

A Collaborative Framework for Strengthening Local Health Governance in Nepal

Joint Annual Review

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Local Health Governance Strengthening in Nepal: A Collaborative Framework

Agreed and signed
between Ministry of Health
and Population (MoHP) and
Ministry of Federal Affairs
and Local Development
(MoFALD) in a ceremony
organized on
1st December, 2013



KEY NOTES

- **Milestone reform step** in terms of establishing and strengthening responsive and accountable health systems at local level
- Recognized **'health' as prioritized local development agenda**, well linked with human development
- Opportunity to manage **social determinants of health**: contributing to better health outcomes through universal health coverage (beyond MDGs)
- **Strengthened local health governance** contributing to participatory local governance in the long-run

BACKGROUND

Roles and Responsibilities of Local Bodies in Health Service Delivery and Management

- Local Self Governance Act, 1999 and Regulations, 2000: **Primary health care** (district and below) is recognized as core **functions of local bodies**
- MoHP: **Handed over 1,433 health facilities** (about 40%) in 28 districts to Local Bodies
- Assessment **shows mixed results** and urgency of improving service delivery and management

**RATIONALE, SHARED VISION,
STRATEGIC OBJECTIVES, and
AGREED PRINCIPLES**

Rationale

- MoHP aims to:
 - **improve the access to and coverage of essential health care services, reduce cultural and economic barriers** to accessing health care services, and
 - **improve the health system** to achieve universal coverage of essential health services.
- MoFALD aims to:
 - provide **stewardship support and promote local governance, participatory community development**
 - develop **sustainable institutional mechanism** to reach to citizens effectively, **leading and managing** development process by local communities.

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.....Rationale

- National government **alone cannot reach the remote rural communities** and deliver basic health services, especially to the poor and marginalized population
- **Partnership** with NGOs and engagement of communities with leadership role of local bodies are critical for success and sustainability
- **Health, one of the devolved sectors**, is a part of local governance framework; however, institutionalization process have been weak and slower
- Local management of health facilities improved health services but these are not systematic, **local bodies have limited capacity** especially in the context of absence of elected officials

Collaborative Framework: Key Components

Vision and Strategic Objectives

Shared Vision

Strengthen and institutionalize local health governance to effectively improve access to and coverage of quality health services, focusing to poor and marginalized groups in particular, through participatory local governance framework

Strategic Objectives

Improve **health service delivery and management** by

- advocating 'health' as prioritized local development agenda,
- partnering with community organizations, NGOs and private sectors under the broader umbrella of local bodies.
- strengthened local accountability and ownership
- participatory planning and management, which address prioritized health needs of local communities

AGREED PRINCIPLES

1. Strengthening local governance and local health systems
2. Adapting multi-sectoral approach for better health outcome
3. Advocating health as broader local development agenda leading to human development
4. Improving responsiveness, local leadership and ownership
5. Emphasizing on community empowerment, participation and accountability
6. Focusing on capacity building, systems strengthening and sustainability

Roles and Responsibilities of Key Stakeholders

Ministry of Health and Population (MoHP) agrees to

- **Align planning, programming, budgeting and M&E activities** at district and below with local governance framework, reflect all the programme/activities in annual plan of respective local bodies. MoHP will **instruct** its departments, regional and district offices accordingly
- **Devolve and delegate necessary authority and resources** to the appropriate levels (as outlined in the Local Self-governance Act, 1999)
- Strengthen **flexible health grant** and continue providing to address local health needs (through District Development Funds)

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Ministry of Health and Population (MoHP) agrees to

- Provide **technical support to strengthen capacity** of local bodies and local health facilities (D/PHOs, PHCCs, HP, SHPs) in result-based planning, programming and budgeting.
- Support will include **technical assistance** to village and district levels in preparing health status analysis/profile (using HMIS, DAG mapping, GIS and other available data), integrating GESI perspective and child-friendly local governance
- Play **stewardship role**, provide **strategic guidance and policy support** to departments, Regional Directorates, D/PHOs and health facilities in implementing the provisions of the Collaborative Framework

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Ministry of Health and Population (MoHP) agrees to

- **Coordinate with stakeholders** at the national level through agreed institutional mechanism
- Play **stewardship role**, provide **strategic guidance and policy support** to departments, Regional Directorates, D/PHOs and health facilities in implementing the provisions of the Collaborative Framework
- **Recognize and reflect** the contribution of partners in National Health Accounts
- Support **documentation process** and disseminate relevant information, good practices and lessons learned on regular basis and use these as **inputs for policy improvements**

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Ministry of Health and Population (MoHP) agrees to

- For **effective implementation** of the collaborative framework, jointly prepare implementation guidelines, organize joint orientation sessions and monitoring visits
- **Adjust policies, strategies, guidelines/manuals** and administrative orders to align the spirit of the collaborative framework
- Prepare a list of **high priority indicators** (including ANC and Child Immunization, and others) and **key activities** to achieve these indicators and send to MoFALD at the beginning of every fiscal year to include in grant-utilization guidelines of local bodies (effective from current FY 2070-71)
- Integrate **health sector's social/public audit** with local bodies social/public audit

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Ministry of Health and Population (MoHP) agrees to

- Support local bodies for **effective vital registration** (birth and death in particular)
- **Instruct all D/PHOs to work collaboratively with local bodies** in preparing periodic plan, encourage them to play expert role in preparing periodic health plan and including on District Periodic Plan
- Update TOR of the following Divisions for effective implementation of the Collaborative Framework:
 - Policy Planning and International Cooperation Division, MoHP: Responsible for policy issues
 - Management Division/DoHS: Activities related to planning and implementation: coordination, planning, M&E, etc.
 - PHC Revitalization Division/DoHS: Activities related to Urban Health

Ministry of Federal Affairs and Local Development (MoFALD) agrees to

- **Coordinate with stakeholders** at the national level through agreed institutional mechanism
- Receive a list of **high priority health indicators** (including ANC and Child Immunization, and others) and key activities to achieve these indicators from MoHP at the beginning of every fiscal year and include in grant-utilization guidelines of local bodies (effective from current FY 2070-71)
- **Adjust policies, strategies, guidelines/manuals** and administrative orders to align the spirit of the collaborative framework

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Ministry of Federal Affairs and Local Development (MoFALD) agrees to

- For **effective implementation** of the collaborative framework, jointly prepare implementation guidelines, organize joint orientation sessions and monitoring visits
- **Instruct all local bodies** to implement the spirit and provisions of the Collaborative Framework effectively through planning, programming and budgeting process and others as necessary
- **Instruct all local bodies to conduct health sector's social/public audit** as an integral part of their similar activities
- Collaborate with MoHP to advocate and make arrangements for '**health as prioritized local development agenda**' leading to human development

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MoFALD agrees to

- **Align local health activities with Local Governance and Community Development Programme (LGCDP)** as ‘health’ is one of the devolved sectors
 - Use Community Awareness Center as avenues for BCC activities of health and nutrition, water and sanitation, ++
 - Ward Citizens Forums and Tole-Lane Organizations: Engage actively in providing support to Health Facility Operation and Management Committees (HFOMCs) in health activity planning, implementation and monitoring and evaluation
 - Update Job Description of Social Mobilizer to actively engage them in providing support to HFOMCs, coordinate and facilitate health related activities, increasing access to and coverage of health services
- **Provide additional grant to health related activities** (as health is one of the devolved sectors) as provisioned in the LGCDP document (page 16, strategy 10)

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District Development Committees (DDCs)

- Participate actively in the institutional mechanism and **lead effective implementation** of collaborative framework
- **Facilitate and support** VDCs and Municipalities in implementing the provisions of collaborative framework and **allocation of funds**
- In accordance with LSGA (1999) provisions, **play lead role and include** health programmes in district's periodic and annual plans and programmes with technical support of D/PHO
- **Integrate and align** health supportive activities in WATSAN, education, and other line agencies activities
- In collaboration with D/PHO, make available all health related information in the **District Information Center** and use for planning, programming and budgeting
- **Monitor and evaluate** health activities under local governance framework

District/Public Health Offices (D/PHOs)

- Prepare health **periodic plan and annual plan** in accordance with LSGA and implement accordingly
- **Advocate to establish ‘health’ as prioritized local development agenda**, allocate resource and support implementing activities accordingly
- Support Local Bodies, line agencies and other stakeholders in **preparing and aligning health-related activities** in their work plans and programmes
- **Make available HMIS, Logistics Management Information Systems (LMIS)** and other information to District Information Center and update regularly
- Provide **progress report** to DDC and participate in the discussion, and make sure other health facilities also do the same in their respective areas

District/Public Health Offices (D/PHOs)

- Make **use of available information for planning and budgeting** and provide support to Local Bodies and line agencies
- Make use of **District Poverty Monitoring and Assessment System (DPMAS)** and provide support to strengthen it
- Actively **participate in the agreed institutional mechanism** and **implement the collaborative framework** at district and below health facilities (encouragement, coordination, facilitation and other support)
- As a **health expert institution** at district, provide support to Local Bodies and other agencies in health related activities

VDCs and Municipalities

- **Lead effective implementation** of collaborative framework and **facilitate and support** in implementing the provisions of collaborative framework
- Based on the local context, assess the access, coverage and quality issues of health services and **plan activities to improve the service delivery** and **allocate funds accordingly** (to achieve critical health indicators as specified by MoFALD)
- In accordance with LSGA (1999) provisions, **play lead role and include** health programmes in periodic and annual plans and programmes with technical support of D/PHO and local health facilities
- **Integrate and align** health supportive activities in WATSAN, education, and other line agencies activities

VDCs and Municipalities

- In collaboration with D/PHO and local health facilities, make available all health related information in the **Information Center and use** for planning, programming and budgeting
- **Engage community** organizations, local NGOs, Ward Citizen's Forum/Tole-lane Organizations, and other local actors in health planning and budgeting process and **support Health Facility Operation and Management Committees (HFOMCs)**
- **Mobilize Social Mobilizer** to support HFOMCs, use Behaviour Change Communication (BCC) materials in **Community Awareness Center (CAG)**
- **Monitor & evaluate** health activities under LG framework
- In case of Municipalities: In collaboration with D/PHOs: a) **strengthen the existing health clinics** at municipal level, b) **establish at least one urban clinic/each ward** and provide basic health services

Associations of Local Bodies (ADDCN, MuAN, NAVIN)

- **Facilitate** effective implementation of the spirit and provisions of the collaborative framework at different levels (national, district, village and municipal) and **provide orientation** to concerned levels/chapters accordingly
- **Represent and actively participate** in the agreed institutional mechanism
- Based on the evidences, **provide inputs** for effective devaluation and continuously **advocate** for it

TA's Roles and Responsibilities

Roles and responsibilities of TA agencies will be consolidated and focused in **capacity building in data-based review, planning and decision making** at district levels and below.

- **Strengthening** existing data collection systems, provide extensive support in **data interpretation and analysis** skills enhancement
- **Use of data/information** in review, planning and budgeting process effectively
- **Knowledge management:** Strengthening use and sharing of information, knowledge and skills
- **Strengthening health sector** and overall district, village and municipal **planning and implementation** process

INSTITUTIONAL MECHANISMS

National Level

(Policy Advisory Committee)

Composition

Secretary, MoHP (Chair/Co-Chair)

Secretary, MoFALD (Chair/Co-Chair)

Joint Secretary, Federal Affairs and Local Governance Division, MoFALD - Member

Joint Secretary Level Representative, Policy, Planning and International Cooperation Division (PPICD), MoHP - Member

Director, Management Division, DoHS - Member

Under Secretary, Responsible for Local Health Governance, PPICD, MoHP: Member Secretary

Representative (one), on behalf of associations of Local Bodies (ADDC/N, MuAN, NAVIN): Permanent Invitee

Broad Terms of Reference

- Meet regularly and provide policy and strategic guidance to Technical Coordination Team (TCT)
- Review efforts made in implementing the provisions of collaborative framework
- Give guidance and instructions to concerned departments, regional, district and below offices/agencies

National Level: Technical Coordination Team - TCT: 11 Members

Composition

Joint Secretary Level Representative, Policy, Planning and International Cooperation Division (PPICD), MoHP - Coordinator

Director, PHC Revitalization Division, DoHS – Member

Director, Management Division, DoHS - Member

Under Secretary, Federal Affairs Section, MoFALD – Member

Under Secretary (Health related), National Planning Commission – Member

Programme Manager, LGCDP, MoFALD – Member

Under Secretary, Planning Section, MoFALD – Member

Representative (on behalf of TA agencies in the health sector) – Health for Life/RTI – Member

Representative (on behalf of TA agencies in the MoFALD) – Member (TBD)

Representative (one), on behalf of associations of Local Bodies (ADDC/N, MuAN, NAVIN): Member

Under Secretary Level Official, Management Division – Member Secretary

Terms of Reference

- Meet regularly and implement policy and strategic guidance provided by the Policy Advisory Committee
- Coordinate stakeholders and promote collaboration
- Monitor regularly, get reports, synthesize and report to the Policy Advisory Committee
- Provide guidance to TA to focus in desired areas
- Organize joint orientation and monitoring visits
- Put efforts in implementing the CF effectively

District Level : District Health Governance Strengthening Task Force: 9 Members (provisional until local election)

Composition

Chief, D/PHO - Coordinator

Officer Responsible for Local Health Governance Strengthening – Member

Representative, Women, Children and Social Welfare District Office – Member

Representative, District Education Office – Member

Representative, District Drinking Water and Sanitation Office – Member

Representative (on behalf of TA agencies in the health sector) – Member

Representative, NAVIN District Committee – Member

Representative, MuAN, Local Representative - Member

Program Officer, Social Development Unit/Section, DDC – Member Secretary

Note: a) LDO should be invited as special guest (compulsory) b) Expert can be invited as and when required

Terms of Reference

- Meet regularly and implement CF effectively following the guidance and instruction provided by the Policy Advisory Committee and Technical Coordination Team (TCT)
- Coordinate stakeholders and promote collaboration
- Facilitate and support VDCs, Municipalities and stakeholders in implementing the provisions of CF and further promoting the collaboration
- Monitor regularly, get reports, synthesize and report to the Technical Coordination Team on regular basis.

You can download the full signed document from
the following websites:

MoHP: mohp.gov.np

MoFALD: mofald.gov.np

