Dahal, Project Manager, RRN-CSP-II; Ms. Seema Luitel, Monitoring and Evaluation Manager; Mr. Som Rai, Communication Manager; and the documentation team for facilitating and finalising the document.

Thank You.

Dr. Prabin Manandhar
Executive Director

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ABBREVIATIONS

CAC	Citizen Awareness Centre
CBDSM	Community-Based Disaster Risk Management
CSO	Civil Society Organisation
CSP	Community Support Programme
DAG	Disadvantaged Group
DFID	Department for International Development
DRR	Disaster Risk Reduction
HDI	Human Development Index
IGA	Income Generating Activity
LDRMP	Local Disaster Risk Management Plan
LGCDP	Local Governance Community Development Programme
LIP	Livelihood Improvement Plan
LRP	Lead Resource Person
MoFALD	Ministry of Federal Affairs and Local Development
PSMC	Project Selection and Monitoring Committee
REFLECT	Regenerated Frerian Literacy through Empowering Community Technique
RRN	Rural Reconstruction Nepal
UCPA	Underlying Causes of Poverty Analysis
VCA	Vulnerability and Capacity Assessment
VDC	Village Development Committee
WCF	Ward Citizens Forums

Chapter I

PROJECT BRIEF

As a development and peace building strategy focusing upon conflict-affected people, Community Support Programme (CSP) was started during the time of heightened conflict in 2003 with a view to provide an immediate and tangible "quick impact" on the lives and livelihood of the poor and marginalised people through addressing the needs of the community in a flexible, effective and transparent way. The procrastination or delayed response to the needs of the poor and marginalised people has resulted deleterious effect upon their lives. The immediate and quick impact strategy helped these people to increase their access to education, health services, safe drinking water, short-term employment opportunities etc. The CSP is divided into 2 phases. The first phase covered the period from July 2003 to March 2010 in 39 districts which was expanded to 44 districts during the period from April 2010 to March 2012. Further, it is extended up to March 2014. Considering the significant depressing effects of climate change and disaster upon the lives of the poor and excluded, the extension phase has mainstreamed disaster preparedness into the programme through CBDRM.

Goal

The overall goal of CSP phase II extension is to reduce poverty and promote social inclusion in 44 districts of 5 development regions of Nepal.

Purpose

The purpose of this program is to improve access to community-based development opportunities by poor and excluded people.

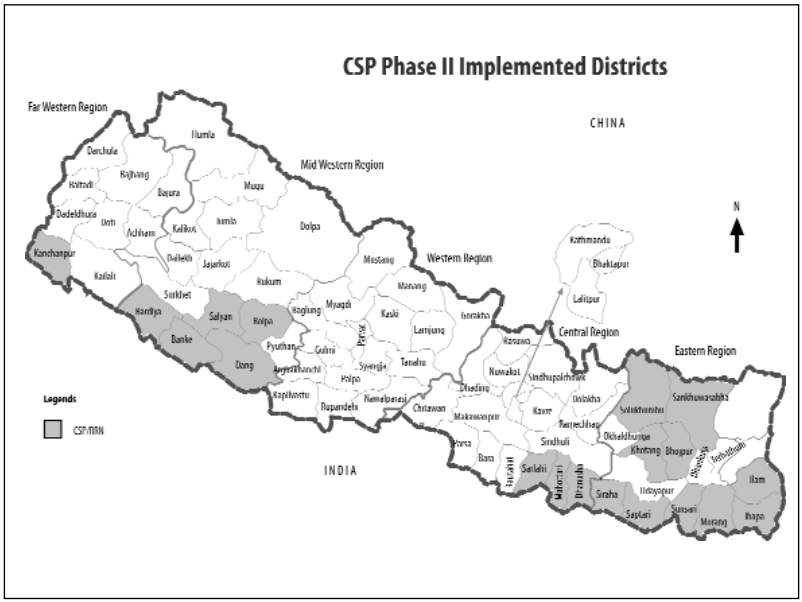
Outputs

Output 1: Improved disaster resilient basic service infrastructure and its increased access by communities, including women and girls.

Output 2: Strengthened capacity of poor and excluded communities, including women and girls, to lead social actions to claim their rights, thereby generating sustained income

Output 3: Local government (DDC/VDC) community planning, monitoring and accountability processes significantly improved, informed by CSP good practices

Output 4: Increased climate and natural shocks resilience of vulnerable communities, including women and girls



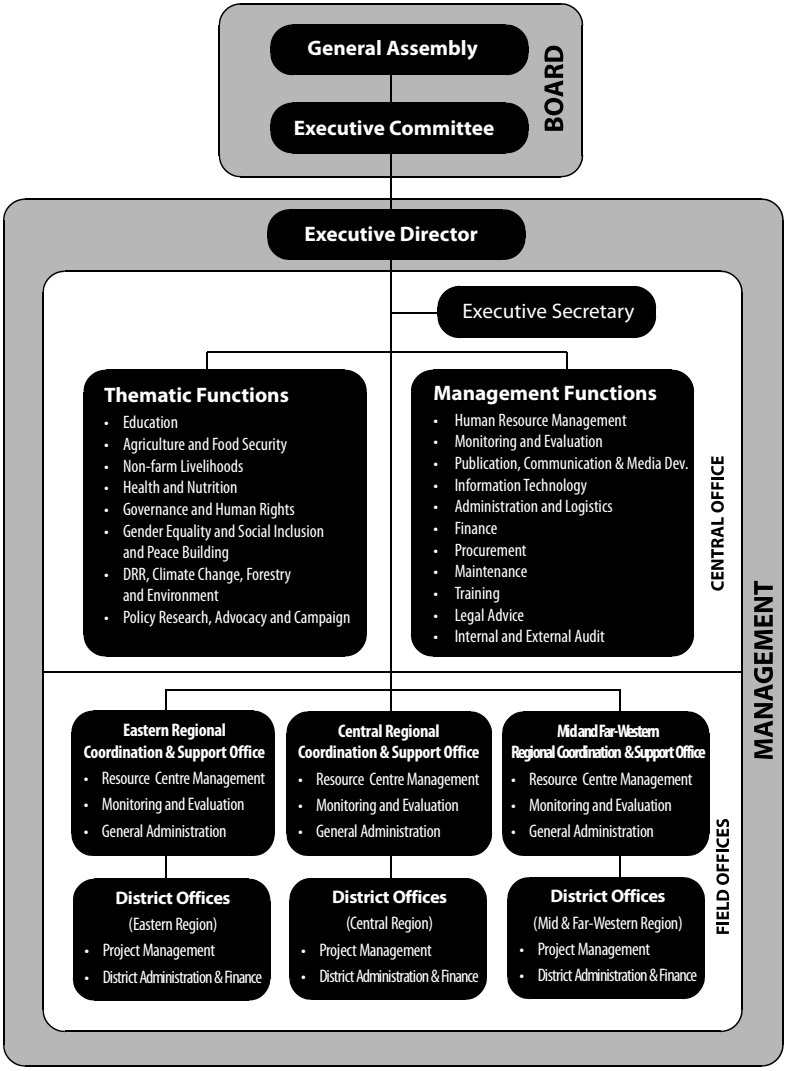
Chapter II

GOVERNANCE STRUCTURE AND PRACTICES OF RRN

2.1 Governance structure of RRN

The governance and management aspects of RRN have been discussed here to reflect the existing framework, systems and mechanism for operating RRN's activities. The governance structure of RRN subsumes the delineation between Executive Board and General Management intending to divide the role and responsibilities between Board and management. The Board consists of General Assembly and Executive Committee. General Assembly is the apex body responsible for providing overall strategic direction for RRN. This body is also responsible for endorsing the annual plan, financial plan and financial audit of the organisation. The Executive Committee is selected consensually and has ultimate responsibility for directing the activity of the RRN, ensuring for its well-functioning and delivering the outcomes for which RRN has been set up. The Executive Board is legally, financially, and morally responsible for RRN. The General Management of RRN is led by Executive Director who is responsible to manage the overall operations of RRN. RRN management comprises of three interrelated entities namely Central Office consisting of Thematic Functions and Management Function, Regional Coordination and Support offices, and District offices. The schematic presentation is made in figure 1.

ORGANISATIONAL STRUCTURE



2.2 Governance practices

RRN has initiated to separate the governance and management that has been reflected in their structure. It has given much emphasis upon transparency, self-regulation and accountability in its practices.

RRN has followed the practice of disclosure of its activities to make it transparent. Disclosure statements and reports are among the most widely used tools of accountability and are frequently required by laws. RRN provides quite detailed information on finances, organisational structure, and programs through an annual report. Apart from the availability of these annual reports in its web site, the web-site provides much information about various activities of RRN demonstrating its efforts to becoming transparent in its functioning.

This information serves to ensure that the organisation is in conformance with its vision, mission and law of the nation. It also demonstrates that its activities are primarily for the betterment of marginalised community and people. RRN submits its annual audit and annual report to Social Welfare Council for its renewal as per the Social Welfare Act, RRN asks SWC for letting them to undertake the new programme in each time.

Such legal disclosures enable some degree of accountability to donors, clients and members who wish to access these reports.

RRN submits regular reports to donors which vary considerably among funders and projects, and it is subject to some degree of negotiation. RRN pays considerable care for complying with the auditing system of each funder.

RRN has developed standards or codes of behaviour and performance. Such self-regulation presents a complementary path that allows addressing directly its own sector-wide problems while retaining integrity. It has specified vision, mission and goals; governance; administration; programme operations; networking; and financial management.

RRN has also been practicing social auditing for its programmes giving a leeway for downward accountability. It integrates many accountability mechanisms that disclose information of the programmes and participation of target community is ensured.

2.3 RRN's management practices related to CSP

RRN adopts following general management practices concerning with CSP.

2.3.1 Review and planning

Based upon the ToR of CSP, management team invites the representatives of all districts and regional offices to prepare annual plan reflecting the needs and priorities of their respective district and region. The review of the annual plan is carried out in every six month.

2.3.2 Reporting system in CSP-II

Each district and regional office has to submit quarterly, half yearly and annual report to RRN and DFID. Each district project office submits trimester progress report to respective DDC. RRN submits a compiled yearly report to DFID.

With respect to financial report, each district and regional office has to submit quarterly financial report to RRN and DFID. RRN submits annual audit report to DFID.

2.3.3 Project approval

Approval from Social Welfare Council has been granted for all the projects undertaken by RRN. This is a part of transparency and public accountability policy of RRN.

2.3.4 Fund release system from DFID

DFID releases the fund on request as an advance in quarterly basis after receiving and verifying the financial and progress report of the previous quarter from RRN on or before the 15th of the next month

2.3.5 Fund release system from RRN Central Office to Regional/ District Offices

RRN Central Office releases the fund to district office on the recommendation of regional office. District office submits the proposal on the basis of approved project activities to regional office and regional office, after scrutiny, recommends the budget to central office.

Chapter III

GOVERNING PATTERN AND MANAGEMENT STRUCTURE FOR CSP-II

CSP-II has envisaged that local level development activities have to be aligned with the local governance framework of the Ministry of Federal Affairs and Local Development (MoFALD) to strengthen the local governance efforts. The role could be supplementary or complementary as per the demand of the situation that contributes for the smooth service delivery or making access to service delivery for the community especially for poor and marginalised community. For this, there must be policy clearance from the government about local development activities supported by mutual understanding of the strategies and approaches adopted for it. MoFALD is a responsible government agency looking after the issue of local governance; it has to have a clear and coherence policy to deal with agents working in this field. With this respect, a central level CSP-Coordination Committee is constituted leading by MoFALD consisting of the representation from MoFALD, DFID, CARE, Nepal and RRN. This committee provides basic policy guidelines for undertaking CSP activities.

Concerning with local level development activities, MoFALD has introduced Local Governance Community Development Programme

(LGCDP) started from 2008 allowing a government leadership across all Nepal's District Development Committee, Village Development Committees and Municipalities. One of the objectives of LGCDP is to reduce poverty by supporting inclusive, effective and accountable local governance and participatory community-led development which is almost similar to the goal of CSP, the lessons learned from CSP could be a guiding framework for developing policies, strategies and approaches for implementing its programme.

This governing structure paves a way for mutual accountability of all the stakeholders i.e. government, donor, implementing partners. This certainly upholds the spirit of concerted and consolidated efforts for achieving the goal, purpose and outcomes of the project by strengthening local community.

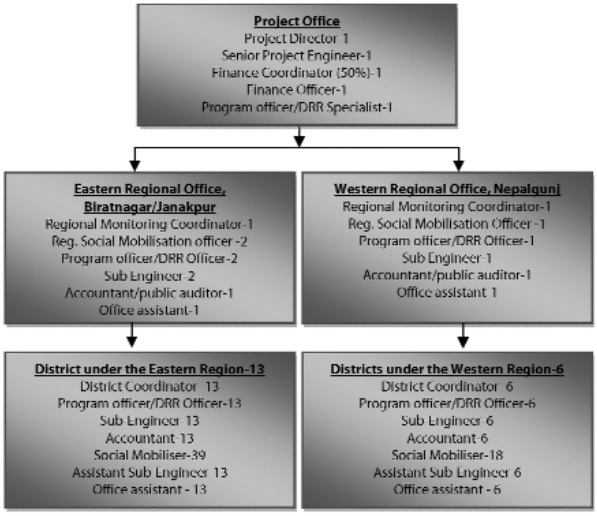
RRN has been managing CSP in 19 districts of Nepal covering 4 development regions namely Eastern Development Region, Centre Development Region, Mid-Western Development Region and far-Western Development Region of Nepal through its Central, Regional and District Offices. The programme is led by Project Director deputed in the Central Office known as Project Office located at Kathmandu. The team in Project Office is composed of Project Director, Senior Project Engineer, Finance Officer, Programme Officer/DRR Specialist, Logistic Support Assistant and one part time Financial Coordinator. Project Director is responsible for the overall management and implementation of the programme as guided by Coordination Committee and RRN. Coordination with government line agencies, donors, stakeholders, implementing partners is also the responsibility of Project Director. Project Office concentrates mainly on overall programme direction, technical aspects and financial issues. The senior project engineer looks after the technical verification of infrastructure proposals as recommended by district and regional offices. The programme officer/ DRR specialist supports in the preparation of activity proposals, planning, documentation, data analysis, reporting and presentation. The financial team which consists of Finance Coordinator, Finance Officer and Account Officer offers financial support, financial monitoring, auditing and reporting.

Regional Office led by Regional Monitoring coordinator is responsible for extending its support to district offices basically for developing overall planning of activities and providing technical backstop. There are

2 regional offices locating one in the Eastern part and next in the Western part. The number of human resources in these two regional offices is vary as per the coverage of the districts by the regional office. The Easter regional Office covers 13 districts having 9 staff members and Western office covers 6 districts having 6 staff members. The portfolio of human resource in both of these regional offices is similar consisting of Regional Monitoring Coordinator, Regional Social Mobilisation Officer, Programme Officer/DRR Officer, Sub-Engineer, Accountant/ Public Auditor and Office Assistant. The Regional team builds rapport with local government, local line agencies, LGCDP and stakeholders in the regions and extends support to District Office for building rapport with local counterparts.

The District Office relates directly with local communities where project activities take place. This office led by District Coordinator consists of nine staff members is mainly responsible for facilitating users' committee and local communities. It supports users' group to identify and prioritise the problems, collect baseline information, prepare, design and estimate the projects. The District Office plays a role of secretariat and facilitates to implement the project activities in close coordination with local government and stakeholders including the line agencies.

Figure-1: Organogram of the CSP-II



Chapter IV

VDC AND COMMUNITY SELECTION PROCESS

The proper identification of poor and marginalised community and people is the primary task as well as crux of CSP activities. In the absence of their identification, activities supporting in achieving the goal to reduce poverty and promote social inclusion cannot be developed. It is expected that these people reside in rural areas which mostly belong to Village Development Committees, hence a rigorous exercise needs to follow to identify VDC where such community and people reside. The criteria, method of evaluation and composition of evaluation committee are major elements that affect in selecting VDC for CSP activities. The criteria need to be realistic and reflective of the situation. The method of evaluation should be reliable, dependable, stable and consistent. Key development actors should be involved in evaluating the VDC which can maintain objectivity, fair and equitable.

4.1 Criteria for selecting VDC

A set of criteria has been developed for screening and selecting VDC. These indicators are related to poverty, social exclusion, conflict related, remoteness and existence of supporting organisations that reflect poor and marginalised community and people. The indicators are:

- VDC as categorised in the Disadvantaged Group (DAG) mapping by DDC
- Conflict affected VDC
- VDC as categorised in Human Development Index (HDI) ranking
- VDC that has not yet received support from CSP
- VDC with no or low presence of other aid agencies
- Remoteness of the VDC in terms of road accessibility

4.2 Method of evaluation

Each of these indicators has been assigned different scores varying from 10 to 30. The highest score i.e. 30 has been assigned to the DAG mapping where as 10 score has been assigned to remoteness and no or low presence of supporting agencies. Each of these criteria has been further divided into sub-groups ranging from 4 to 5 categories describing various statuses of the concerned indicators. Each category has been allotted different scores.

The allotment of scores for different categories of these indicators has been described in following table.

	Class Interval	Rank	Score	Total
DAG mapping	1-7.5	1	7.5	7.5
	7.5-15	2	7.5	15
	15.0- 22.5	3	7.5	22.5
	22.5-30	4	7.5	30

Conflict-affected

	Rank	Score	Total
Conflict-affected	1	5	5
	2	5	10
	3	5	15
	4	5	20

HDI

	Interval	Rank	Score	Total
HDI	1-11	1	5	5
	12-21	2	5	10
	22-31	3	5	15
	32-41	4	5	20

Remoteness of VDC

	Distance from district Headquarter in time (hrs)	Rank	Score	Total
Remoteness	0-6	1	2	2
	7-12	2	2	4
	13-18	3	2	6
	19-24	4	2	8
	25 above	5	2	10

CSP Support

	Rank	Score	Total
No	4	2.5	10
Moderate	3	2.5	7.5
High	2	2.5	5

Aid Agency's Support

Aid Agency support	Rank	Score	Total
Less	4	2.5	10
Moderate	3	2.5	7.5
High	2	2.5	5

4.3 Evaluation Committee

A Project Selection and Monitoring Committee (PSMC) headed by District Local Development Officer is formed consisting of the members for concerned line agencies especially representatives from District agriculture Office, District Livestock Office, District Education Office, District Women Development Office, Concerned district-based line ministries, and civil society organisations. The District project Office assumes the role of secretariat. The major responsibilities of this Committee are:

- Selection of projects and recommendation for further action
- Monitoring of the project in the field
- Funding collaboration (if necessary and availability among the line agencies and other CSOs)

The District Project Office as a Secretariat conducts the administrative jobs such as collection of information and calculation of the scores for all covered VDCs within the district on the basis of pre-determined methods as mentioned above. The District Project Office presents the findings in the PSMC meeting. PSMC decides the VDCs for CSP. Generally, that VDC which obtains highest score considered to be most disadvantaged or marginalised one. The number of VDCs selected for CSP is also guided by the fund availability for CSP in that district. The selected VDCs are grouped into 2-3 clusters in order to ensure proper facilitation and support from managerial perspectives.

4.4 Identification of target group/community

Once the VDC is selected, the next step begins with the identification of most vulnerable group within the VDC. Serious attention has been paid to follow the process that to be rational, systematic, acceptable and non-controversial for selecting the community or group. The basic intention of this stage is to find out the most vulnerable and marginalised community which is still outside in the mainstream of development activities. Considering the sensitiveness of this process, participation of stakeholders as much as possible has been sought. In this context, a meeting is organised in the selected VDC where all key stakeholders such as VDC secretary, members of Ward Citizen Forum, Women's Right

An information board placed at the public place.

Forum, local politicians, local community organisations, teachers, and local people are invited. It is believed that consensus based decision would have better acceptability than other modes of decision making.

The meeting is considered to be an entry point for explaining the project governance and making the stakeholders aware for the need of cultivating a culture of transparency and accountability for community activities. The meeting is important for different stand points. First of all, detail information of the CSP concerning its objectives, principles, values, approaches, working modalities and allocated budget for VDC is disseminated. This helps stakeholders to be known about what is and what is not about project and it also helps to manage the expectation of the stakeholders. Secondly, this meeting helps to clarify the doubts, if there are, among the stakeholders about the projects. Thirdly, the Underlying Causes of Poverty Analysis (UCPA) exercise is being carried out during the meeting to map out the distribution of resources, infrastructure, physical and social vulnerability within the VDC using social and power analysis tool. This is an evidence based tool that reveals the exact existing situation of the phenomenon without much debate. This UCPA exercise facilitates to identify the most disadvantaged groups living in the poverty pockets of the target VDC which become the beneficiaries for the project. Stakeholders are benefitted from this exercise to be acquainted with UCPA and be able to facilitate the UCPA process for other purposes.

Chapter V

PROJECT SELECTION PROCESS

5.1 Citizen Awareness Centre (CAC)

The decentralised demand based 'bottom-up approach' at the community level is the basic crux of RRN's CSP. While conducting the first meeting in the VDC, community is well informed that the identified communities for CSP should have to initiate the project concept reflecting their problems and needs. In this context, these communities are encouraged to form 'Citizen Awareness Centre (CAC)" which is settlement base covering 25-30 households and is supposed to play significant role to empower community people for their active involvement and engagement in local level activities intending to transform the live of poor and disadvantaged community. This is a forum which focuses upon the strengthening downward accountability and capacity development of local community to claim their rights.

5.2 Major objectives of formation of CAC

- Aware community on their social, economic, political rights
- Identify the major causes of deprivation, discrimination and injustice and engage social action to redress them
- Build social harmony and trust in the community

- Support marginalised groups like women, dalits, ethnic groups, and other disadvantage groups to claim and exercise their rights
- Organise social campaign on different issues for policy feedback and reinforcement
- Advocate and sensitise for improving environment
- Promote to establish social accountability at local level

5.3 CAC formation process

The target of CAC is poor and marginalised community members. While selecting the target community, much of the task for identifying poor and marginalised community has already been undertaken. This task helps to identify most vulnerable community in terms of hazards (high risk and low level of tolerance) and community predominantly dominated by social-economic excluded people. Among these members women have been given first priority to be CAC members, however, men from poor and disadvantaged group are also included. Participatory approach is used for the identification and selection of members. This approach insists to cover the settlements within the community as much as possible and at least not less than two-third. The community selects 25-30 households of lowest strata on income group to be the members of CAC. Among the members, the number of women should be at least 60%. Dalit, ethnic groups, conflict affected, single women, HIV affected and liberated Kamaiyas have been identified as eligible for being the member of CAC. Generally, this process is being carried out in the presence of VDC Secretary. This Centre is not a formal part of Village Development Committee; and it does not have legal status. In order to undertake its activities, it needs recognition and approval. After its formation, it applies application to VDC office for its recognition. VDC provides a letter of its existence in certain localities of VDC.

5.4 Management of CAC

The CAC is the hub of all community level activities as envisaged by RRN's CSP. It is expected that these CACs should be managed carefully, constructively and effectively. In this respect, CAC selects a "Management Committee" comprising Chair, Vice-Chair, Secretary,

Treasurer and members. Most of the cases, the chair is chaired by women.

The major duties and responsibilities of CAC are:

- To develop and regulate code of conduct
- To keep account
- To organise Social Campaign and Public Audit
- To discuss over the major problems faced by community
- To identify the most important project for improving the vulnerable groups
- To make plan, programme and management of the project
- To establish relation with Ward Citizen Forum for programme
- To establish networking with VDC, local line agencies and other development partners

5.5 Capacity building of CAC members

RRN' CSP considers the mobilisation of CAC members is significant and crucial for the success of the CSP. For which, it is expected that their capacity need to be developed and strengthened that to be done gradually. In this process, first of all, RRN CSP emphasises upon making CAC members to be informed citizen able to diagnose their economic, social and political surroundings and become able to seek their rights, entitlements and obligations. Then, these informed members' capacity to carry out UPCA exercise to identify issues relating to structural causes of inequality and discrimination existed in the community is enhanced. Their capacity to adopt Right Based Approach is enhanced to address those issues for social transformation in their community. Finally, the capacity of these members is enhanced for designing action plans to address those issues, implementing plan based on gender and social inclusion perspective, accessing the available resources and schemes and ensuring equitable distribution of resources of the community. It is assumed that gradual development of the skills containing information-analysis-plan-implementation process will help them to be able to demand and claim their rights. All these processes is assumed to elevate

their demand side of governance that promotes transparency and social accountability in their respective community. The capacity development tool used for is the "REFLECT" (Regenerated Freirean Literacy through Empowering Community Technique)' sessions for learning, empowerment and social actions.

5.6 Lever of capacity development: Lead Resource Person

RRN's CSP has envisaged a 'Lead Resource Person LRP' to steer the capacity development process. LRP is assigned responsibilities to facilitate REFLECT sessions, to initiate and manage discussion on issues, to develop action plans to address issues and to mobilise CAC members for implementing plans. The members of CAC select a Lead Resource Person (LRP). Since LRP has a major role to play in the capacity development of CAC members and strengthening community level activities, attention has been paid to select proper LRP. RRN's District Office facilitates CAC members to set the major criteria to be followed for selecting LRP. The major criteria include the LRP to be the unanimously accepted member of target community having leadership quality and facilitation skill. In addition, LRP is expected to possess basic knowledge on right based advocacy and having profound enthusiasm and commitment towards social work.

RRN provides intensive training on social mobilisation, UPCA tools, good governance; Right based Approach, social inclusion, Reflect teaching pedagogy, and Disaster Risk Reduction to the selected LRP. This training enhances the skills and abilities of LRP for conducting REFLECT sessions and for facilitating the different issues identified by CAC. LRP's assignment mainly aligns with the conduction of REFLECT sessions.

5.7 REFLECT sessions: Tool for capacity development

The REFLECT session requires different approach for participation and learning than traditional approach. This approach places learners at the centre of their own learning process. The teacher becomes facilitator, their role transformed from one of directing or transferring knowledge to one of facilitating, sharing, enabling and catalysing, as well as learning and reflecting themselves. The participants therefore set their own agenda, identify their own issues, prepare their own learning materials and act on their analysis. The LRP follows the REFLECT

CAC members are participating in a REFLECT session.

methodology on the basis of training manuals developed by RRN. Generally, they follow following steps:

- Discussion of their environment
- Identification of issues
- Develop Action Plan to address the issues identified
- Implementation of Action Plan
- Evaluation

The REFLECT classes run weekly for 32 weeks. The basic fundamental of social mobilisation/citizen mobilisation through the REFLECT is the regular weekly based discussion meeting around the issue-based social action. This makes the members of group have a space for reflection, discussion and actions that enable group members to develop their own capacity to identify and address issues affecting them. During these classes, issue-based discussions are made as tool for learning and more importantly it encourages community women and men to be leaders, innovators and change agents. It is noticed that women and men have developed their ability to discern issues and identify appropriate and required actions to deal with it. In addition to enabling marginalised and

disadvantaged groups and communities for positive change in their lives, it also empowers these groups to organize themselves, to raise their voices and claims and to enjoy their rights. The issues raised by the CAC have an immediate effect the whole community, thus the support is also widespread and active. The effectiveness of CAC in terms of accessing services from local bodies as well as other service delivery agencies is noteworthy.

5.8 Ward Citizen Forum

RRN's CSP has focused to form CAC as a base-level programme unit to start with governance practices. In order to commensurate with the provision of Local Self-Governance Act that has laid emphasis upon a participatory approach to local governance. In this respect, a series of planning steps have been applied throughout the annual planning cycle. It is envisaged that the planning process to be initiated from individual level to settlement level moving upward to Ward level then VDC level. This process expects that the citizens at community and ward level need to be aware of local body planning processes and the mechanism, way and processes that will follow the resource allocation. This is a basic local governance process where citizen could explore and explicit their voices in the local planning. The LGCDP has envisioned that this process could be strengthened by building awareness and capacity through establishing ward citizens forums (WCFs). Through this process of engagement and voice, local bodies will become more accountable to citizens. WCF, a smallest/ most bottom up institutional unit of governance structure a unit related with Ward as a one of the parts of 9 wards of VDC, stands for a means for expressing the voices of rural communities up to Village Council and then through authentic Government channels to be included in the National Development Plan.

RRN's CSP approach is to interlink CAC with WCF with a deepest assumption that the individual citizen's concern will turn into CAC's concern evolving to be tied up with WCF's and VDC's concern. Generally, CAC puts its concern with WCF which, after a wider consultation, becomes ward level concern that gets approval for being an agenda for Village Council.

The Citizens' Awareness Centres and Ward Citizens' Forums have become an important foundation of decentralised local governance in Nepal. The communities inclusive of men and women from different economic

and social status can express their opinions and take part in the local level decision making processes. Most importantly this process helps the marginalised and poor women to become an integral part of local development.

5.9 Performance of CAC

The performance of CAC depends largely upon the management of CAC and LRP. The regularity of REFLECT sessions, timely meeting, constructive engagement of CAC members in identifying and addressing local issues, designing and implementation of social action plans, innovative social activities, consensus based decision making, creative conflict management, networking and partnership with local bodies, local line agencies and local civil society organisations for local development or community development activities, improving the life standard of CAC members engaging in income generating activities, demonstrating good governance practices, making local bodies, local line agencies and local development agencies accountable for good governance practices and promoting social accountable approaches are major performance indicators for CAC.

Management Committee is geared to develop its code of conduct reflecting the need of values, behavior, norms, discipline and obligations of CAC members that help to achieve its objectives. Management has to strive its best to follow the code of conduct by its members. In this context, the role of LRP is also astounding. At the same moment, the regular follow up by RRN's District Office seems to be contributory one for the smooth operation of CAC. It is seen that till the CAC does not have realised its own significance, the support from LRP and RRN's District Office in terms of extending its facilitation seems importance.

Chapter VI

PROJECT IMPLEMENTATION PROCESSES

RRN's CSP approach is unidirectional focusing upon poor and marginalised community adopting a multi-prong strategy directing towards addressing the immediate need considering with quick impact and long term consequences, enhancing the capacity of poor and marginalised community, establishing governance culture. The major project areas in which RRN's CSP has been involving are:

- Infrastructure
- Social mobilisation and livelihood programme
- Coordination with local government and stakeholders
- Disaster resilience

The project implementation processes followed for these are as follows:

6.1 Infrastructures related project

RRN's CSP has supported a number of basic infrastructure projects such as Schools, Health faculties, Bridge and culverts, Rural Road and Foot trials, irrigation facilities, community building, etc. The processes followed for it are as follows:

6.1.1 Project initiation process

RRN's CSP focuses upon the need- and demand based infrastructure projects as decided by the target community in CAC. CAC holds meeting and discusses over the existing phenomena of their community that impede the functioning of their life. They make a list of those factors and make a consensus for prioritising it. Once they agree upon the key factor, they develop a request cum concept note for submitting to WCF. Ward Citizen Forums collect and generate the initial proposals which then proceed to integrated planning committee. After prioritising projects, the integrated planning committee submits the Village Development Plan to Village Council.

This is a part of participatory plan which LSGA and regulations propose. Village Council is the deliberate body of the VDC responsible to pass the budgets, plan and programmes submitted by Village Development Committee. It meets biannually to approve or question VDC's policies, programmes and budgets.

These proposals are widely discussed in Village Council and make their priority. The list of priority is matched with the availability of fund in VDC. Some proposals are fully funded by VDC budget and they search for partnership for some proposals. VDC is aware of the availability of support of RRN's CSP to certain areas which were informed them in the initial discussion period. Village Council decides to request RRN's CSP for financing some proposals and asks respective CAC to submit their proposals to RRN too. For some proposals, Village Council may request for joint funding.

6.1.2 Project selection process

Once request proposals from Village Council and/or CAC arrive at RRN's CSP District Office, the District Office scrutinizes these proposals through rigorous, systematic, generally accepted and fair evaluation process to submit to Project Selection and Monitoring Committee (PSMC) for their acceptance. The evaluation process consists of a set of criteria which is judged against the request proposal. The criteria contains 10 major attributes such as Characteristics of Project Request, percentage of DAG, percentage of economic status (classification out of total beneficiaries 75% VP&P) rest of the categories, presence of other organisation in the program site (Reach to the unreached), distance of

program site from District headquarter or the nearest of the site (remoteness), number of beneficiaries, gender sensitivity, female and DAG representation in User Group, budget ceiling and community participation and local construction material. Each of these criteria has been further divided into various classifications reflecting various status having different scores. The detail is described below.

S.N.	Criteria	Score	Remarks
1	Project Request	5	
1.1	With Complete document along with staff recommendation applications	5	
2	%0F DAG	15	
2.1	75% and above	15	
2.2	50 to 75%	12	
2.3	25 to 50%	8	
2.4	less than 25%	2	
3	% of economic status (classification out of total beneficiaries 75%VP&P) rest of the categories.	20	
3.1	Very poor/poor=75% and above , moderate =….or rich =…or …	20	
3.2	Very poor/poor=50-75% and above , moderate =….or rich =…or …	15	
3.3	Very poor/poor=25-50% and above , moderate =….or rich =…or …	12	
3.4	Very poor/poor=10-25% and above , moderate =….or rich =…or …	6	
3.5	Very poor/poor=0-10% and above , moderate =….or rich =…or …	4	

S.N.	Criteria	Score	Remarks
4	Presence of other organisation in the program site (Reach to the unreach)	10	
4.1	Unpresence of other organisation at the site	10	
4.2	Presence of other organisation but working in the different activities	5	
5	Distance of program site from District headquarter or the nearest of the site (remoteness)	15	
5.1	40 km and above/ 3 days and above	15	
5.2	25-40 km and above /2-3 days	10	
5.3	15-25 km/1-2 days	8	
5.4	0-15 km/ less than 1 day	5	
6	Number of beneficiaries	8	
6.1	Project benefiting more than75%of the catchment population	8	
6.2	Project benefiting 25-75% of the catchment population	5	
6.3	Project benefiting less than 25% of the catchment population	3	
Clarification: it means to say that the project scheme should cover maximum population of that particular community for eg. That ABC community.			
7	Gender Sensitivity	7	
7.1	More than 75% of Women member in executing committee	7	
7.2	50-75% of Women member in executing committee	5	
7.3	less than 50% of Women member in executing committee	2	

S.N.	Criteria	Score	Remarks
8	Female and DAG representation in User group , we can form it after project considerations too	5	
8.1	50% and above	5	
8.2	25% -50%	3	
8.3	25% and below	2	
9	Budget Ceiling	10	
9.1	Within budget ceiling as provisioned by the project or less	10	
9.2	With Budget ceiling exceeding but sought collaboration with other line agencies	5	
10	Community participation and local construction material	5	
10.1	31% or above of the total project budget contribution by the community	5	
10.2	20-30% of the total project budget contribution by the community	4	
10.3	10-20% of the total project budget contribution by the community	3	
10.4	less than 10% of the total project budget contribution by the community	2	
Grand Total Score		**100**	

Project receiving below 40 is not entertained for further process whereas project receiving above 75 is given high priority. Projects are analysed from techno-economic- social perspectives. Those projects which are technically feasible, economically viable and socially acceptable are forwarded further to present in PSMC.

The scorings of all the approached/requested proposals are evaluated and finalised by RRN's CSP District Project Office on the basis of available and field based observation which is presented at PSMC that makes the final decision on the selection of projects. All requested proposals are equally important and have a significant impact in the life of the community and community members, however due to paucity of financial resources allocated for the RRN's District Office it becomes out of possible to accept all proposals. In this context, a detail discussion takes place in PSMC meeting in which the possibility of joint/collaborative funding has also been sought. With such discussion, some proposals are also jointly financed. This is an ideal arrangement which provides an opportunity for leveraging the resources for financing proposal.

6.1.3 Project management processes

Once the proposal has been accepted by PSMC, the next step is to give full shape of these proposals into projects. RRN's CSP follows following steps for implementing the projects.

Feasibility survey

RRN's CSP District office conducts the feasibility survey of selected proposal. The supports extend for the infrastructure include construction or repair and maintenance of Community Building, Health Post, School, Road, Culvert, Irrigation and others. During feasibility survey information such as Beneficiary HH and Population, income source, number of rooms, furniture, students- room ratio, furniture-students ratio, availability of drinking water, toilet, nature of construction work, number of settlements coverage, existing problems without the support, status after support, local rates of materials, local labour rate, transportation cost, community members attended at the time of survey are collected. This survey triangulates the information submitted during the request application and confirms the reliability and validity of the significance of the project.

Project development

The conclusion derived from feasibility survey provides whether the selected proposal to be proceeded ahead or not. Once the selected proposal is allowed by feasibility study, the next process is to develop the detail project proposal of the selected proposal. The technical team

of the RRN's District Office visits the site and makes a detail design and cost estimation of the selected project. The primary emphasis is given to use the local materials and skills. At least 15% of project cost has to be shared by the local community. On the basis of this report, the District Office prepares the project document which is sent to Regional Office for its improvement, verification and solicitation. Regional office sends the proposal to Head Office for taking necessary decision and actions. Since some of the construction hardware materials such as Cement, iron rod, CGI Sheet, HDPE pipes and similar items are procured through the competitive bidding process for cost rationalisation, this process becomes a tool for central monitoring and cost management. The local materials like brikes, stone, gravel, sand, wood etc and the skilled and un-skilled labours are procured by the users committees.

Project implementation and management

Once the project proposal is accepted, the project implementation activities start. RRN's CSP has followed an approach that focuses upon empowering poor and marginalised community and people through their active and direct engagement and participation in project management, making them aware the need for embedding good governance culture in development activities, ensuring earthquake resist infrastructure, sustainability of the services provided by infrastructure. Basically, the project management includes management of 3 major phases of project namely:

- Pre-construction Phase
- Construction Phase
- Post- construction Phase

1. Pre-construction phase

This phase is designed for stimulating and triggering the spirit of community by clarifying the overall picture of the project, the roles and responsibilities expected to be performed by the targeted community, the modes of operandi to manage the project and the managerial infrastructure for the service sustainability provided by the project. RRN's CSP has followed the following activities for this phase.

Community Meeting, Public Audit and Project Management Committee

The RRN's CSP District Office in collaboration with VDC invites all community members of the accepted project to attend the meeting to share the information about the project. This is the first public audit in which the officials of RRN's CSP District Office and the users committee members explain the details of project. It includes the technical and financial information including the detailed breakdown of the budget, community contribution, the governance and management of the project, the roles and responsibilities of the community, and the sustainability of the services of the project. This process makes a shared accountability among all the community members for accomplishing the project. During this meeting, they made a general consensus that the infrastructure will be completed within 3-5 months except few slightly bigger projects with other stakeholders' cost sharing one.

During the meeting along with public audit, a Management committee is formed from the CAC/user which is already constituted in the community. This committee is responsible to undertake the construction activities related to project. Besides management Committee, six functional sub-committees are formed for ensuring a full participation of community members, for the smooth implementation of the activities, for maintaining the check and balance in the project. The functional sub-committees are:

- Procurement Sub-Committee
- Finance/Account Sub-Committee
- Inventory Sub-Committee
- People mobilisation Sub-Committee
- Monitoring Sub-Committee
- Public Audit Sub-Committee

Each of these committees consists of 3-5 members and works independently. In each meeting, public audit and final completion, these committees should present their report orally and in written.

b) Capacity enhancement of committee's members

This process assumes that all the committee members need to have technical, managerial, social and financial skills and knowledge before initiating the construction of accepted infrastructure. The RRN CSP District office organises a series of training sessions to impart the skills and knowledge on construction management, inventory record keeping, procurement process, account keeping, Public Auditing process, and process and management for creation of maintenance fund. Along with these technical, managerial and financial skills, these members are being provided training on social aspects such as social inclusion and Right Based Approaches. Such trainings help them to undertake the project activities balancing the technical and social aspects.

c) Technical specification

The technical personnel of RRN CSP District Office share detailed information about the proposed infrastructure to the Management Committee. It includes the design, technical specifications, the central and local procurements, costs, and duration to be completed the infrastructure. Serious attention has been paid for the chances of time overrun and cost overrun. As a part for risk management, RRN CSP District Office recommends then to complete the infrastructure to be completed within the time frame. Any cost overrun is to be borne by the community. At the end, the Management Team and RRN CSP District Office team prepare a plan of actions for the activities.

2. Construction phase

The construction phase starts with the procurement of the inputs required for the construction of infrastructure.

a) Procurement process

RRN CSP has opted two-pronged approach i.e. hardware materials procurement from RRN Project office for construction materials common for all infrastructure project such as Cement iron-rod and next by the Procurement Sub-Committee for procuring the necessary local materials available locally. The hardware procurement process is useful from cost and quality assurance point of view. The procurement sub-committee is responsible for procuring the local materials based on the

already agreed quantity and quality of materials. The sub-committee collects the quotations from the local suppliers and selects the supplier on the basis of comparative cost and quality analyses.

b) Inventory process

The procurement committee handover all the purchasing order documents to Inventory Sub-Committee. Once the supplier supplies the ordered materials, Inventory Sub-Committee maintains its records. This sub- Committee also maintains the records of movement of those materials and its progress. They do the tracking of raw materials and identify the need of raw materials for ordering before the raw materials inventory gets low. This Sub-Committee provides such information to Procurement Committee for taking necessary actions.

c) Account keeping process

The account of expenditure is maintained by Finance/Account sub-committee. All bill obtained from the suppliers are forwarded to this sub-committee.

d) Technical support

RRN CSP district technical and social team regularly supervises and assesses the construction progress. It verifies the raw materials utilised, design compliance, and physical measurement of completed work. A running bill is prepared by the technical team with users committees for Project Management Committee.

e) Reimbursement of expenses

RRN CSP district office reimburses the amount expended by Management Committee on the basis of bill submitted by it. This process impels the Management Committee to complete the construction work on stipulated time.

f) Second public audit

The Public Audit Sub-Committee organises the second public audit at the time of fund release on the basis of bill submitted to RRN CSP district office. The Public audit sub-committee collects the necessary information from concerned parties such as Management committee, Procurement sub-committee, inventory sub-committee, suppliers,

laborers and others and disseminate it. The officials of RRN's CSP district office and sometimes Regional office attend the public audit.

3. Post construction phase

The post-construction phase includes those processes required for final payment, public audit and maintenance of the services provided by infrastructure.

a) Project completion report

The Management Committee informs RRN CSP district office about the completion of the construction work. The technical team of district office visits the site and verification is made. Then, the team prepares a project completion report to submit the district office.

b) Final/third public audit and final payment

The final/third public audit is organised by Management Committee with Public audit sub-committee to inform the community about the project completion, the total and breakdown costs and expenditure, the amount received from different parties, the remaining amount to be received from RRN CSP the suppliers and other relevant information. All the sub-committees also report their concerned activities and information to the community. After the final public audit report, RRN CSP releases the final payment to the Management Committee. The final report should contain all the documents related to the construction of infrastructure.

c) Capacity development for post project management

RRN CSP district office in collaboration with regional office organise the post construction management training to the members of Management Committee and sub-committees to impart the knowledge and skills on establishing of maintenance fund and its management, networking and coordination with other stakeholders for sustainability and technical training on repair and maintenance.

d) Establishment of maintenance fund

RRN CSP district office insists to establish maintenance fund for those projects whose beneficiaries are regular users of the service of that infrastructure (Drinking Water System and Irrigation project) and who

can be directly recognised. The aim of this fund is to repair and maintenance of the infrastructure whenever it is required or involving in regular repair and maintenance. Generally, management committee forms a committee from the beneficiaries which looks after repair and maintenance activities. The members of committee have certain number of years of tenure and replaces by new members. The committee establishes a norms and rules for collecting a nominal fee from the beneficiaries to create the maintenance fund.

6.1.4 Economic empowerment programmes

RRN CSP is designed Livelihood Improvement Plan (LIP) to transform the economic-social life of Poor, Vulnerable and Socially Excluded family and community within shortest timeline through involving them in their area of interest and the extent of its technical and financial viability. It is some forms of Income Generating Activity (IGA) that intends to improve the economic condition of the targeted family and community. The LIP focuses upon conducting technical, business and market analyses on the basis of which it prepares business plan of selected income generating activity. It details out the different activities to be carried out and the expected role of stakeholders.

For augmenting the IGA, first of all RRN CSP district office facilitates the meeting of CAC in which the members express their area of interest. Secondly, RRN CSP district office assesses it from the technical and market feasibility standpoints. Sufficient considerations are paid to utilise the locally available resources and the selection of individual household for involving in IGA. Priority is given to those families who stand in the lowest strata in the community. CAC makes decision about the selection of households. Once it is found to be feasible, then RRN CSP district office provides training on technical and managerial aspects. It is a type of custom built training and the duration of training varies from the type of selected IGA. RRN CSP and CAC jointly approach the concerned government line agencies to provide technical and other supports.

6.1.5 Disaster risk reduction programme

Since last extension phase of CSP, a focus has been paid to integrate Disaster Risk Reduction (DRR) into the regular CSP activities. It is felt that disaster affects relatively much more to the most marginalised group

living in the vulnerable areas. Hence, DRR is to be mainstreamed in its programme. RRN CSP has considered the Flagship 4 framework, a pragmatic approach to disaster resilience, recommended by the Government of Nepal. It has focused the minimum characteristics as mentioned by it as follows:

- Organisational base at Village Development Committee (VDC) / ward and community level
- Access to Disaster Risk Reduction (DRR) information
- Multi-hazard risk and capacity assessments
- Community preparedness / response teams
- Disaster Risk Reduction / Management plan at Village Development Committee
- Disaster Risk Reduction (DRR) Fund
- Access to community-managed resources
- Local level risk / vulnerability reduction measures
- Community based early warning systems

Facilitating the Local Disaster Risk Management Plan (LDRMP)

RRN CSP supports in designing and executing the LDRMP. The Vulnerability and capacity Assessment (VCA) exercise of VDC provides information about the stock of existing risks and resources of VDC that helps to select the disaster mitigation work. This exercise helps to identify the most vulnerable communities and location which is integrated into the RRN CSP's programme on infrastructure.

Enhancing community capacity

RRN's CSP mobilises community to form Community-Based Disaster Risk Management Committee (CBDSM) and activity focused taskforces on First aid, Early warning, Survey and Relief Distribution. With the help of VCA exercise, RRN's CSP facilitates to develop disaster risk management plan at local community. It focuses on strengthening community capacity for resilience to disaster through information, education, training, provision of equipment, building networking with relevant stakeholders.

Chapter VII

PLANNING AND REPORTING SYSTEM

RRN/CSP conducts the annual detail implementation planning workshop of the programme in the regional offices inviting the district team and plan the activities with budget as provisioned in the project document. The plan will be reviewed after six month. The programme has provision to submit the progress reports like quarterly, half yearly, and annual and project completion report to the donor.

7.1 Monitoring process

CSP-II follows the process and output monitoring based upon the logical framework and annual plan. The regional coordinator and district coordinator are being placed in critical role to monitor continuously the status of project implementation in relation to the approved work plan and budget. Regular monitoring is the major responsibilities of the Regional office. It gives immense opportunity to know about the field and to provide necessary feedback, suggestions and backstopping when and where necessary.

Monitoring system has been insulated within the project management. It includes weekly meeting in RRNCSP district office, bi-monthly monitoring visits by Regional Office, bi-annual review and reflection and

CSP project staff participating an annual review and planning workshop.

regular participatory monitoring with stakeholders. The public audit is a part of participatory monitoring.

With respect to infrastructure project implemented by CAC, the monitoring process includes the monitoring by the Monitoring sub-committee constituted by the local community, the monitoring by RRNCSP district and regional offices and joint monitoring by PSMC members and relevant stakeholders.

Also, CSP has a centre level CSP Coordination Committee chaired by the joint secretary from MoFALD where the members are from NPC, DFID and the implementing partners CARE Nepal and RRN in the Committee. The committee meets quarterly to share the progress and feedback and organise joint monitoring visit to the project districts and communities periodically and provide the feedback for the improvement if any.

Chapter VIII

LESSONS LEARNED

The immediate and quick impact strategy has helped the poor and marginalised people to increase their access to education, health services, safe drinking water, short-term employment opportunities etc.

The mechanism of Central level CSP-Coordination Committee led by MoFALD consisting of the representation from MoFALD, DFID, CARE, Nepal and RRN has played crucial and significant role in devising basic policy guidelines for insulating and integrating CSP activities into local governance framework. This mechanism also upholds a system of mutual accountability of all the stakeholders i.e. government, donor, implementing partners.

The indicators developed for identifying the proper VDC with poor and marginalised community that contain poverty, social exclusion, conflict related, remoteness and existence of supporting organisations seem reasonable ad realistic.

The approach for holding a mass meeting inviting all key stakeholders such as VDC secretary, members of Ward Citizen Forum, Women's Right Forum, local politicians, local community organisations, teachers, and local people for identifying target community and explaining the details of project maintain the integrity of the project in terms of transparency and accountability.

"Citizen Awareness Centre (CAC)", a settlement based centre covering 25-30 households having lowest strata on income group, has remained a hub of all community level development activities asserting for decentralised demand based 'bottom-up approach'. This is a forum which focuses upon the strengthening downward accountability and capacity development of local community to claim their rights.

This Centre is not a formal part of Village Development Committee; and it does not have legal status. In order to undertake its activities, it needs recognition and approval.

Programmes are designed to make CAC members to be informed citizen able to diagnose their economic, social and political surroundings and become able to seek their rights, entitlements and obligations. The "REFLECT" (Regenerated Freirean Literacy through Empowering Community Technique)" is the main capacity tool used for it.

RRN's CSP has utilised a "Lead Resource Person (LRP)" (selected by CAC members) to steer the capacity development process. LRP is assigned responsibilities to facilitate REFLECT sessions, to initiate and manage discussion on issues, to develop action plans to address issues and to mobilise CAC members for implementing plans.

An approach adopted by RRN's CSP to interlink CAC with WCF with an aim to translate the individual citizen's concern into VDC's concern has shown positive and encouraging results. Generally, CAC puts its concern with WCF which, after a wider consultation, becomes ward level concern that gets approval for being an agenda for Village Council.

The gradual development of the skills containing information-analysis-plan-implementation process among CAC members helps them to express their ideas and opinions. Many of the CAC members are just able to express their opinion in a rudimentary manner, a phase of semi-contemplation.

There is a need for formal support to develop the specific skills, knowledge and understanding required for effective participation of CAC members. They need additional support in terms of backstopping, capacity building, and creating enabling environment for their involvement.

CAC members participating in the campaign for violence against women.

Different level of maturity of CAC in terms of CAC's members engagement in CAC's activities have been noticed. Broadly two levels of maturity were perceived. The first one is passive involvement in which CAC members have largely remained in consultative process, and second is active involvement in which CAC's members have developed a deliberate involvement in CAC's activities. Such differences exist because of differences in their culture of involving in community activities and level of social capital. A separate strategy for each for this maturity level need to be developed to gain their constructive contribution.

Some CAC members have developed a positive 'can do' attitude and are willing to be involved in local activities.

CAC, at present, seems to be a group loosely networked among members without having formal linkages with existing local governance framework. It looks like an isolated entity formed to address the present crisis than envisioning the future perspective. This situation disrupts the spirit of CAC to play a role of 'development leverage' to fill the existing development gap.

A strategy needs to be initiated for knitting together the CAC members by which mutual- and inter-dependency could be developed that will bind them together for their continuity. Such dependency will help the CAC to have a capacity of self-dynamism and self-advocacy.

A policy entailing the linking the CAC with local governance framework needs to be introduced by government in order to gain productive and constructive feedback from poor and marginalised community and people. There remains a risk of exclusion of such community and people without having such framework and outlets to exit their voices.