

**EFFECTIVENESS OF LOCAL GOVERNMENT
SERVICE DELIVERY IN FEDERAL CONTEXT: A
Study of Banganga Municipality, Kapilvastu District**

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DECLARATION

I hereby declare that this Research entitled **Effectiveness of Service Delivery of Local Government in Federal Context: A Study of Banganga Municipality of Kapilvastu District** has been prepared me under the close guidance and supervision of Asst. Professor Mr. Suman Kharel as a guide in the partial fulfilment of the requirement for the degree of Master in Rural Development at University Campus, Central Department of Rural Development, Tribhuvan University, Kathmandu, Nepal. This research work has been entirely prepared by me under the close guidance and supervision of the supervisor. The findings of this thesis have not been presented or submitted anywhere else for the award of any degree or any other purpose. I assure that no part of the content of this thesis has been published in any form before.

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Date: 2074-09-06
(21 December, 2017)

RECOMMENDATION LETTER

This thesis entitled **Effectiveness of Local Government Service Delivery in Federal Context: A Study of Banganga Municipality, Kapilvastu District** has been prepared by **Mahesh Tharu** under my guidance and supervision.

I recommended this thesis for approval by the research committee.

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APPROVAL LETTER

The thesis entitled **Effectiveness of Local Government Service Delivery in Federal Context: A Study of Banganga Municipality, Kapilvastu District** submitted by **Mahesh Tharu** to the Central Department of Rural Development, Tribhuvan University, has been found satisfactory in scope and quality. Therefore, we accept this thesis as a part of degree of Master of Arts in Rural Development.

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Mahesh Tharu

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ABSTRACT

Nepal has witnessed a number of political movements subsequently in the last three decades. However, the nexus of political changes with the development discourses and practices is not analysed sufficiently and academically. With the promulgation of Constitution of Nepal in 2015, the country formally incepted federal system of governance and thus local bodies have been transformed into the local levels. The powers, authority and jurisdictions for the local levels have been provisioned in Constitution of Nepal (2015). Similarly, to make easier and effective management and operations for the local levels, the Local Government Operation Act, 2017 has been already enacted and in use.

In this context, the general objective of the study was to explain opportunities and challenges of service delivery of the local government in federal context. The study site was purposively selected Banganga Municipality, situated in Kapilvastu district. The study followed both descriptive and explanatory research designs. Accordingly, it followed both qualitative and quantitative research approaches, where the former one was dominant and largely adopted. The study was based on both the primary and secondary data and information. The primary data were collected through an Institutional Survey, Exit Poll Survey, Key Informant Interview and Observation. Due to the nature of the study, the purposive accidental sampling method had been adopted.

The findings of the study reflect that the institutionally the municipality was not strong since the physical infrastructure was very poor. The office of the municipal was also not sufficient to provide service efficiently. The public officials were young and newly entered in the service sector, so they were not experienced much but active and excited for delivering services. Elected representatives were also capable in term of their education, knowledge and experience. Likewise, the effectiveness of the administrative service delivery was realized in the municipality. It means, there was effective and quality service delivery. Local government in federal context has opened the door of opportunities for administrative accessibility, administrative convenience and responsible and accountable bureaucracy. However, it has been facing acute problems of physical infrastructure, economic resources and human resources, especially public officials for local levels service delivery.

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ABBREVIATIONS

- ADDCN: Association of District Development Committee of Nepal
- ASD: Alliance for Social Dialogue
- CA: Constituent Assembly
- CAM: Constituent Assembly Member
- CBOs: Community Based Organizations
- CBS: Central Bureau of Statics
- CDRD: Central Department of Rural Development
- CPN: Communist Party Nepal
- DCC: District Coordination Committee
- DDC: District Development Committee
- FGD: Focus Group Discussion
- FOHSS: Faculty of Humanities and Social Science
- GoN: Government of Nepal
- HOQ: District Headquarters
- IOG: Institute on Governance
- IT: Information Technology
- KII: Key Informant Interview
- LBMB: Law Books Management Board
- LGCDP: Local Government and Community Development Program
- LGOA: Local Government Operation Act
- LLRC: Local Level Restructuring Commission
- LSGA: Local Self Governance Act
- NAVDCN: National Association of Village Development Committee in Nepal
- NGOs: Non- governmental organizations
- RM: Rural Municipality

SIAS: Southasia Institute of Advanced Studies

UML: Unified Marxist and Leninist

VDC: Village Development Committee

UNDP: United Nations Development Program

SPCBN: Support to Participatory Constitution Building in Nepal

CHAPTER- I

INTRODCUTION

This chapter reflects the context of the study and sets out its background. The researcher makes strong links between context and the title of the study. Then, it follows with statement of research problem, objectives of the study, and the rational and limitations of the study.

1.1 Background of the Study

The People's Movement 1990 demolished 30 year's partyless Panchayat polity and restored democracy with constitutional monarchy system. With the promulgation of Constitution of Kingdom Nepal (1990), there was much dissatisfaction which resulted into Maoist's insurgency (1996-2006). The People's Movement 2005 and the subsequent Comprehensive Peace Accord (CPA) provided safe-landing to the Maoist' insurgency. The CPA was signed with a purpose i.e. to write a new constitution of Nepal by representative of citizens in federal model. Historically, election for Constituent Assembly (CA) happened in 2008 but it couldn't give new constitution due to issue of federalism and restructuring state. The second election of the CA held in 2013 and it has provided new constitution on 20 September 2015.

New political discourse has been initiated in Nepal with the promulgation of Constitution of Nepal (2015) in 2015, September. The constitution has ensured sovereignty of people in the federal context. It has defined Nepal nation-state as an independent, invisible, sovereign, secular, inclusive, democratic, socialism-oriented, federal democratic republican state (Law Books Management Board [LBMB], 2015). With the devolution of power and rights to local levels in federal system, there a number of opportunities as well as several challenges in terms of service delivery mechanism. Yet, the opportunities and challenges are to be defined and investigated further into academic research and policy frameworks.

Nepal has adopted a federal governing system as its purpose by holding together for a diverse social structure including caste/ethnic groups (e.g. Khas-Arya, indigenous ethnic groups, and *Madhesi*), different regions and minority sections of the society. The territory of Nepal has been restructured into seven provinces on the basis of region/ geography, social demography, and economic/ natural resources.

Constitutionally, there are three-level of governments in Nepal. Federal government is at center, state government is at the provincial level and local government is at below. The local government includes District Coordination Committee, Municipality and Rural Municipality (LBMB, 2015).

After long debate among political parties, the number of local government was fixed in three phases. Now all together, there are 753 local levels including Metropolitan city, Sub-metropolitan city, Municipality and Rural Municipality (RM) in federal system of Nepal (Election Commission of Nepal, 2017). At local levels the power of execution will be vested as pursuant to Constitution and Federal Law, to local executive headed by Mayor of municipality or Chairperson of RM. Similarly, the legislative power will be vested to Village Assembly and Municipal Assembly, subject to this Constitution. The relationship between Federal, State and Local Level is based on the principle of cooperation, co-existence and coordination (LBMB, 2015).

With restructured local levels in the federal Nepal, the power devolution has been ensured with provision of absolute authority of local levels maintained in schedule -8 of the constitution of Nepal. The local levels have a wide range of authority ranging from participatory plan formulation process to managing effective administrative service delivery¹. It means, by constitution the local levels have been made powerful i.e. effective/ optimum decentralization in the federal context of Nepal. It has been done to make service delivery more public oriented. Furthermore, the government has been trying to serve the public from their door in terms of effective administrative service delivery, planning and implementation of development activities with participation of people creating ownership in the mind set of locals. The newly structured local levels have more powers and rights for local development. When the local levels come with full-fledged in term of physical resources and human resources, the public can get qualified and quantified service. Such kind of effective and efficient service delivery directly provide opportunity to the public to invest their valuable time in productive sectors. Similarly, it can create a kind of faith among the public towards the local government and its modality.

¹ The researcher used this term to denote those local level services which are related to vital registration and registration, recommendation and verification of documents.

Since the second time election of local bodies in 1997 and its tenure lasted in 2002, the bodies were vacant and there was no public service delivery system with elected representatives of the people. Rather, all party mechanisms (APM) were established and all the executive rights were granted to the Village Development Committee (VDC)/ Municipality secretary. The restructured local levels have already got locally elected representatives after very long time with historical local level election 2017. So, people are also excited with the new hopes and aspirations as if it would come with the fruits of development, including infrastructure, health and sanitation, education, and other socio-economic opportunities. Hence, these new political contexts have reflected a very glittering path for sustainable rural development in Nepal.

The study area - Banganga municipality is located in Kapilvastu district, province no. 5. In Kapilvastu district there are all together 10 local levels, including 6 municipalities and 4 rural municipalities. This Banganga municipality had been formulated by assimilating seven VDCs into its single territory. This municipality has 11 wards in total. Hence, Banganga municipality is one of the representatives of the newly restructured local level in the federal context of Nepal. In this context, the present study attempts to analyse the opportunities in service delivery and challenges in term of institutions and structures.

1.2 Statement of the Problem

Nepal has been implementing Constitution of Nepal (2015). After about two decades long time of absenteeism of local representatives at the local bodies, people have got their locally elected representatives in newly restructured local levels. In the federal context, the constitution has attempted to make local government more powerful and autonomous. The constitution has provisioned power of local levels in schedule - 8 of the Constitution of Nepal (2015).

Newly restructured local levels namely – Rural Municipality and Municipality have more powers and responsibility for the local development including administrative services. The district level administrative services have been handed over to local levels. It has been done to create a situation whereby government is at door for providing services to the people.

It is argued that this kind of decentralization of powers and authority to local levels directly assist to rural development/local development in terms of economic aspects, social aspects and cultural aspects since the local government plays role of guardian for the development in particular jurisdictional area of a local level. However, there is a gap between powers/authority of the local levels and physical infrastructure of the local levels. The local levels have become constitutionally powerful, autonomous but they have not sufficient infrastructure. In this situation, service delivery of local levels can not be efficient. Likewise, with this restructure of local bodies into local levels, jurisdiction (territory) of the local level has been enlarged. In this situation, functions of the local government can not effective.

These gaps and larger jurisdictional area of the local levels have raised many questions to explore: Is the administrative efficiency ensured for public service delivery? Are the local peoples benefited as expectation? Is the quality and quantity in service delivery ensured in larger jurisdiction of local governments? Are the local levels capable in terms of constitutional and legal framework, and institutional capacity to discharge the services mentioned in Ordinance of Local Level Operation, 2017? Are the service receivers really satisfied with this kind of administrative service delivery mechanism of restructured local levels?

Hence, the effectiveness of service delivery of the local government and its opportunities as well as challenges regarding to service delivery especially the administrative service delivery need to be studied and explored with academic research. Following the above-mentioned statements of the problem, the study included the following research questions:

1. What is the status of local government?
2. What kind of effectiveness is occurring in administrative service delivery of local government in federal context?
3. What kind of challenges and opportunities are facing by local government in administrative service delivery?

1.3 Objectives of the Study

The general objective of the research is to explain opportunities and challenges of administrative service delivery of the local government in newly restructured local levels while implementing federalism in Nepal. The specific objectives of the research are as follows:

- To evaluate institutional capacity of Banganga municipality.
- To analyse the effectiveness of administrative service delivery of Banganga municipality.
- To assess the existing opportunities and challenges of local government administrative service delivery.

1.4 Rational of the Study

In academic world, most of the studies are carried out for main two purposes; i) to add valid knowledge to existing one and ii) to solve societal problem. Accordingly, this study can enrich the knowledge to local government and decentralization practices in Nepal especially in federal context. As the prevalence of local government with good governance is the key to development, the researcher hopes that the study helps to articulate opportunities of the newly restructured local government in term of providing administrative services and challenges faced by the local government. The findings that the researcher gained from this study were significant due to the following reasons:

- The study will help to identify status/institutional capacity of the local government in federal context.
- This study will reflect effectiveness of local level services delivery (registration, recommendation and verification).
- This study will explore opportunities and challenges facing by local government while discharging service delivery.
- The output of the study will serve as springboard for their other interested researcher to understand wider scope and in-depth analysis on the same/ related issues.

1.5 Scope and Limitations of the Study

Despite a huge scope, this study has a number of limitations. This study was for partial fulfillment of Master's degree. So, this study was confined with a number of constraints. Geographically, this study was confined within Banganga municipality only because of limited time, money and other resources. So, this study may or may not reflect to other local level. Likewise, the researcher also set limitation of time. It means, the researcher considered all political phenomena and cabinets' decisions till October last of 2017 in the study. Thematically, this study was based on service delivery of local levels particularly, services related to only vital registration, registration, recommendation and verification of documents.

The researcher focused on institutional capacity of selected local level highlighting physical resources and human resources to provide local level services provisioned in the Constitution of Nepal (2015). Particularly, physical resources in term of building of ward offices, computer system, furniture, power backup, communication facilities were highlighted. Likewise, regarding to human resources, the public officials' age, education, experience were highlighted. Similarly, elected representatives' age, education, sex, caste and ethnicity were highlighted. For the purpose of to assess effectiveness of the delivery of local level services, follow up of citizen charter board, frequency to visit local levels for the same purpose, and process for getting a service were focused to analyse effectiveness of delivery services and explain opportunities and challenges of the local level service delivery. Beyond the concerns of the study, the researcher is not responsible for answering.

CHAPTER-II

LITERATURE REVIEW

This chapter presents a literature review in term of theoretical review of literature and empirical literature review. In the theoretical literature review, concepts, ideas and theories of local government, decentralization and federalism were highlighted. Similarly, in the empirical literature review, the researcher has focused on practices of local government in Nepal and its changing issues. Finally the researcher attempted to find out research gaps in making a value-add of the study.

2.1 Theoretical Review of Literature

2.1.1 Concept of Decentralization and Local Government

Local government refers to specific institutions or entities created by either by national constitutions or state constitutions, or ordinary legislation of a higher level of central government, or provincial or state legislation or executive order to deliver and perform a range of specified services and developmental activities to a relatively small geographically delineated area (Shah, 2006). In democratic governing mechanism, the local government is also considered as one of the best policy instrument as well as mechanism for strengthening democracy since it provides a platform to practice democratic system and leadership development.

Local government is to guarantee and ensure sovereignty to the people (Adhikari, 2010). Hence, local government is the entity of governing the public affairs through appropriate mechanism at the local level, close to the people, lower than the national level, i.e. sub-national, regional, sub-regional and grassroots level in a country.

Similarly, the term ‘Decentralization’ refers to an approach which deals with transferring governing power in terms of legislation, executive and judicial to local government/institutions from central government for improving service delivery and ensuring autonomous governance at local level. The decentralization is one of the most important strategies of democratic governing system to ensure self- governance for local development. There are two democratic assumptions; one is separation of power and check and balance second is decentralization of power (National Association of Village Development Committee in Nepal [NAVDCN], 2014).

Therefore, the decentralization is an opposite ruling system of centralized and unified governing system. It is also taken as one of the policy instrument of strengthening local democracy, people participation and effective service delivery.

Broadly, the decentralization covers to three dimensions including political, fiscal/ financial and, administrative. The political decentralization deals with giving/ transforming authority and powers to citizens or their elected representatives for decision making on public matters like plan formulation for local development. It believes on democratic principles and argues that the sustainable local development will not be possible till there is not political decentralization. The provision of the Local Self Governance Act (LSGA) 1999 was highly appreciable in terms of political decentralization but it has flawed in fiscal policy of the government. Similarly, the fiscal decentralization is a process of transforming economic authority and power from federal government to state and its local levels. Primarily, it deals with expenditure assignment, revenue assignment, intergovernmental transfer and subnational borrowing. It means, it is a mechanism of sharing economic resources into different tiers of governments in the country. There should be compatible interlink between assigned responsibility and fiscal authority. It is essential form of the decentralization because in absence of this or lower degree of the fiscal decentralization cannot support to sustainable local development and local good governance (Shah, 2017). Administrative decentralization, likewise aims to transfer authority, responsibility and resources for discharging public services among different levels of the government. It is about handover of powers/rights and responsibility for the providing administrative services from central government to sub-ordinate units and local governments in order to serve people. It has fundamentally three of decentralization i.e. de-concentration, delegation and devolution. The devolution is optimum level of the decentralization which assumes autonomous local government.

The decentralization needs to be justified as one of the best policy instrument for rural development in terms of political dimension, administrative dimension and development dimension. The political dimension advocates for strengthening local governments with devolution of required authority and responsibility. Politically, the decentralization is for promoting local democracy. It boosts up political stability. Similarly, it also avoids negative perception of bureaucratization.

The administratively decentralization has rational in order to enhance administrative efficiency. It is for addressing people's aspiration and need quickly and for ensuring quality and quantity of public service delivery.

Similarly, developmentally decentralization is required to promote equitable development. As we know the development is relative and contextual. When the local government plays as a central role of development, it requires to formulate suitable development schemes and strategies to fulfill aspirations of people, decentralization is essential. Similarly, different stream of development like road construction, expansion of education, and health services, strengthening livelihood of local peoples, preservation of cultures and environment, central government cannot monitor and provide good direction, therefore the local government is essential in order to localized development with spirit of local need assessment (Shrestha, 2000).

Historically, post-World War II era (1950-1960) most of the countries adopted centralized, unified and regulatory governing structure. The concept of decentralization, however, entered into the broad academic discourse and practices after 1970. The large number of developing counties initiated the decentralization in governing system, development and management because it proved that performance regarding to development was far better than the centralized mechanism, it promoted participation of people at lower level and it could be one tool for policy makers to uplift the living standard of people.

With the discussion of alternative development discourse- 1970, the polarization took place – from centre to local, from mainstream to alternative, from urban to rural. A kind of movement took to ensure sustainability of either development or polity. Without participation of local people, development cannot be sustained and to systematize the public service delivery then after the local government and its practice came in discussion (Pieterse, 2010). The process of globalization and the expansion of market are forcing to rethink about relationship between citizen and state. Hence, the focus has been put to local governance for sustainable development because the local governance is based on people participation, accountable and responsible behaviours.

2.1.2 Nexus between Local Government and Governance

The local government is the lowest level of government which is very near and close to the local people. Broadly, it is an institution; it is a set of roles, relationship, rights and obligation, responsibilities and function. Basically, the local government is for dealing with public service delivery, infrastructural development and semi judicial activities at local level. Similarly, the governance refers to more broadly to the environment and the working mechanism of the local government/ institution. Distinctively, the local government is an institution and the governance is a practice. Practically, the local governance is about ensuring the sovereignty of right and power to local people (Atkinson, 2002).

In addition, the concept of governance can be usefully applied in different contexts – global, national, and institutional and community. Understanding governance at the national level is made easier if one considers the different kinds of entities that occupy the social and economic landscape (Institute on Governance [IOG], 2003).

Shah (2006) defined to local governance as the formulation and execution of collective action at the local level. It encompasses the direct and indirect roles of formally established institution of local government and government hierarchies. It is also equally responsible and accountable for the roles as per laws, networks, community, community based organizations (CBOs), in pursuing collective activities. Furthermore, the local governance is broad concept whereas the local government can serve as local institution for realizing local governance at local level for development with social inclusion, democratic and participatory approach.

2.1.3 Theories of Decentralization and Local Self Governance

2.1.3.1 Decentralization and its Perspective

The decentralization is a policy instrument adopted by government in the form of legislative enactment to enable local people for effective participation of local people in terms of political, administrative, fiscal and economic aspects in decision making for development of local level (Dhungel, 2004).

The decentralization is viewed from particular perspective and explained to the decentralization at practice level with following these premises of the perspective that provides strong rationale for decentralized decision making and a strong role for local governance on the grounds of efficiency, accountability, manageability, and autonomy (Shah, 2006). Major principles of the decentralization are explained as follows:

a) Principle of Subsidiary

Subsidiary is a general principle that says government should take place as close as possible to the citizens. This principle argues that decentralization can not sufficient, there should be local government established as close as possible to the citizens. It means for sustainable development and effective administrative service delivery is not possible in larger area. There should be local institution in a pocket area for result based development i.e. small is beautiful. Federal and provincial governments may not interfere in local government without justifiable reason. Subsidiary is an organizing principle that says the matters ought to be handled by the smallest, lowest or least centralized competent authority.²

b) Principle of Good Governance

Governance may be applied to any form of collective action. Governance is about the more strategic aspects of steering: the larger decisions about direction and roles. That is, governance is not only about where to go, but also about who should be involved in deciding, and in what capacity. The decentralization demand there should be good governance which is streamed by participation of people, accountable behaviour and responsibility bearing for the assigned tasks for result oriented performance.

This principle of decentralization assumes that the state provision should be governed as per demand of people with their involvement and participation keeping their aspirations at center that ensure transparent, accountable and justice in development activities including to administrative activities for infrastructure development.

c) Principle of Correspondence

Shah (2006) mentioned that the supporters of this principle argue that the jurisdictions could be managed along functional lines while overlapping geographically, and that individuals and communities could be free to choose among competing jurisdictions.

² Available at: <http://en.wikipedia.org/wiki/Subsidiarity>

Individuals and communities express their preferences directly through initiatives and referenda. The jurisdictions have authority over their members and power to raise taxes to fulfil their tasks. Furthermore, the decentralization also promote to sustainability since the one of the principles of it directly argues that the ownership of particular areas' development needs to be given to that same area's institution i.e. local government.

Until and unless the local government is not autonomous, the development either physical or social cannot be sustained. It means the principle of correspondence directly advocates for handing over ownership and guardianship to local government for holistic development of rural areas sustainably.

d) Principle of most Appropriate Agency

This principle is for choosing correct and efficient institution to provide the decentralized public services to local people. Decentralization requires administrative restructure and physical infrastructure as well. With these, the public service delivery from the local government cannot be systematic and service delivery cannot be effective and efficient. Therefore, the decentralization is successful whereby the most appropriate agency is selected without overlapping the powers and responsibility to provide services. Furthermore, this principle argues that for effective decentralization, the justification, right and responsibilities should be given to those institutions which are capable to provide services effectively. Similarly, the while doing so, administrative convenience should be maintained.

2.1.3.2 Local Self Governance and its Perspective

Local self -governance is a kind of exercising power and authority to manage economic, socio-cultural, administrative and political affairs at the local level by locally elected representatives. It is an approach of performing, managing and operating economic, administrative and political rights by government at local level within the laws of the country. In lucid word, it is a legislative provision for operating local affairs at the local level in the federal governing system (Shah, 2004).

The local self -governance possesses particular features and qualities. It demands participation of local people, representation of diversified nationals and equality through equity, inclusiveness, and recognition of identity, access to resources and services, justice, sovereignty, accountability and ownership.

There are some perspectives of the local self-governance, which are presented as below:

- 1. Principle of Power and Participation:** This principle argues that the local government should be made effective and efficient with devolution of adequate rights, responsibilities and resources. The power devolution should ensure optimum peoples' participation in governance to address the aspirations of local people. This perspective believes that as per the degree of power devolution to local people, the participation of people and sustainability of development is increasing at the same level.
- 2. Principle of Institutional Building:** This principle argues that for effective service delivery and effective implementation of development projects, there should be efficient institutions in terms of physical structure and functional structures. The institutional development at local bodies can only ensure the effectiveness of functions of local bodies as per laws, rules, regulation and procedure at prescribed standards.
- 3. Principle of Fiscal Devolution:** This principle argues that for performing given development activities and assigned functions, the right is devolved at local level to collect and mobilize financial resources.
- 4. Principle of Public Accountability:** The principle argues the performance of the local government is responsible for public. The developmental activities of the locally elected representatives should be monitored by the locals. It further advocates that the government should be democratic, transparent and people – oriented, which is known as good governance.
- 5. Principle of Partnership in Development Delivery:** The local governance should be based on a participatory approach. Whatever is done at local level with initiative of the local government, there should be participation, cooperation and coordination of private sectors, NGOs, CBOs community, user group and other line agencies.
- 6. Principle of Inclusive Development:** This perspective deals with making involvement, participation and accessibility of all people including caste/ethnic group, women, etc. The inclusive development acknowledges the issues of diversified people for their empowerment and development through positive discrimination approach.

7. Principle of Leadership: The local governance provision is maintained by locally elected people. So, the capability for bearing responsibilities should be developed to lead development efficiently. The leadership development at local level is also for institutional development with fostering democratic practices as well.

2.1.4 Public Service Delivery and its Forms

A public service is a service benefiting to the public that is provided by the government. Public service delivery is major function of the government. It is a set of institutional arrangement by which the government provides public goods and services to its citizens. It is also understood as a process by where the public officials work for a particular service of the citizens only when the service receivers submit application in prescribed format with attachment of required documents. The delivery of goods and services is related with administration, finance, education, health, communication, security and other so on. Furthermore, it is institutional arrangement adopted by government to provide public goods and services to its citizens living within its jurisdiction. There are four broad public service delivery forms (Pradeep, 2011).

A) Direct Service Delivery Form: It is the model of public service delivery whereby the central government carries out all activities including legislation enforces, requiting human resources, and providing services from the headquarters or through de-concentrated line agencies. It is assumed that the central government has full responsibilities, and it is accountable for both provisioning services and providing services. It is unitary polity whereby local bodies are functioning as only de-concentrated line agencies. They are not autonomous and self-governing.

B) Privatization Service Delivery Form: It is a model of public service delivery model whereby private sectors are promoted and transferred authority by the central government to deliver the public services to citizens. Basically, in mixed economy, the privatization service delivery model is appreciated to assist government for providing services related to education, health, banking, transportation, etc. The government enacts legislations for the private sectors to operate and regulate them as per laws of the country. It requires strong

government for regular monitoring and supervision of the activities of the private sectors.

C) Decentralization Service Delivery Form: This model of public service delivery is the best model and commonly practiced in democratic countries. It functions to local government bodies. The decentralization is a policy instrument for transforming and devolving central powers and authority to the local government in order to make service delivery effective and address the issues and problems of locals in easily and fast manner.

In another word, it the best approach for maintaining local government autonomous and self-governing. Ideologically, the decentralization is based on subsidiary principle of governance, rule where provision, production and delivery of services are to be devolved to the lowest tier of government i.e. local bodies which are better positioned to fulfill supply of a given service to citizens' demand, transforming citizens from service recipient clients ensuring citizens greater accountability for quality service.

D) Alternative Service Delivery Form: This model of service delivery is a relatively new in the public service delivery arena. In short, it is model of service delivery which combines to both private sectors and public sectors with different shared arrangements. However, the ownership is vested to government and retains the power to provide public services, whereas the private sectors make the actual delivery. One of the best examples of this model is Public Private Partnership. The Constitution of Nepal (2015) has adopted the alternative service delivery model for making development activities more sustainable.

2.1.5 Federalism in Nepal

Federalism refers to the multi-tiered governments combining elements of 'shared rules'³ and state 'self- rule'⁴. Within the genus of federal political system, federalism represents a particular species in which neither the federal nor the constituent units of government are constitutionally subordinate to the others.

³ Constitution of federal government constitutes to all provinces.

⁴ Laws made for particular state government.

It means each federal state has sovereign power derived from the rather than another level of government, each is empowered to deal directly within its citizens in the exercise of its legislative, executive and taxing power and each is directly elected by citizens.

The federalism is an institutional arrangement in which public authority is divided between state government and central government, each level of government has some issues on which it makes final decisions and a high federal court adjudicates disputes regarding to federal states.

Historically, the movement for federalism was initiated with abolishment of Rana regime in Nepal. Fundamentally, the federalism movement was started by ethnic activism in Nepal. The 1950s saw the first regionalist mobilization in the Tarai. Demanding an autonomous Tarai state, Hindi administrative language and more jobs in government for people of Tarai origin, Nepal Tarai Congress was established. However, federalism did not gain wide public support, even in the Tarai, and the idea faded from public consciousness soon after. With restoration of democracy in 1990 and the establishment of parliamentary democracy opened the door for addressing expression of ethnic demand, recognized ethnic, religious and linguistic diversity. In 1990 umbrella organization of ethnic named Nepal Federation of Nationalities. Politically, the *Rashtriya Janamukti Party* and the *Nepal Sadbhavana Party*, both advocating a federal Nepal, contested the general elections in 1991, 1994 and 1999.

The Maoist's insurgency raised identity politics demanding identity, power sharing, regional autonomy of backward areas and decentralization. With people's movement II 2005 and CPA, Interim Constitution of Nepal 2007 was promulgated. Recently Madhesh movement happened demanding federalism and proportional inclusion in governing system and government jobs. Finally, the federalism was accepted by Interim Constitution of Nepal 2007⁵. During the first CA election all most political parties except *Rastriya Janamorcha* led by Chitra Bahadur K.C. accepted federalism and mentioned in their manifestos of the election.

⁵ Federalism was accepted by 4th amendment of Interim Constitution of Nepal 2009 for addressing Madhesh Movement.

However, the understanding about federalism in Nepal was contested. Some political parties including CPN Maoist, madhesh based political parties; *Madhesh Jana Adhikar Forum*, *Terai Madhesh Loktantrik Party* took the federalism as the solution of discrimination, and inequality caused by unitary and centralized system. Similarly, Nepali Congress, CPN UML took the federalism as popular demand of time (Karki, 2014).

The federalism was accepted in Interim Constitution of Nepal 2007 though its institutionalization has been started with promulgation of Constitution of Nepal (2015). Typology of federal system in Nepal is cooperative federalism in where all provinces are assumed to be co-existed, interdependent and interconnected to each other. The federal operation system is hierarchical i.e. constitution is powerful, a federal government is in national level, seven state governments are in seven province level and local governments are at each local levels including District Coordination Committee (DCC) in each district level (LMBM, 2015).

There are mainly two types of federalism according to their economic and political aspects. They were briefly explained as below:

- 1. Dual Federalism:** The dual federalism is also known as layer –cake federalism. It is a political arrangement which assumes that powers, authority and responsibilities of state governments and federal government should be clearly defined terms so as no one can interference to each other while exercising powers. In lucid sentence, each government unit either federal or state is sovereign within its sphere. Federal and state governments are sovereign in their own jurisdiction. It means in the dual federalism there are clear cut demarcation line between the state government and federal government regarding to authority and functional jurisdiction. They are not only competitive rather they are free with each other. This type of federalism is characterized as having full right and authority to state government. This modality of federalism is suitable in the country where there is strong economic development, high level of literacy rate and state governments do have efficient and strong physical infrastructure and high economic growth rate. The dual federalism has been criticized because the state government can be separated from the national government permanently using power of election. USA, Australia and Canada have been practicing dual federalism.

- 2. Cooperative Federalism:** The cooperative federalism is an opposite of the dual federalism. It is also known as marble-cake federalism whereby state governments and federal governments are interdependent and co-existed upon each other. The state governments need to formulate and develop plan and policies in accordance to fulfil goals and objectives of the federal government. It means they are exercising powers mutually in order to support to each other. In this type of federalism, there is mutual relationship and interdependence between federal government to state government and the state government to local government This type of federalism is suitable for developing countries where there are weak physical infrastructure, and low economic growth rate. However, the scholar critiques that the federalism is for making the subordinate governments autonomous and powerful but when the subordinate governments need to formulate plans and policies in accordance to fulfil the objectives of the federal government, there will no meaning of federalism. Our neighboring country, India has been practicing cooperative federalism. Likewise, our nation Nepal is practicing cooperative federalism (LBMB, 2015).
- 3. Symmetric Federalism:** The symmetric federalism is a type of federalism whereby all state governments do have equal powers, authority and responsibility and same constitutional status. This type of federal structure is suitable in the country where there is equal development, equal physical infrastructure, and equal administrative development in each state government. It provides the opportunities to each state for competitive struggle for development avoiding inter conflict among the states. However, it has been criticized because it is argued that all parts of the country are not equally developed; don't possess equal economic resources and infrastructures. When such types of powers are divided the weak state cannot develop as fast as other strong state. Similarly, symmetric federalism can accelerate gap of development- promotion of unbalance development.
- 4. Asymmetric Federalism:** The asymmetric federalism is a type of federalism which argues that all states are not equal in terms of physical resources, economic resources and administrative accessibility. Therefore, the powers and authority need to be divided as per the capacity of the state. The sensitive and critical state needs to be given more powers and authority.

Such state requires having special provisions in the constitution for sustainable economic development of the state. This type of federalism is good in developing countries whereby dividing powers and authority as per the conditional analysis of the state, assist to boom up national economy and as a whole development. However, it is criticized that unequal distribution of powers and authority is itself a seed of conflict. If there cannot be realization of agreement, a long term conflict can grow there.

The Federalism is a complex governing mechanism from the view of its management. Each type of federalism has its own merits and demerits. How to develop nation with people participation having decentralized management and good governance is essential. Interdependent relationship, coordination among representatives, consensus building, conflict management, distribution rights and responsibilities, financial management, justice, institutionalized policies are required of effective federalism (NAVDCN, 2014).

2.1.6 Historical Development of Local Government in Nepal

The practice of local government in Nepal is not new one. Since very long time ago, the local government was in practice in different forms in different period of regime like Litchhabi, Malla, Shah, Rana, Panchayati, and after 1990s multiparty democratic government. However, with different polity, the local governance was also different and unique (NAVDCN, 2014). The historical evolution of local government in Nepal can be discussed as below:

A. Local government in Nepal before 1950s

During tenure of Kirant, there were *Thum*, and *Panchali* as form of local government. *Panchali* served as the lowest local body and *Thum* served as *Ilaka* level local body. Elected person by locals called *Paantimyanga* was chairperson of the local bodies. Likewise, during Litchhabi tenure, there were *Gram*, *Tal* and *Dranka* local bodies. We can related to *Gram* as village level, *Tal* as communal unit of villages and *Drank* was as for high populated area' governing unit. Similarly, in Malla ruling tenure, there were three categorized local units – *Bhukti*, *Bishaya* and *Gramkeshtra*. There was provision of *Panchali* and *Panchaasamuchchaa* as for local development and justice. The members for these bodies were appointed from Centre.

Before unification led by king Prithivi Narayan Shah, there were *Kshetra, Daraa, Garkha, Ilaka* and *Gram Kshetra* was ruled by *Saamant* and *Umrab* and local bodies by *Dware, Mukhiya, Dhami, Pujari* and *Katuwal* (NAVDCN, 2014).

After unification of Nepal, modern era of the governance started whereby conventional local bodies were made autonomous, powerful and tried to institutionalize with *Panchalikshetra*. Later, these were changed into district and sub-district. During the same time period, *Panchayati* was governed as chief by *Dware* in Hill and *Chaudhari* in Terai. At the same time *Panchakachhari*, Municipality and *Gram Panchayat* were provisioned as local assembly.

Later, there were *Jamindar and Patwari* in Terai and *Mukhiya* and *Jimmawal* in Hill as representative of local people to carryout administrative functions for locals. King Prithivi Narayan Shah also established district with unification movement in Nepal.

With commence of Rana regime in Nepal administrative structure and local government were changed and altered.

B. Local government in Nepal after 1950s

With establishment of democracy in Nepal 1950 abolishing Rana regime, local *Panchayat* was established as local body. During 1950-1960, *Gram Panchayat Block and Tribhuvan Gram Bikas Samiti* were established and developed as local bodies in Nepal. In 1961 King Mahendera structured to Nepal into 14 zones, and 75 districts. With promulgation of *Panchayati* system in Nepal the king Mahendera Shah enforced ordinance demolishing the previous *Gadi, Gauda and Goshwara* and provisioned District, City and Village *Panchayat* for development and administration. This was proved that it is milestone for decentralization and local governance in Nepal. During the Panchayat polity the government led by Krishna Prasad Bhattarai declared VDC, Municipality and DDC Act 1971. The *Panchyat* political system ran till 1990. People Movement 1990 re-established multiparty democracy with constitutional monarchy in Nepal.

After the promulgation of new constitution 1990, the local bodies namely- District Development Committee (DDCs), Village Development Committees (VDCs) and Municipality were established under separate DDC, VDC and municipality Act adopted in 1991. Full multi-party local elections were held in 1992. New local elections happened in 1998 for five year term.

The Acts of three local bodies were subsequently merged in the Local Self Governance Act, 1999 and Regulation, 2000. LSGA, 1999 and Regulation, 2000 provided comprehensive and integrated legislative platform for the local government for marching more autonomous local bodies with capacity to mobilize financial resources and human resource management in their own way.

The local governments were undermined by the armed conflict (1996-2006) between the Government and Maoist insurgents in 2000s. During the armed conflict, most of the VDC's offices were destroyed. And the administrative services were provided from district headquarter.

The elected local bodies lapsed in 2002 when elections could not be held and the government decided not to extend the mandate of the LBs elected in 1998. After that the local bodies managed without elected representatives or council. The whole responsibility was given to centrally appointed civil servants (Local Development Officers, VDC secretaries).

The People's Movement II 2005 created safe landing to the Maoist insurgency and concluded in Comprehensive Peace Accord between Government of Nepal and Maoist Party. Interim Constitution of Nepal, 2007 was promulgated for transitional period with spirit of writing new constitution by representative of people and restructuring state following federalism. In 2009, the government established the All-Party Mechanism (APM), seen as a way of widening accountability by bringing political parties at the sub-national level into the local body decision-making process (World Bank, 2014).

New political paradigm started in Nepal with promulgation of Constitution of Nepal. The constitution has set powers and jurisdiction separately for three tiered governments – federal government, province government and local government. Accordingly, the government of Nepal restructured local bodies into local levels into different phases on the basis of report of Local Level Restructuring Committee (LLRC). The government announced the date of local election before enacting the Local Level Operation Act. Therefore, the government passed the Ordinance for Local Government Operation on 31 May, 2017. The local election was completed in three phase. After the local election, the government of Nepal enacted Local Government Act (LGOA), 2017.

The main objectives of this Act is to implement the powers and rights of local level provisioned by Constitution of Nepal (2015) promoting co-operations, co-existence and coordination between federal, province and local levels ensuring people participation, accountability, transparency in cost effective and qualitative service delivery, to strengthen democratic republican governing system from local levels,

and to strengthen local governance developing local leadership to institutionalize legislative, executive and judicial practices at the local level. The Act details out the definition of rural municipality its criteria, municipality, its criteria, role of local level.

Likewise, it presents different sector wise function of then municipality and the rural municipality. It highlights powers and function and jurisdiction of ward offices to ensure administrative convenience to the local people.

2.1.7 Review of Constitutional and Legal Framework of Local Level in Nepal

The Constitution of Nepal is at the implementation phase. While doing this, the local bodies restructuring was really challenging and was a historic step towards implementing the federal polity and making people realize that the government has been really present in their door.

As per the provisions mentioned in the Constitution of Nepal, the local bodies have been restructured into local level. The responsibility for restructuring local bodies in Nepal with tune of the federal system has been given to LLRC. As per the recommendation of LLRC, the government of Nepal published on 31 Oct. 2017 a notice in Gazette, effectively formalizing 753 local levels in the country. There are 460 local levels are rural municipalities having 5-21 ward numbers in each rural municipality and 293 municipalities having 9-35 ward numbers in each municipality. Similarly, the government has provisioned District Coordination Committee in each district to maintain cooperation and coordination among local levels. Hence, there are 77 DCCs in the country.

The objective of the federalism in Nepal to make people feel that the good governance is established, the power devolved and decentralized at local level. As per these objectives, the Constitution of Nepal has constitutionally arranged some provisions regarding to this in Part 16 for Local Executive and the Part 18 for Local Legislation.

Likewise, the Part 19 and 20 of the constitution are for Arrangement for Local Financial Procedure and Interrelations between Federation, State and Local Level respectively. The Constitution of Nepal (2015) has provisioned absolute powers and jurisdictions of local level separately in schedule – 8 in the constitution.

Table 1: Power and Jurisdictions of Local Level

S.N.	Matters
1	Town police
2	Cooperative institutions
3	Operation of F.M.
4	Local taxes (wealth tax, house rent tax, land and building registration fee, motor vehicle tax), service charge, fee, tourism fee, advertisement tax, business tax, land tax (land revenue), penalty, entertainment tax, land revenue collection
5	Management of the Local services
6	Collection of local statistics and records
7	Local level development plans and projects
8	Basic and secondary education
9	Basic health and sanitation
10	Local market management, environment protection and biodiversity
11	Local roads, rural roads, agro-roads, irrigation
12	Management of Village Assembly, Municipal Assembly, District Assembly, local courts, mediation and arbitration
13	Local records management
14	Distribution of house and land ownership certificates
15	Agriculture and animal husbandry, agro-products management, animal health, cooperatives
16	Management of senior citizens, persons with disabilities and the incapacitated
17	Collection of statistics of the unemployed

18	Management, operation and control of agricultural extension
19	Water supply, small hydropower projects, alternative energy
20	Disaster management
21	Protection of watersheds, wildlife, mines and minerals
22	Protection and development of languages, cultures and fine arts

Source: Constitution of Nepal (2015)

2.2 Empirical Review of Literature

2.2.1 Review of Related Studies

ADDCN (2007) published '*State Restructuring and issues of Local Self- Governance in Nepal*' concluded that the issue of state restructuring cannot be complete only by using the word federal. To come with complete implementation of federal structure, it is better to come up above the pretty individual interests and thoughts that plead to add some more rights up to provinces and local levels but it is necessary to open new avenues for the local government to make them more powerful and responsible enough to the local communities.

Adhikari (2010) submitted article entitled *Local Governance Institution in Nepal: Status and Challenges*, to South North University Dhaka, Bangladesh for academic requirement.

He concluded that there was platy foundation of legislation and constitutional framework for local governance. He found that however, there were some challenges like capacity of the local bodies, participation, inclusiveness and representative, viability of financial resources, human resources development, accountability and transparency.

SIAS and ASD (2011) carried out jointly policy research fellowship program to examine local democracy in Nepal within on going political transition and in face of growing demand for transparency and accountability in local bodies. This discussion paper concluded that due to that the ad hoc measures adopted over the past several years in regard to local governance have not produced tangible gains- indeed; these measures have produced non-transparent and unaccountable governance.

The local bodies were increasingly found to be engaged in corruption, mismanagement of resources, over politicization, and not working in the interest of local people.

Lamichhane (2012) conducted research for academic requirement of the degree of master of philosophy in Economics entitled *Fiscal Federalism and Local Government Finance in Nepal* with objective to review theories of the fiscal federalism and local government finance in Nepal. He focused his study on fiscal decentralization for making local government autonomous.

Methodologically, the study was quantitative following descriptive and analytical research design. Using both primary and secondary data sources, he applied to KII guideline and Survey questionnaire to generate primary data.

He concluded that the fiscal decentralization makes autonomous to the local government; only the citizens can feel and realize the effective present of the local government at their door. It means with the fiscal decentralization, the administrative service delivery gets improved.

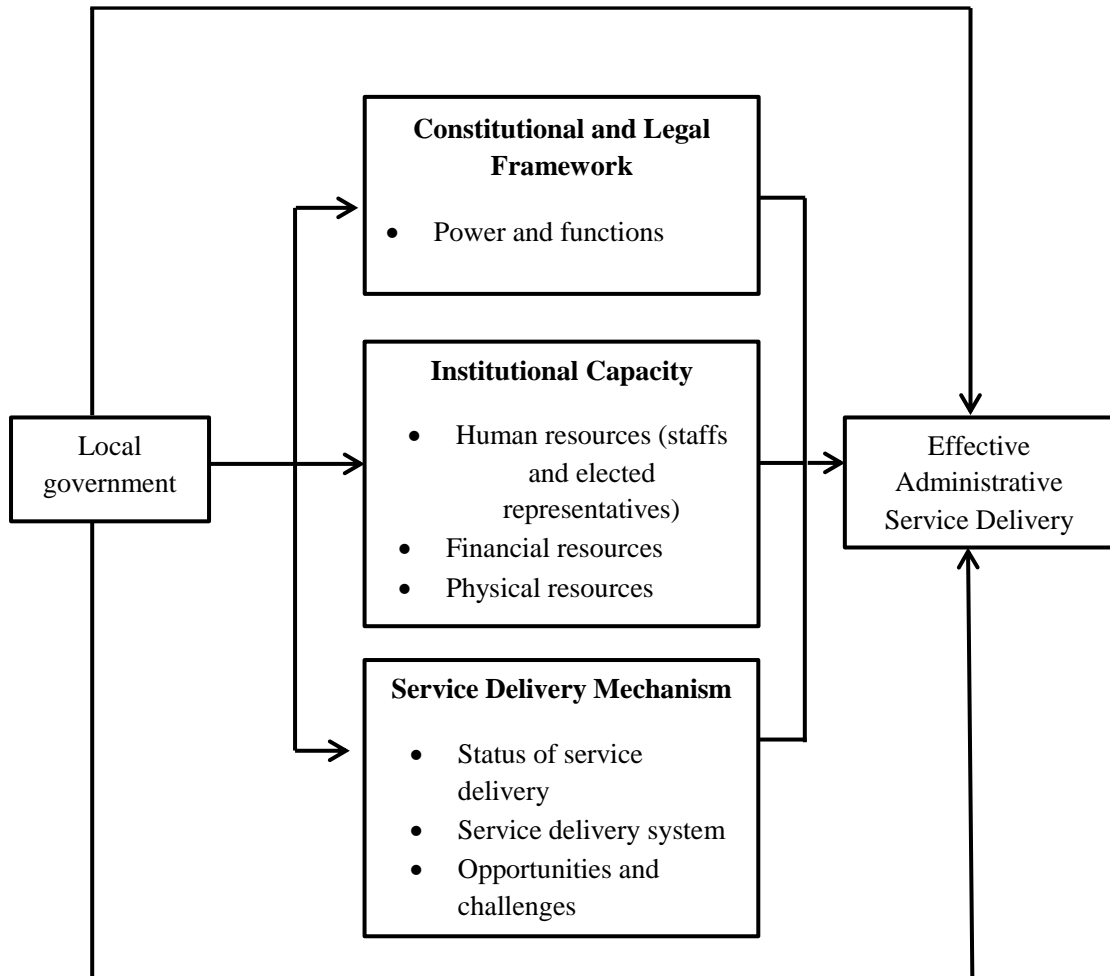
World Bank (2014) published a report on *Local Service Delivery in Nepal*. The study was undertaken by South Asia Governance and Public Sector (SASGP), a unit of World Bank. The study sought to map out the dynamics of frontline service delivery in Nepal. It was based on the review conducted public services in two sectors – local roads and primary and secondary education in 14 LB jurisdictions in two districts. The study analysed the formal framework for LBs' operations and service delivery in the basic education and local road sectors.

This report concluded the LBs' responsibility and relationship to other line agencies in public service delivery or administration management was not maintained in accordance with LB's revenue increment. It also concluded that LB responsibilities reflect an approach of supplementarity rather than the principle of subsidiarity. Among the many functions of LBs, they were mostly responsible for vital events registrations.

2.3 Conceptual Framework for the Study

The researcher analysed functions and effectiveness of service delivery in term of administrative service delivery. The effective service delivery is based on

constitutional and legal framework, institutional capacity, and service delivery mechanism. The researcher has developed following conceptual framework for the proseed study.



Source: Author, 2017

Figure 2: Conceptual Framework of the Study

- a) **Constitutional and Legal Framework:** The constitutional and legal framework is the first dimension which affects to effectiveness of the service delivery. If there is strong constitutional and legal framework with devolution of power to local bodies making them self-governing, only the effective service delivery from the local government can be expected.
- b) **Institutional Capacity:** It implies to resources of the local bodies in terms of human resources both elected representatives and governmental offices.

Similarly, it includes to physical resources – building, vehicles, and communication facilities for administrative services delivery.

c) **Service Delivery Mechanism:** For making effective administrative service delivery, status of the service delivery should be assessed.

It relates to efficiency, accessibility, accountability and responsibility of the local government as well.

Furthermore, the researcher aims to find out opportunities and challenges of the current administrative service delivery mechanism in newly restructured local government while implementing Constitution of Nepal with new political contexts- local level election and new polity - federalism in Nepal.

2.4 Research Gaps

Based on the above literature review, the researcher found the following research gaps.

- The local government in federal polity is new context itself, and there was not any specific study about public service delivery of local government in federal polity.
- Some studies of local government of Nepal thematically studied about fiscal decentralization, people participation in local development plan and public service delivery in education and local road sector.

Hence, this study is new one thematically designed to carry out study on administrative service delivery of local government in federal Nepal. Therefore, this study is essential for academic research and discussion for further policy recommendations.

CHAPTER –III

RESEARCH METHODOLOGY

This chapter reflects research methodology and the methods applied for the study. It highlights research design along study area, data collection techniques and tools. Furthermore, it involves validation for the study and ethical consideration for the study.

3.1 Research Design

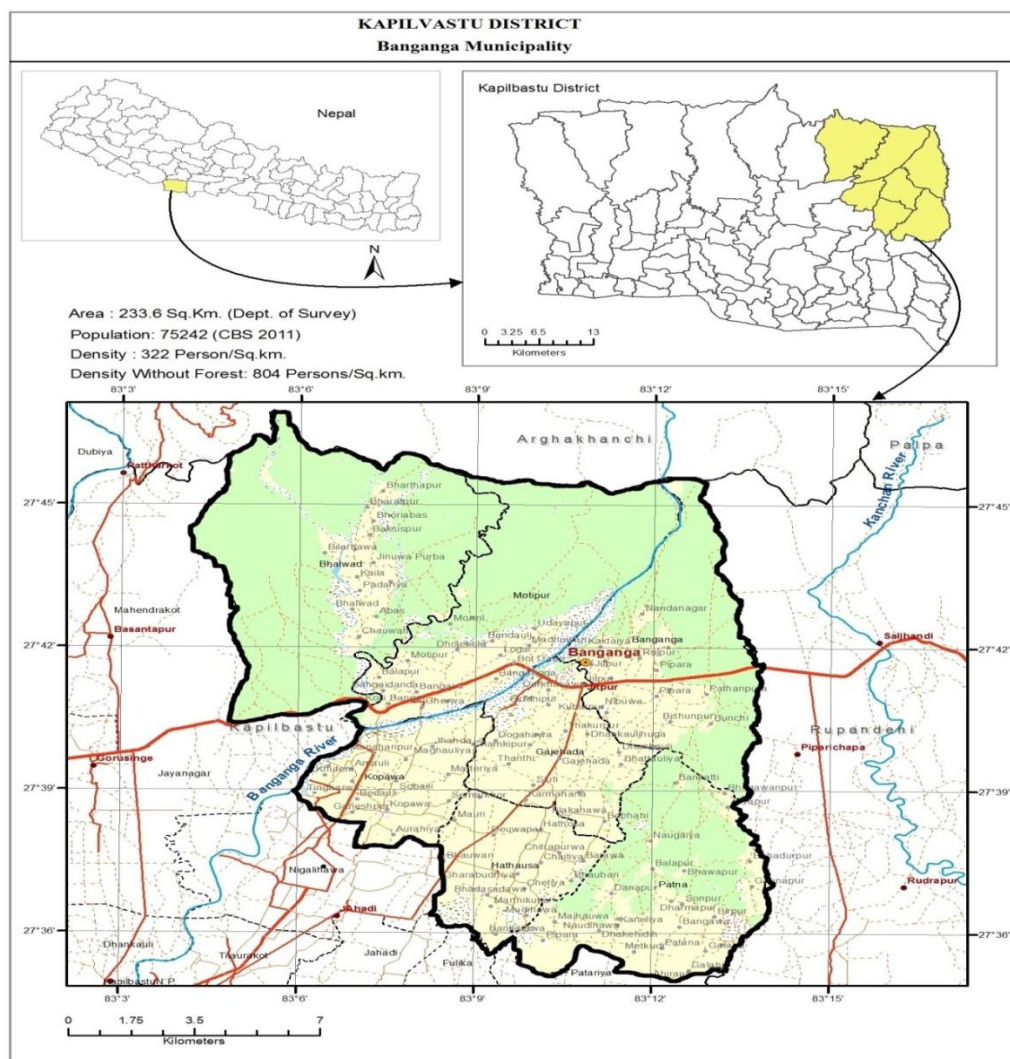
This study is mixed research of descriptive and explanatory type that was based on both qualitative and quantitative data and information. As the main objective of the study is to explain opportunities and challenges of administrative service delivery of the local government in newly restructured while implementing federalism in Nepal. The researcher tried to find out problem of the study, and identify variable for operationalization the study. Then, the researcher conducted field study and after processing and then after analyzing data and information, the report of the study was prepared as in the form of dissertation for master's degree.

3.2 Selection of the Study Area

Kapilvastu District covers 1,738 km² of Nepal's Western Region and is part of the Lumbini Zone. Its elevation ranges from 90 to 824 meters above sea level and it is 48km long and 34km wide (CBS, 2012). Kapilvastu comprises 10 local levels including 5 RMs and 5 Municipalities with its District Headquarters (DHQ) in Taulihawa (Election Commission of Nepal, 2017).

This study was based on Banganga Municipality, Kapilvastu district. The municipality is located in municipality Province no. 5 whereby local election has been already happened in second phase. This was established in 2015 assimilating to all together seven VDCs. The municipal office is located at Gajehada being center of the municipal area. Main economic sources of the municipality is natural resources like river related resources like stones, stands, etc. forest related resources like timbers, ponds, local markets (*haat Bazar*). Main source of livelihood of people of the municipality was farming. Similarly, the researcher also came from the very area of local level– Banganga Municipality.

Therefore, the researcher selected to this area for study. Demographically, the majority of population in this municipality is Tharu community which comprises 37.16% of total population of the municipality. Following this, other dominant caste/ethnic groups include; Brahmin –hill (25.08%), Chhetri (9.60%), Magar (17.6) in the municipality (CBS, 2012).



Source: <http://lgcdp.gov.np/content/banganga>

Figure 3: Map of the Study Area

3.3 Nature and Source of the Data

The researcher used both qualitative and quantitative information. The study was based on both primary and secondary data sources. The primary data were collected from Institutional Survey, Exit Poll, Key Informant Interview and Observation.

Similarly, the secondary data were collected from published or unpublished written documents, e.g. CBS reports, Ordinance of cabinet, Acts, Laws and Bulletin of ministry and department of Federal Affairs and Local Development, Law Commission of Nepal, Election Commission Nepal, and other agencies.

3.4 Sample Size and Sampling Methods

There are all together 11 Wards in Banganga Municipality. For institutional survey, total Wards offices were taken as universe for the study. The researcher used purposive non probability sampling method. Hence, keeping office of municipality of Banganga as centre, 4 Ward offices were selected. All together 4 Ward offices and Municipal office were studied. The researcher conducted Exit Poll with service receivers following accidental sampling method from selected Ward and Municipality office. As per the suggestion of supervisor, the researcher did Exit Poll with 20 service receivers from selected Ward office and Municipal office.

3.5 Data Collection Techniques and Tools

The researcher used three data collection methods *viz.* content analysis, survey method and case study. The content analysis was used to gather secondary data, information and facts from different report, polices, governmental laws and regulation, annual report of the Municipality, etc. Under the survey method, Questionnaire Survey, Key Informant Interview and Observation (participatory and non-participatory) were used. Similarly, to get precise information and evidences on administrative service delivery, the researcher used single case study method. Accordingly, Banganga municipality was selected as case study. Accordingly, the following data collections tools were applied for primary data collection.

Table 2: Summary of Primary Data Collection Methods and Analytical Approach

Approach	Scientific Research tools	Description	Analytical approach
Quantitative	<ul style="list-style-type: none"> • Institutional Survey • Exit poll • Observation and Checklist 	<ul style="list-style-type: none"> • Institutional survey was done in each ward office and municipality office. • 100 in total exit poll were done with service receivers (20 service receivers from each ward office and municipality office). • Ward offices and municipality office were observed with checklist using non-participatory observation method. 	<p><i>Triangulation:</i> Mix of qual-quant; ward-wise context; consultative tools.</p>
Qualitative	<ul style="list-style-type: none"> • Key Informant Interview 	<ul style="list-style-type: none"> • 8 in total KIIs were done (2 major political leader of the municipality, 4 chairpersons of each ward, Mayor and Executive Officer of the municipality). 	

3.5.1 Institutional Survey

The researcher conducted Institutional Survey to access the information related to institutional capacity in terms of legislation power and function, physical resources and human resources including public officials and elected representatives. The researcher did institutional survey using semi-structured questionnaire. The researcher surveyed four ward offices and a municipal office.

3.5.2 Exit Poll

The researcher collected primary data and information using Exit Poll tool. The researcher aimed to use this tool to get understanding and insights about quality and effectiveness of administrative service delivery of the municipality from the service recipient. Furthermore, it helped to measure satisfaction level of the service receivers in terms of opportunities and challenges of the newly restructured local levels for providing administrative service delivery. The questionnaire for the exit poll was based on semi-structured format.

3.5.3 Key Informant Interview (KII)

The research conducted Key Informant Interview with particular persons to access precise information regarding to institutional capacity and service delivery mechanism to describe opportunities and challenges of administrative service delivery of the Banganga municipality. The researcher did KII with a) elected leaders including Mayor the municipality, Chairperson of Ward office, b) Major political leaders of the municipality, and c) Executive Officer of the municipality. The researcher used semi-structured interview guideline. The researcher conducted face to face interview with mayor of the municipality in his office, executive officer of the municipality and chairperson of each ward office. The researcher conducted telephone interview with political leader of Nepali Congress, and CPN Maoist Centre of the municipality.

3.5.4 Observation Checklist

Observation checklist used to observe the service delivery mechanism of local levels. This observation checklist method aimed to discover actual pictures of the administrative service delivery of ward offices and municipal office.

3.6 Method of Data Analysis

The data analysis process was guided by the strategies of Miles and Huberman (1998) which processed through data reduction, data display, drawing conclusion and verification. Since the nature of the study is mixed (qualitative and quantities), the method of analysis was also mixed too. First of all the collected data were checked on the very day of the data collection and researcher prepared field report of the day. The similar responses got from the respondent identified and were coded. The researcher used the Statistical Package for the Social Science (SPSS) statistical computer tool.

So, he set variables on SPSS program to enter data. Accordingly, the researcher used SPSS statistical tool to get quantitative data for analysis. Likewise, qualitative information was put according to support quantitative data for justification. Finally these were endorsed into the conceptual framework.

3.7 Validity and Reliability

To keep the validity and reliability, the following strategies were followed in this study:

- Regular consultations with teacher and supervisor to get the conceptual, theoretical and methodological guidance,
- Rapport building with the staffs of ward office and municipal office of the research site and prior consent, with interviewers (service receivers and others) before asking question,
- Triangulation of data: secondary data were compared with primary sources, the information collected from institutional survey was verified with individual interview (exit poll questionnaire)
- Literature review and analysis of existing status of research and knowledge, and
- All the necessary information was collected by researcher, myself.

4 Ethical Considerations of the Study

Research is an ethical and moral process as well. There are different codes of conduct in the research. To follow them, the study was shaped out with the following issues:

- The researcher took prior consent and request from representatives of the local level.

- The purpose of data collection was explained for the interviewers.
- Confidentiality (secrecy and anonymity) of the data was ensured.
- No cultural, religious, economic, political and other biases were entertained
- Sensitive issues and personal matters were not asked before good relationship was established with the respondent.

CHAPTER -IV

DATA PRESENTATION AND ANALYSIS

This chapter consists of data presentation, and data analysis, based up insights of collected data. Fundamentally, this chapter deals with the research findings associated with the institutional capacity of the municipality, effectiveness of the administrative service delivery and its opportunities and challenges in federal context. Particularly, physical resources and human resources, frequency of visiting offices of the municipality, time for getting service and opportunities and challenges of administrative service delivery of the municipality have been analysed to saturate objectives of the study.

4.1 Demography of the Samples

The demography is one of scientific study of population. The age, caste/ethnicity and sex of the respondents both interviewees and receivers have been presented demographically to visualize the samples of population. Many other variables of the demography were not considered because there is not applicability of them in accomplishing objectives of the study. Some demographical findings are presented as below:

4.1.1 Sex of the Service Receivers

Participation of male and female in decision making and other activities like visiting public offices for getting public services is gradually increasing. Regarding to this the researcher presented demographically the participation of male and female in getting administrative service which is shown in following table.

Table 3: Sex of the Service Receivers

Sex of Service Receivers	Frequency	Percent
Male	62	62.0
Female	38	38.0
Total	100	100

Source: Field Survey, 2017

According to above table, there were more male people visiting public offices of the municipality for getting service.

Out of 100, 62% were male came to ward office/ municipal offices for getting administrative service whereas female number was by 38%.

4.1.2 Caste and Ethnicity of the Service Receivers

Caste and Ethnicity is an important factor of the demographical study. Regarding to the caste and ethnicity of the researcher presented to show which community group more coming to ward office/municipal offices to get administrative service.

Table 4: Caste and Ethnicity of the Service Receivers

Caste and Ethnicity	Frequency	Percent
Janajati	50	50.0
Dalit	9	9.0
Brahmin and Chhetri (Hill)	38	38.0
Madhesi	3	3.0
Total	100	100

Source: Field Survey, 2017

Above table shows the majority of service receivers from the Janjati community were high by 50%. Following, this 38% service receivers were Hill Brahmin and Chhetri. Similarly, the Dalit service receivers were by 9%. Likewise, 3% service receivers were from Madhesi community.

4.1.3 Demographic Profile of Public Officials

The researcher conducted institutional survey in selected ward offices and municipal office. While doing, the public officials were incorporated as well. Hence, the researcher presents their sex, age, academic qualification demographically. Some of the variables also enabled to saturate the objectives of the study as well.

4.1.3.1 Sex of the Public Officials of the Municipality

In contemporary discussion, the gender issue occupies a space for discussion. Therefore, the researcher has considered to the gender as one of variable for the study to assess the distribution of sex regarding to involvement in public service delivery.

Table 5: Sex of Public Officials of the Municipality

Sex	Frequency	Percent
Male	11	55.0
Female	9	45.0
Total	20	100

Source: Field Survey, 2017

Finding of regarding to sex of public officials of this municipality presents there was about gender equality. Out of 100, 55% are male and following this 45% are female.

This kind of participation of female in administrative sector of local government presents that the female's issues and problems faced while getting administrative service delivery are easily addressed.

4.1.3.2 Caste and Ethnicity of Public Officials of the Municipality

Inclusively, the involvement of different caste and ethnicity in administrative service delivery has become an essential part for inclusive development. Hence, the researcher analysed to involvement of different castes and ethnicity of public officials in perspective of inclusion.

Table 6: Caste and Ethnicity of Public Officials of Municipality

Caste and Ethnicity	Frequency	Percent
Janajati	5	25.0
Dalit	2	10.0
Brahmin & Chhetri	13	65.0
Total	20	100

Source: Field Survey, 2017

According to above table, 13 public officials were Brahmin and Chhetri. Following this, 5 public officials were Janajati and 2 were Dalit. These data and information are compatible with national scenario of involvement of different caste and ethnicity people in governmental job.

4.1.3.3 Age Distribution of the Public Officials of the Municipality

The age is directly associated with efficiency in work. The age factor directly affects to work efficiency. Hence, the researcher has selected to age factor as a determinant for work efficiency. Regarding to this, following findings were found.

Table 7: Age Distribution of the Public Official of the Municipality

Age Distribution in Year	Frequency	Percent
18 – 27 Year	5	25.0
28 – 37 Year	11	55.0
38 – 47 Year	4	20.0
Total	20	100.0

Source: Field Survey, 2017

The above table present that 11 public officials were 28-37 years old. 5 public officials were 18-27 year old and 4 public officials were 38-48 years old. This finding reflects that in the municipality, there were productive human resources working as civil servants.

4.1.4 Demographic Profile of Elected Representatives of the Municipality

The elected representatives were presented demographically. Particularly, their sex, age and caste and ethnicity were briefly explained as below:

4.1.4.1 Sex of the Elected Representative

The Constitution of Nepal has already provision of female participation in each ward committee. The researcher tried to assess the participation in ward committee from the perspective of gender.

Table 8: Sex of the Elected Representatives

Sex of the Elected Representatives	Frequency	Percent
Male	12	57.1
Female	9	42.9
Total	21	100

Source: Field Survey, 2017

The above table shows that there were 21 in total locally elected representatives including mayor of the municipality, ward chair persons of selected ward and ward members of the selected wards.

Among them, 12 representatives were male and 9 were female. This finding reflects that constitutionally female participation was ensured. The female participation in governance is higher than the national standard of Nepal i.e. 33% female participation in governing mechanism and decision making process.

4.1.4.2 Caste and Ethnicity of Elected Representatives

Participation in decision making and governance is an important issue. The issue of participation has established federalism in Nepal. So, the researcher thought to study the participation of municipal representatives in perspective of caste and ethnicity.

Table 9: Caste and Ethnicity of Elected Representative

Caste and Ethnicity of Representatives	Frequency	Percent
Janajati	10	47.6
Dalit	4	19.0
Brahamin & Chhetri	7	33.3
Total	21	100

Source: Field Survey, 2017

The table shows that there was very effective participation of different castes and ethnic groups in local government. As per the social structure of the municipality, 10 representatives including mayor of the municipality were Janajati, 7 representatives were Brahmin and Chhetri and 4 representatives were Dalti.

The origin of federal movement started in Nepal with social inclusion issues in governance and jobs in government. The findings reflect that that there was participation of different caste/ethnic groups. This scenario of the municipality definitely empowers to backward minorities.

4.1.4.3 Age Distribution of the Elected Representatives

Generally, the age is considered as one of the important components for making the work efficient and effective. However, it is contested since somebody argues that experience is important but the experience could not do if the person was old and weak physically. Regarding to this, the researcher tried to assess the age of the elected people.

Table 10: Age Distribution of Elected Representatives

Age Distribution of Representatives	Frequency	Percent
21-30 Year	0	0
31-40 Year	5	23.8
41-50 Year	12	57.1
51-60 Year	4	19.0
Total	21	100

Source: Field Survey, 2017

The above table represents that out of 21 representatives, 12 were 41-50 years old. Following this, 5 representatives were 31-40 years old. 4 representatives were 51-60 years old.

The finding reflects that there were majority of representatives were 30-50 years old. This age category of age is very productive. Hence, the elected representatives were very capable and efficient for making effective service delivery.

4.2 Institutional Capacity of the Municipality

The institutional capacity is the foundation of organization. The institutional capacity determines the pace of development. How much the organization is capable for development whether it is for providing public services or formulating/ implementing development activities? Hence, for the study, for the good governance, there should be sufficient foundation of constitutional provision, human resources and physical resources. Therefore, institutional capacity of the municipality has been explained on the basis of findings of the researcher's field study.

4.2.1 Physical Resources of the Municipality

The municipality couldn't develop its physical structure as its requirement for effective public service delivery. Under the study sample, four ward offices have their own building premises. Among them, two wards (1 and 2) have a joint ward office. Similarly, the ward no 5 and 6 were jointly providing administrative service from the single office. What the important thing is that the building where ward office is not friendly for persons with disabilities. It was found that three ward office were at old structure and one ward office was at new building but there wasn't possible to serve to people with disabilities.

A) Office of Ward Number One: This ward office had its own building providing service of ward no 2 jointly. The physical structure was not sufficient for casting all administrative services from the office. The building of this ward office was traditionally constructed. Ward office was on first floor, so service receivers with disabilities and old aged could not go up easily. There was not separate chamber. At the same room, there was a desk of ward secretary and desks of two ward chair persons. The same ward secretary was providing and performing administrative



Figure 4: Office Building of Ward Number One

services of both wards. However, there was notice board, citizen charter board and waiting room for the service receivers. When, the researcher inquired with chairperson of the ward regarding to economic resources of this ward, she responded that the main economic resources are river related resources like stone, sands, gravels, local markets and forest related resources like timbers. The building of ward office 1 and 2 had office of Livestock Service Center in ground floor. When the ward office can mobilize the all rooms of the building, it can be sufficient for discharging administrative service. However, the building was old structure. It had not modern facilities as well.

B) Office of Ward Number Five: This ward office had built new building and providing services of ward no 6 too. It means there is joint ward office of ward no 5 and 6. While doing institutional survey, the researcher found that ward office was not well managed. The same ward secretary was providing administrative service delivery from his desk. All old documents were kept without any management. There was not notice board, organizational board and citizen charter board. Computer system was not used while making recommendation paper.

While the researcher asked to chairperson of the ward about instalment of power backup and communication facilities, he told that there was not any provision of communication. Further he told that when they need to call to line offices, they used to their own cell phone.



Figure 5: Office Building of Ward Number Five

C) **Office of Ward Number Nine:** This ward office was located in northern part of the Banganga municipality. This was a single VDC converted into ward of municipality. This ward had its own building providing services from the first floor. The ground floor was for sub-health post center. There was separate room for ward chair and ward secretary but there was not waiting room for service receivers. The building was not friendly for old age and people with disabilities because the building was traditionally constructed. There was not any notice board, citizen charter board and organizational board. They computer system was not used for making recommendation paper and other purposes. There was not provision of communication facilities including internet and landline telephone for the ward office. The ward chairperson also reported that there was not instalment of power backup like inverter and solar power. Moreover, the building looks like sufficient for discharging administrative services but it was an old and weak since it was destroyed by the Maoist's insurgency.



Figure 6: Office Building of Ward Number Nine

D) Office of Ward Number Eleven: This ward office is located in southern east part of the municipality. It was also transformed from a VDC called Hathausa. This ward is rich in its physical structure. This ward had its own building with two floors – ground floor and first floor. There were separate chambers for both ward secretary and chair of ward. This building looked friendly for people with disabilities but while visiting to the chair of ward, they could feel uncomfortable because the chamber of the ward office is on the



Figure 7: Office Building of Ward Number Eleven

first floor. This ward office had been providing administrative service through computerized system for making recommendation papers. However, while doing the institutional survey, the researcher did not find citizen charter board, notice board hanging there for information to the public.

E) Office of Municipality: The municipality managed the physical resources at municipal office to cast administrative service delivery effectively. When the municipal office established, a new building for the municipal office was constructed to provide administrative



Figure 8: Office Building of Municipality

services. While doing the institutional survey, the researcher found, the required human resources were just transformed there. The computer system had been installed in administrative service delivery mechanism for making receipt of paying tax, and other fees.

There was citizen charter board, notice board, and suggestion collection box, hanging at right place. There was waiting room as well equipped with ceiling fan and television. The building of the municipality was friendly for people with disabilities. And the service delivery was made from the ground floor.

The researcher designed to collect data and information with multiple research tools. To assess the physical resources, the researcher set four variables like vehicle, communication facilities, computer system and furniture. Regarding these variables, the following findings were found from the institutional survey of ward offices and municipal office.

4.2.1.1 Availability of Vehicle of the Municipality

The vehicle is one of the major assets of the municipality. It may or mayn't accelerate for effective service delivery but it matters in public service delivery directly. Hence, the researcher took vehicle expect motorcycle as one of the most important physical resources of the municipality. Regarding this, following findings gained in field study was presented as below:

Table 11: Availability of Vehicle in the Municipality

Response	Frequency	Percent
Not available	80	80.0
Insufficient	17	17.0
Sufficient	3	3.0
Total	100	100

Source: Field Survey, 2017

As shown in above table, there was not satisfactory regarding to physical resource in term of vehicles in the Banganga municipality. Four ward offices don't have anything in the name of vehicle for making effective service delivery.

As response by the service receivers, the 80% service receivers responded that there were not any vehicles. Following this, 17% service receivers responded that there were vehicle in municipality but it is not sufficient for the municipality. Its number needs to be increased. Similarly only 3% service receivers agreed that the vehicle is sufficient for the municipality. As informed by the Executive Officer of the Municipality, the municipality had two vehicles.

He responded that the municipality was newly established. So, the municipality is trying to manage to the required infrastructure like computers, furniture and vehicle gradually as per the necessities.

4.2.1.2 Status of Communication Facility

The communication facilities including telephone, internet and so on have become an important gadget of our life. The communication facilities are major physical resources in the contemporary situation since many more things can be done with assistance of communication facility. Therefore, the researcher thought to assess the communication facility in the municipality to know physical capital of the local levels. The findings are presented as below:

Table 12: Status of Communication Facility

Response	Frequency	Percent
Insufficient	63	63.0
Sufficient	32	32.0
Adequate	5	5.0
Total	100	100

Source: Field Survey, 2017

In this situation, the communication is one of the most important assets for the any organization. Its utilization directly assists for accelerating effective service delivery. As one of the variable for assessing physical resources, the researcher assessed this variable in the study. The finding indicates that the almost all studied offices had accessibility of the communication facility. Out of 100 service receivers, 63 service receivers responded that there was connection of communication facilities like internet but it was not sufficient i.e. the internet service was not operating due to technical problems. Only 32 service receivers responded that there was sufficient communication facility. Following this only 5 service receivers noticed the communication facility and responded that there was adequate communication facility for administrative service delivery. Due to mechanism of E-governance, communication facility like internet connection is essential. It also assists to make service delivery effective.

4.2.1.3 Status of Computer System Instalment in the Municipality

In the 21st century, the computer system has become an important physical resource of any organization for improving service delivery. The government of Nepal has been transforming paper passed documents into digitalized documents i.e. E-Governance. Therefore, the researcher has also assessed the uses and utilization of the computer system in administrative service delivery. So, the researcher took the response with the service receivers regarding to the utilization of computer system in the ward offices and municipal offices. Findings can be shown in following table.

Table 13: Status of Computer System Instalment in the Municipality

Response	Frequency	Percent
Insufficient	45	45.0
Sufficient	48	48.0
Adequate	7	7.0
Total	100	100

Source: Field Survey, 2017

This era is IT era, and we can find that everywhere is computer system installed for making administrative service digital. Computer system is good and advanced for the reason that it ensures transparent activity as well. Hence, it is also important variable for assessing physical resource of the organization. Regarding to this, the 45 service receivers out of 100, responded that there was instalment of computer system but it was insufficient for delivery services. Following this 48 were satisfied and responded that it was sufficient for casting administrative services. And only 5 service receivers responded that computer system instalment in the studied area was adequate for administrative services.

4.2.1.4 Status of Furniture in the Municipality

The furniture is another physical asset of the any organization. It is for managing the documents, providing comfortable sitting to the service receivers. It means the furniture directly or indirectly assists to decorate the offices and in making service delivery systematic and efficient.

Hence, the researcher took this variable for assessment from the service receivers' perspective – whether they see the well managed ward office/ municipal office or not.

So, the researcher aimed to understand the physical resources particularly furniture including table, chair, desk, sofa, drawers, mattress, etc. Findings associated with furniture are presented in given table.

Table 14: Status of Furniture in the Municipality

Response	Frequency	Percent
Insufficient	20	20.0
Sufficient	76	76.0
Adequate	4	4.0
Total	100	100

Source: Field Survey, 2017

According to above table, out of 100 service receivers, 76% service receivers reported that there were sufficient facilities of furniture including chairs, tables, and drawers. Following this, 20% service receivers responded that there were insufficient facilities of furniture. Only the 4% service receivers reported that there was adequate facility in terms of furniture. The office of VDC was converted into the ward office so majority of the service receivers were responded that there were sufficient furniture because the office of VDCs were changed into ward office and the municipality was rich in forest resources as well.

4.2.2 Human Resources of the Municipality

Human resource is one of the most important components for either rural development or either institutional development – making effective service delivery. The researcher has used human resource variable for assessing the institutional capacity. Here, human resource categorically assessed i.e. governmental officials and locally elected representatives. They both have direct effect to make the administrative service delivery effective and efficient.

4.2.2.1 Profile of Public Officials of the Municipality

The municipality has all together 60 staffs ranging from Executive Officer to Peon. Among them, 16 staffs were just posted there under the official's assimilation mechanism of government of Nepal.

The all staffs are not permanent. 16 staffs were working there under the contract. Social mobilizer in each ward office is working on the contract basis as well.

Most of the contracted officials were assistance of the office. As per the suggestion of supervisor of this study, the researcher selected 20 staffs purposively. To assess the capability of the governmental officials, the researcher fundamentally collected some information. They are presented as below:

4.2.2.1.1 Academic Level of the Public Officials of the Municipality

Generally those who are in public service, definitely they are educated but the higher level academic qualification matters in work efficiency. So, the researcher selected to assess the academic qualification of the public officials working in the municipality.

Table 15: Academic Level of Public Officials of the Municipality

Academic Level	Frequency	Percent
Secondary Level ⁶	5	25.0
Higher Level ⁷	15	75.0
Total	20	100.0

Source: Field Survey, 2017

The table presents that the academic qualification of the public officials is efficient for maintaining effective service delivery. 15 public officials were educated higher level (Bachelor to Degree of Philosophy and Degree of Literature). Only 5 public officials possessed degree of secondary level.

Generally, educated and capable people can only enter in public sector as government servant. However, higher education is important. The findings reflect that the municipality had very energetic and highly educated human resource as public servant. So, the public service delivery can be effective and efficient if they really want to serve people.

4.2.2.1.2 Working Experience of the Public Officials of the Municipality

The experience is also an important factor which directly plays vital role in making administrative service delivery effective. If there are well experience public officials, they easily perform the task with qualitative assurance.

⁶ Secondary Level: According to National Curriculum Framework Nepal 2007 secondary level refers to grade 9-12 grade.

⁷ Higher Level: Higher level education implies bachelor and above academic level including master's degree, master's philosophy (M.Phil), degree of philosophy (Phd) and its above ,degree of literature (Dlit).

Hence, the researcher took the experience as one of the factor for effective service delivery. He found the following findings regarding to the experience of the public officials.

Table 16: Working Experience of Public Officials of the Municipality

Distribution of Working Experience Year	Frequency	Percent
1-3 Year	10	50.0
4-6 Year	8	40.0
7-10 Year	2	10.0
Total	20	100

Source: Field Survey, 2017

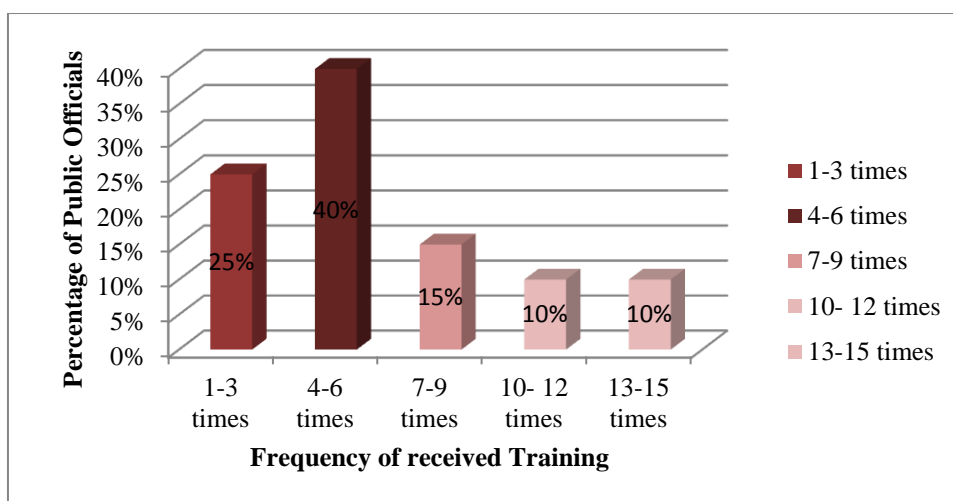
The experience makes people perfect. Regarding this quotation, the experience component of the governmental official was determined to assess for profile of governmental officials of the municipality. Following this, in this municipality had newcomer staffs in the governmental job. 10 governmental staffs had 1-3 year working experience. Similarly, 8 staffs have 4-6 year working experience. Only the 2 staffs had good working experience ranging from 7-10 years.

The findings indicate that there were 50% well experienced public officials and 50% public officials were newly entered into this sector. When the municipality was established, the municipality has managed required human resources through free competition examination. So, there are locally selected public officials were occupied by 50% who were less experienced.

4.2.2.1.3 Training of the Public Officials at the Municipality

Training is a process of learning. It includes to positive changes in knowledge, skills, and thinking of the staffs of organization. It is one of the most important components of the modern human resource development. It directly ensures capability for efficiency and effectiveness of the service delivery (Agrawal, 2015).

Hence, the researcher has taken the training as one of the best variable for assessing effectiveness of the administrative service delivery.



Source: Field Survey, 2017

Figure 9: Status of Training received by Public Officials of the Municipality

The above figure shows that the majority of public officials who got training 4-6 times were high by 40%. Following this, 25% public officials were got training 1-3 times. Likewise, 15% public officials of the municipality had got training in between 7-9 times and 10% public officials got training 10-12 times. Similarly, 10% public officials got training 13-15 times. This findings show that the number of well- trained public officials few in the municipality. There was majority of newly selected public officials.

This finding reflects that there were well experienced human resources to provide qualitative and quantitative administrative service delivery to people.

4.2.2.2 Profile of Local Elected Representative of the Municipality

Contextually, this research was carried out in context of transforming local bodies in to local levels and local election in federal model in the nation. So, the researcher presumed that the locally elected representatives have very significant role for making administrative service delivery effective. The elected representatives are more responsible to implement and practice national legislative policies and formulate effective policies for development and deliver administrative services to people. Therefore, they were also studied under the institutional capacity of the municipality.

The researcher has set some component to develop profile of the locally elected representatives which are shown statistically.

4.2.2.2.1 Academic Level of the Elected Representatives

The education is enlightenment for development. It is essential from formulating plan of development to establish a mechanism for making service delivery effective. Hence, the researcher interested to assess academic background of the elected representatives.

Table 17: Academic Level of Elected Representatives

Academic Level	Frequency	Percent
Basic ⁸	8	38.1
Secondary Level	11	52.4
Higher Level	2	9.5
Total	21	100

Source: Field Survey, 2017

The above table reflects that the majority of elected representatives i.e. 11 representatives educated up to secondary level, 8 representatives educated up to basic level and only 2 representatives educated up to higher level. The more representatives educated up to only basic level. It is so because new educated generations are not interested in politics. They don't intend to come in politics. Therefore, locally active people though they didn't have higher education degree were in politics. However, very few representatives had degree of higher education. It means, if they have strong commitment for they can improve and maintain effective service delivery in the local level.

4.2.2.2.2 Occupational Background of the Elected Representatives

Knowledge of previous occupational background is one of the major inputs for making the changes in anything either it is administrative service delivery or other development activities. Hence, the researcher also assessed to the occupational background of the representatives of the municipality.

The researcher used Multiple Choice Question (MCQ) for analyzing political background since the representatives involved in many occupations. The findings are presented as below:

⁸ Basic Level: National Curriculum Framework Nepal (NFC), 2007 defined to basic academic level to grade 1 to 8. This level is also categorized into three phases- first phase 1-3 grade, second phase 4-5 grade and third phase 6-8 grade.

Table 18: Occupations and Involvement of the Elected Representatives of the Municipality before Local Election 2017

Occupations and Involvement	Responses	
	N	Percent
Politician ⁹	15	37.5%
Entrepreneur ¹⁰	7	17.5%
Farmer ¹¹	13	32.5%
Social Worker ¹²	5	12.5%
Total	40	100

Source: Field Survey, 2017

The above table presents socio-economic background of the representatives in terms of different occupations involved before local election 2017. Out of 40 cases, 37.5% elected representatives responded that they involved in political activities beside other activities. Following this, 32.5% representatives came from farming background as farmers. Likewise, the 17.5% representative occupied positions in local government who were from entrepreneurship sectors. 12.5% representative involved in different N/NGOs.

In MCQ analysis, finding reflects that which option got more value is the highly preferred option of the respondents. It means, firstly, more representatives were politician, secondly farmers, fourthly entrepreneurs and lastly social works.

4.3 Effectiveness of Administrative Service Delivery of Municipality

The Constitution of Nepal (2015) has provisioned many powers and authorities enacting LGOA, 2017. Constitutional mechanism has been ready for providing administrative service to local peoples.

The researcher presented and explained the findings of the field study to saturate second specific objective of the study as follows:

⁹ Politician implies here as person who involved in political party full time as active steering committee member.

¹⁰ Entrepreneur refers as a person involving in unique, creative and self- operating micro level business.

¹¹ Farmer is a person whose main source of livelihood is farming.

¹² Social worker is a broad concept but here it implies to that person who was working in different development partners organizations for rural development.

4.3.1 Purpose of Visiting Offices of the Municipality

The study was based on the administrative service delivery of local levels in federal context. According to the Local Level Operation Act 2017, local levels have more administrative services in comparison to Local Self Governance Act 1999. Furthermore, the functions of general administration are more decentralized in comparison to LSGA, 1999. It means the constitution have tried to make local governments more powerful in terms of administrative service delivery, resources, decision making power, etc. As mentioned above, the study focused on only administrative services that include registration, recommendation, verification and map pass. The local levels i.e. ward offices and municipality has been providing these services to public.

Table 19: Purpose of Visiting Offices of the Municipality

Types of Administrative Services	Ward number and Address of the ward office and municipal office					Total
	Municipal Office, Gajehda	1 Ward Office, Bairiya	5 Ward Office, Kopawa	9 Ward Office, Jinuwa	11 Ward Office, Hathausa	
Vital Registration and Registration	7	7	4	11	11	40
Recommendation	0	9	15	8	6	38
Verification of document	13	4	1	1	3	22
Total	20	20	20	20	20	100

Source: Field Survey, 2017

Above cross table presents nature based service receivers visited different studied office of the municipality. When the researcher conducted Exit Poll with the service receivers who visited Ward offices and Municipal offices, it was found that the 40 service receivers visited to offices of local government so get registration like to get marriage registration, registration of shops, micro level business firm etc. following this, 38 of service receivers visited to get letter of prescription/ recommendation paper.

Likewise, 22 service receivers told that they visited to offices of municipality for getting verification (kinship verification), and map pass.

4.3.2 Awareness of Service Receivers

Effectiveness is not happened with one side. It is based on two sides. As the argument of right based approach of development, the justifiable development will be there where there are active service receivers who always make cautious to service providers. It means the efficiency and effectiveness of service delivery is determined by awareness of the service receivers. The researcher used to measure awareness level of the service receivers using the follow up of the citizen charter board.

Table 20: Awareness of the Service Receivers about Citizen Charter Board

Response of the Service Receivers	Frequency	Percent
Yes	8	8.0
No	92	92.0
Total	100	100

Source: Field Survey, 2017

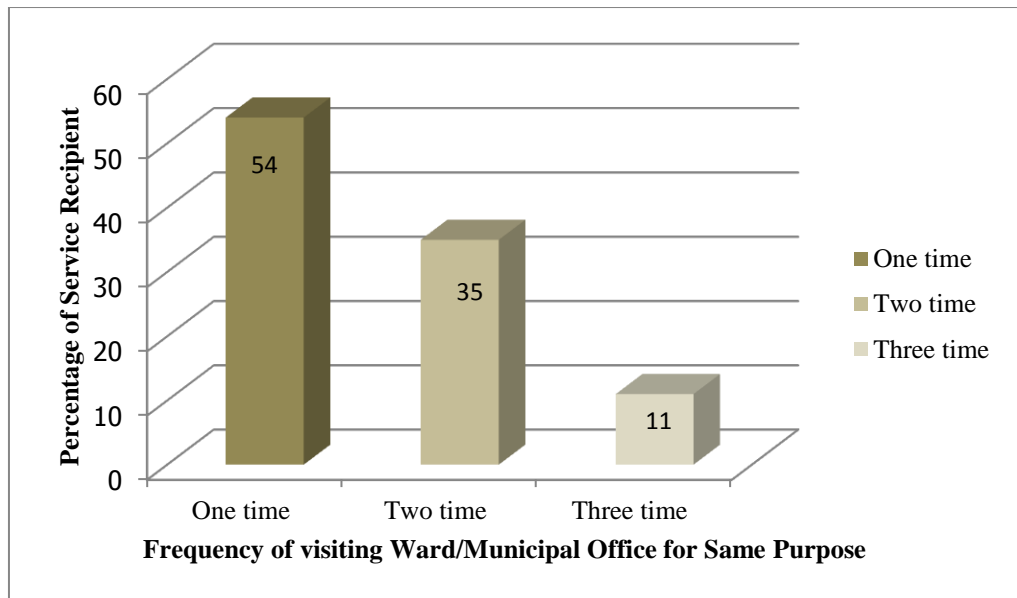
Above table shows that there is very nominal number of service receivers who followed the citizen charter board to get administrative services from offices of local level. 92% service receivers didn't follow citizen charter board. And only 8% service receivers followed citizen charter board.

The researcher further inquired about that – what kind of reasons behind this phenomenon. It is found that among 5 studied offices; only 2 offices had citizen charter board. Similarly, the service receivers were not careful for getting services on time. Likewise, the ward secretary responded that the service receivers come directly with us and told about their tasks rather than following the citizen charter board due to their illiteracy, lack of awareness and full confidence upon the public officials.

4.3.3 Frequency of visiting Ward offices and Municipal Office

Frequency of visiting subordinate office of municipality has been considered as one of the best variable to assess the effectiveness of administrative service delivery. It is argued that if there is effective administrative service delivery, the service receivers doesn't repeatedly visit the office of municipality/ward for the same purpose.

When the researcher inquired with the service receivers regarding to the frequency of visiting ward office, the following result was found.



Source: Field Survey, 2017

Figure 10: Frequency of Visiting Offices of the Municipality for Same Purpose

Above shown bar diagram shows that there were moderate leveled administrative service delivery because about half of the total i.e. 54% service receivers visited only one time for the same service. Following this, 35% service receivers visited two times for the similar administrative task. Likewise, 11% service receivers visited three times for the same administrative service.

The researcher further tried to go in depth for finding out what kinds of reasons were there for delay in administrative service delivery. Most of the service receivers who visited the ward offices two times or more than two times, responded that they didn't have sufficient knowledge for required documents, so we got delay in administrative service delivery. Absenteeism of chair of ward office was also one of the reasons for delay administrative service. 42 year old male respondent said that;

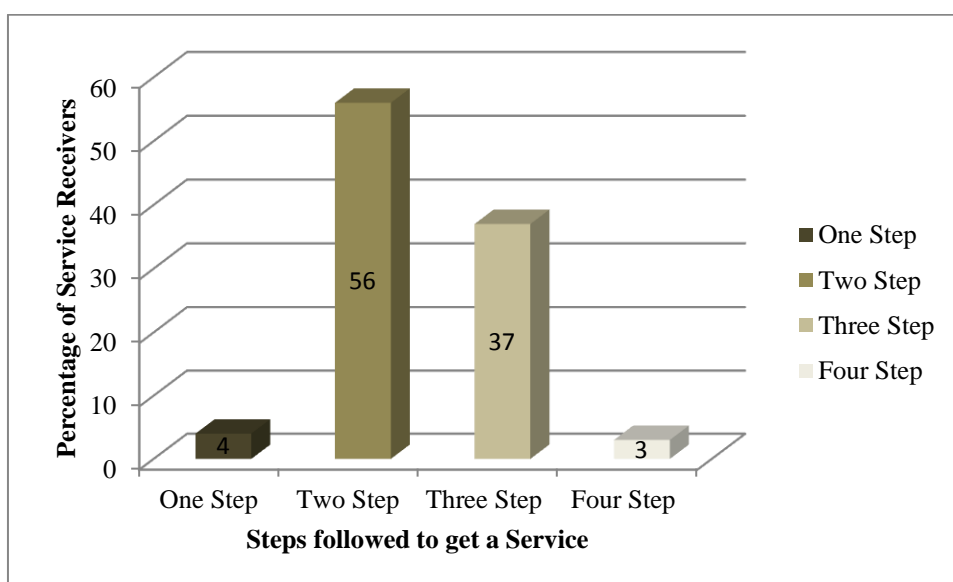
...Before, local election, the administrative service was performed only by the ward secretary, it was fast. Now we need to signature of ward chair. And the ward chair's frequent absent in the office due to their regular meeting in municipality and DCC, we fall in problem. We have to go home of the chairperson for their sign. Therefore, we were not benefited.

We have to come two times or have to go to home of the chair for only sign of them.
[Based on the personal conversation of the researcher with the research participant on 9 October, 2017]

This is a vibrating response of the service receiver regarding to service delivery mechanism. This kind of problem questions to the public service delivery about its effectiveness. If such trend gets high, the aspirations and expectations of the people never comes into reality. And then there will be no any distinctive difference between unitary model and federal model. Therefore, the newly elected representatives need to stop such kind of problem faced by few people.

4.3.4 Process to Get a Service

The procedure is also a variable for assessing effectiveness of administrative delivery in the municipality. When there is short and sweet administrative procedure for getting service, it directly accelerates to effective administrative service delivery. Generally, there are two steps followed for getting administrative service. Hence, the researcher inquired regarding to steps followed to get a service, following findings are found.



Source: Field Survey, 2017

Figure 11: Process to get a Service

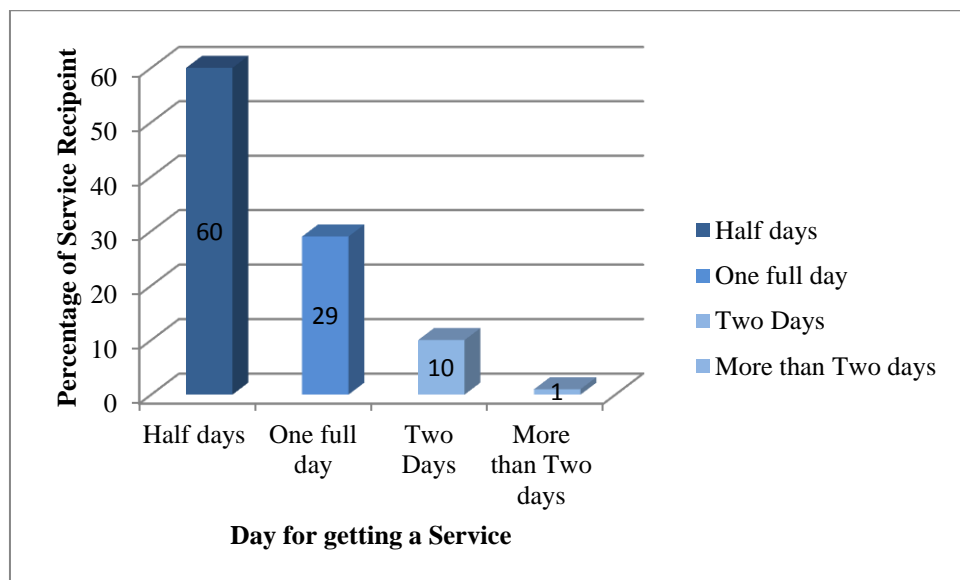
Above, bar-diagram shows that most of the service receivers needed to pass two steps for getting a service. It means 56% service receivers followed two steps. Following this, 37% service receivers followed three steps for getting a service.

Likewise, only 4 % service receivers followed the one step and 3% service receivers followed four steps for getting administrative service. Further, the researcher inquired with the service receivers what kind of steps they need to be followed. It was found that most of the service receivers came to ward office with application letter; they had to pass two steps i.e. preparation administrative task like preparation of recommendation letter from secretary and verification with chair of the ward office.

Those who didn't come with application letter, they needed to follow three or four steps. One steps followed was exception since, the ward secretary did all things in presence of the chair person.

4.3.5 Time for Getting Service

With the restructuring local levels in federal system, the local levels have become autonomous, and many more administrative services have been vested to the local levels. It means the administrative service delivery is going to be effective and efficiency. This has been assessed with the tentative period of getting administrative service. Regarding to, the researcher also tried to discover information about consuming time for getting an administrative service. Findings are shown in given figure.



Source: Field Survey, 2017

Figure 12: Time Period for Getting a Service

The above diagram shows that the most of the service receivers have got their administrative service on time. 60% service receivers got their administrative service within half days. Following this, 29% of the service receivers got their administrative service within one day. 10% of the service receivers got their service within two days. Likewise, there was only 1% of the service receivers got their service on more than two days. Most of the tasks were related to ward offices. So, they got service within half days. The municipal office is located at the centre of the municipality. So it took a day generally to get administrative service. The executive officer of the municipality told that the whole staffs of the municipality were devoted to effective service delivery to serve people to internalize the essence of the local government but those service receivers who hadn't required document, they bound to come to the office more than two times.

4.3.6 Status of Computerized Service Delivery

The governing system of Nepal is going to be transformed into e-governance. The paper based service delivery has been changing into digitalized system for making the service delivery effective, efficient and transparent. All of the governmental officials have developed websites and electronic system in order to make the administrative service delivery effective. Hence, the researcher has assessed the status of computerized service delivery in the municipality to measure the effectiveness of the administrative service delivery in the municipality. The findings are shown in table:

Table 21: Status of Computerised Service Delivery

Types of Administrative Services	Is computer is used in service delivery?		Total
	Yes	No	
Registration	7	33	40
Recommendation	10	28	38
Verification of Document	13	9	22
Total	30	70	100

Source: Field Survey, 2017

The above table reflects that the out of 100, only 30 service receivers got the administrative service delivery through utilization of computer.

As per nature of administrative service, 38 service receivers came to ward/municipal offices for getting recommendation letter. Among them, 10 service receivers got computerized recommendation letters for further process. Similarly, 22 service receivers visited offices of the municipality for getting verification of documents. They got service through computer system. Likewise, 7 service receivers out of 40 who visited offices of the municipality got service through computer system. 30 service receivers who visited for getting registration and verification paid fees and got computerized receipt bill. These findings reflected that the municipality has been trying to ensure quality administrative service delivery.

4.4 Opportunities and Challenges of the Administrative Service Delivery

The Constitution of Nepal (2015) has been written and promulgated with essence of making local government more powerful and autonomous. It is for ensuring good governance strengthening local democracy for sustainable economic prosperity in order to change rural livelihood of people. However, The Federalism is a broad governing system. It demands optimum level of decentralization at local levels. The optimum levels of decentralization in all dimension, requires to sufficient infrastructure, availability of efficient human resources, required economic sources. Such perquisites of the federal governing system only accelerate and ensure the effective service delivery. Hence, the researcher presented and explained the findings of field study to explain opportunities and challenges of the administrative service delivery in federal context.

4.4.1 Opportunities of Service Delivery of the Municipality

The Constitution of Nepal (2015) has been written and promulgated with essence of making local government more powerful and autonomous. It is for ensuring good governance strengthening local democracy for sustainable economic prosperity in order to change rural livelihood of people. Accordingly, the concept of local government was envisioned and internalized into 753 local levels in the nation. This restructuring of local levels opens to the door development opportunities in terms of economic dimension, political dimension, social dimension and environmental dimension. Especially, the opportunities of municipality in federal polity in terms of service delivery can be presented as below:

4.4.1.1 Access to Administrative Service

The accessibility of service is one of the major opportunities of the local governments in the federal model. Principally, the local government is aimed to be established as close as possible with local people. Accordingly, the local governments of Nepal have been established very close to the local people. Large number of local bodies was transformed into local levels into only 753. While doing this, it has raised question that how the accessibility to administrative service is ensured but powers and functions of subordinate office of the municipality i.e. ward office have been increased. Such devolution of powers and responsibility ensured the accessibility of administrative service to the local people.

Regarding to the accessibility of the administrative service, the executive officer of the municipality responded that this kind of local government is for the local levels. The government of Nepal has devaluated powers and responsibility to the local government relating to vital registration. The LSGA, 1999 and Regulation, 2000 also provided administrative service relating to the vital registration.

But the LGOA, 2017 has enlisted more functions relating to administrative service likes to provide verification and recommendation letter in English medium, recommend to open new primary school, to recommend for caring and rearing to orphan and needy people, to provide registration, operating permission, to renew and dismiss local cooperative organization, to provide registration, operating permission and to renew and dismiss to local radio station by 100 Watt, to provide and distribute land registration certificate etc.(See other function in annex).

The accessibility to these administrative service save both time and money of the local people. It is opportunity for the local people to get service at their door. It creates multiplier effect for transformation of rural life. The local people can get their service within their separate time saving both money and time. They can invest their time and money in productive sectors which assist directly to uplift their economic condition. Above data also justified that more service receivers have got their service within half day.

The researcher further inquired to mayor of the municipality about the opportunity created after local election and restructuring local levels. He responded with smile that the local service receivers have got their guardian.

They come to office of municipal/ ward and directly visit us to ask where to contract for the particular service. He told to me that they humbly responded them with required documents. Particularly, he said that this type of administrative service mechanism has ended to go Kathmandu to get operating permission of FM Radio, it has ended to Kathmandu to get registration business firm, it has ended to go Kathmandu to get operating permission of general hospital and Nursing Home, etc. Hence, the accessibility to administrative service is one of the opportunities of the local government in federal context.

4.4.1.2 Administrative Convenience

The administrative convenience is also one of the important opportunities of the local government in federal context. The term administrative convenience is a broad which covers to digitalized service delivery, availability of waiting room for service receivers, compensation based citizen charter board, etc. The local government in federal has administrative convenience. The government of Nepal has tried to make the administrative convenience through e-governance.

The administrative convenience also supports to local people to get administrative service. With the accessibility of internet, the service receivers can get information about the tax levied to the municipality through official websites of the municipality. Like other information can be easily accessed through the websites of the municipality. It means, the administrative convenience also saves time and money of the service receivers.

The researcher tried to gain information about the opportunities of the local government in federal context from the Executive Officer of the municipality, the Mayor of the municipality and the Chairperson of selected ward offices. Regarding to this, the researcher found that the computer system has been already installed in administrative service delivery mechanism to accelerate effectiveness of the service delivery. The computer system has been used in making receipt of revenue payment/fee payment at municipal office, to prepare recommendation letter and to provide other certificate. The data base has been developed to update old aged and differently able people. The web site has been developed. All the required information is in process for entry in web site. The municipality has not sufficient building to delivery administrative service from separate sections.

However, the municipality has managed waiting room for the service receivers. It has been well managed with ceiling fan and television. The social mobilizers visited to different village under the jurisdiction of the ward office to collect information about the old aged citizens and differently able people.

For the administrative convenience, one of the chairpersons of a ward office responded that when he was absent due his meeting at district level or municipality level, he requested to a member of ward committee to perform the task of the chairperson.

He further said:-

... We are servant of local people not representatives. The government has provided different roles and functions which are for serving local people. So, when we go receivers' to meeting due our district level meeting and municipality level, the service administrative service cannot be completed. Therefore, I requested a member of ward to come to the ward office and perform task honestly. [Based on the personal conversation of the researcher with research participant on 6 October, 2017]

Therefore, the local government has many opportunities. The implementation and operationalization of the opportunities are determined by the locally elected representatives. When they do have willing power to make administrative more convenience and comfortable, they can it easily. Hence, constitutionally, the local government in federal context has opportunity of administrative convenience.

4.4.1.3 Responsible and Accountable Public Officials

The local government in federal context has another opportunity in term of administrative service delivery is responsible and accountable public officials i.e. accountable and responsible local bureaucracy. Generally, it is argued that the public officials are responsible as much as possible when they are close to the local peoples.

The localized public officials become familiar with the local peoples. Similarly, the local levels got the elected representatives; such gap fulfilment also provides assurance of responsible and accountable public officials. So, the local government has got responsible public officials as an opportunity in context of federal local levels and local election. It ensures good governance as well. The responsible and accountable local bureaucracy is also essential for the sustainable development.

The researcher asked question to the service receivers how much the public officials are responsible and accountable towards the service receivers, their response were categorized into five levels – I don't know, Disagree, Neither disagree nor agree, Agree and Strongly agree.

Table 22: Perception of Service Receivers towards Public officials

Responses	Frequency	Percent
Don't know	3	3.0
Disagree	1	1.0
Neither disagree nor agree	13	13.0
Agree	72	72.0
Strongly agree	11	11.0
Total	100	100

Source: Field Survey, 2017

The above table represented that the most of the service receivers responded that public officials were responsible and accountable. Out of the 100 service receivers, 72% service receivers responded that they were agree regarding to the questions, 11% service receivers were strongly agree whereas 13% were in dilemma, they couldn't able to response positive or negative regarding to question. Similarly, 3% service receivers also responded that it not any condition to tell responsible and irresponsible to the public officials. Similarly, only one service receivers responded that the public officials were not responsible and accountable.

The researcher observed to public official's presence to the ward office/ municipal office. He found that all the public officials came to the office on time. He didn't see any public officials misusing their time. All were busy in their tasks – providing administrative service. Further, the researcher inquired with Mayor of the municipality about the performance of the public officials in local government regarding in federal context after local election. He responded that the all the required human resources weren't available in the situation. It was very hard to accomplish administrative tasks by limited numbers of the human resource. However, all the staffs were honest, responsible and accountable to their tasks. Therefore, the administrative service delivery got smoothness.

4.4.2 Challenges of Service Delivery of the Municipality

The federalism is a broad governing system. It demands optimum level of decentralization at local levels. The optimum levels of decentralization in all dimension, requires to sufficient infrastructure, availability of efficient human resources, required economic sources. Such perquisites of the federal governing system only accelerate and ensure the effective service delivery. The researcher explains the challenges found in the municipality regarding to administrative service delivery.

4.4.2.1 Challenge of Physical Infrastructure

Constitutionally, the municipality has a power and authority to provide to mentioned functions in LGOA, 2017 to local people. Legally, it is sufficient but the weak physical infrastructures both external and internal were challenging to the municipality for effective administrative service delivery.

The researcher found that the municipality had faced challenges of physical infrastructure at first hand regarding to provide administrative services to the local peoples. The four ward offices had their own buildings but those building were not sufficient to provide service in section wise. They were traditionally constructed. Even a ward office was not good like to operate and provide the service because it was damaged during Maoist's insurgency. And due to lack of internal economic source, it couldn't be maintained. Further, a joint ward office was providing public services to the citizens of two wards jurisdiction due to scarcity of building for ward office. Similarly, the municipal office as well had not sufficient building to provide service with section wise. The municipal office was newly constructed but not sufficient. All the observed offices were not friendly for people with disabilities. Likewise, the required physical resources like communication facilities, alternative power backup, and Internet were also not available at the ward office. Out of four ward offices only two ward offices provided computerized services to the service receivers. The computer system was not installed at the ward office for making receipt of payment.

The mayor of the municipality responded that first challenge and problem of the municipality is the unavailability of the physical infrastructure including building for

the office. The constitution has provided many functions and to make systematic and standard service delivery, it requires to section wise service delivery.

But the municipality had not sufficient physical infrastructure to provide services in that manner.

Regarding to this, a ward chairperson told;

...During the Maoist's insurgency, the building of contemporary VDC was damaged. The ceiling is totally damaged. During this monsoon, the rainfall water was leaked through the ceiling. It was very difficult to be seat there. And then how we can perform under this situation. [Based on the personal conversation of the researcher with research participant on 25 October, 2017]

Hence, the physical resources directly or indirectly plays vital role for making administrative service delivery effective and efficient. The human resources were capable but they had not required tools, equipment and other facilities at ward/municipal offices. After then, how they can provide quality service to the service receivers. Therefore, unavailability of the physical resources and infrastructure is one of the challenging factors to the effective administrative service delivery of the municipality.

4.4.2.2 Financial Challenges

Financial challenge is a major challenge of the local levels for effective service delivery in federal context. The Constitution of Nepal has provisioned many functions to the local level. The implementation of the given functions and public services to the local people with efficient and effective way, it requires economic resources.

Locally, the main economic resource is natural resource i.e. river related resources and forest related resources which are under the jurisdiction of federal, province and local levels. According to Constitution of Nepal (2015), the federal government will provide equalization grant, counterpart grant, special grant and conditional grant. The equalization grant is not for making administrative service delivery effective as provisioned in prevision grant allocation mechanism. It means, to maintain the economic capital, source of local revenue is major.

At the initial period, the local government couldn't enlarge the coverage of tax as its target due to legal problems since many functions related to tax collection are guided by law of province. And the province government was not formulated.

However, in the municipality, the major economic resources were local market, river related resources, forest related resources, micro level industries like rice mill, furniture, etc. There were not big industries. It means coverage of revenue is limited.

It results low collection of revenue. It directly affects to the municipality in terms of providing effective service delivery.

4.4.2.3 Challenges of Human Resources

Human resource is the most important resources out of the other since it mobilises to other rest resources. We have all things but there is not efficient human resource, we cannot do any things on time. It means, whatever mentioned and devaluated to local levels, if there is presence of the human resource, is meaningless.

The researcher found that there was a problem of human resources for making effective administrative service delivery. While doing observation, he found that a single Ward Secretary was performing the administrative functions of the service receivers of two wards. Such incident was found in two ward offices whereby joint ward office was there. It means, the secretary had double pressure administrative functions. Such situation directly decreases to quality of the administrative service delivery.

According to Local Level Operation Ordinance 2017, in a ward office, there are at least three public officials namely, Ward Secretary, Administration and Assistant Accountant and Office Assistant.

Regarding to this provision, the researcher didn't found that structure of human resource rather, there were Ward Secretary, Social Mobilizer and Office Assistant. The social mobilizers were under the LGCDP budget scheme. Similarly, due to problem of human resource the recommendation letter in English medium was not provided from the ward office.

The researcher further inquired with mayor and executive officer of the municipality regarding to this human resources availability. The mayor responded that public officials were performing their tasks.

He further told that the municipality had been overcoming the challenges of the human resources. The executive officer of the municipality responded that to fulfill the required vacancy in the municipality to provide public service, the municipality hired the public officials locally through free competition. That recruitment had solved problem of human resources at some extent.

CHAPTER-VII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the summary of the findings and draws the key conclusions upon the research objectives. Following this, it then offers a list of recommendations based on the previous chapters and subsequent findings.

7.2 Summary

The study is an initial assessment of the administrative service delivery of the newly restructured local levels in context of local election in federal polity. The Constitution of Nepal (2015) has provisioned many powers and jurisdiction for local government. Similarly, the LGOA, 2017 enacted to implement the powers and rights of local level provisioned by Constitution of Nepal promoting co-operations, co-existence and coordination between federal, province and local levels ensuring people participation, accountability, transparency in cost effective and qualitative service delivery.

In this context, the study set the objectives to analyse institutional capacity of the municipality, explain effectiveness of the administrative service delivery and to explain the opportunities and challenges of the administrative service delivery in the municipality. Methodologically, the study was based on the descriptive and explanatory research design using both qualitative and quantitative data and information. Four ward office and municipal offices were studied as purposive sample. Exit Poll, KII, Institutional Survey Questionnaire and Observation Checklist were used as research tools.

The institutional capacity of the municipality is not sufficient in term of physical resources like building and instalment of computer system in service delivery. The studied ward offices did not have sufficient and comfortable building for service delivery. The public service is given from the same desk at the ward office. In addition, out of four ward offices, two ward offices had joint ward offices. Similarly, out of four ward offices, only two ward offices were providing service using computer system. The public officials possessed very productive age, sound academic qualifications, very good experience and trainings for casting the administrative service efficiently.

Similarly, the elected representatives were neither highly strong nor weak. The chairperson of ward offices were educated and involved in developmental organizations. As per their experience, they tried to make the administrative service delivery effective. The members of ward committee were moderate level.

The administrative service delivery mechanism is good in the municipality. After local level election, the municipality has got locally elected representatives. They played vital role to make the administrative service delivery effective and public oriented service delivery mechanism. They increased awareness and provided information about added general administrative services to the local people. While doing the exit poll to understand effectiveness of administrative service delivery of the municipality, most of the service receivers responded their administrative task was completed within their time. So, they were satisfied with the mechanism.

The municipality has opened the door of opportunities in terms of access to administrative services. It has ended to go district headquarter for getting a small administrative service. Similarly, administrative convenience is another opportunity. The municipality had power to install the high tech for making administrative service convenience and comfortable public service delivery. Finally, the autonomous local government had another opportunity i.e. accountable and responsible local bureaucracy. However, with the rising opportunities of the administrative service delivery of the local levels in federal context, there were several challenges and problems which were blocking the opportunities to be come in full fledged. The main challenges of the administrative service delivery are challenges of physical infrastructures, financial challenges and challenges of human resources.

❖ Findings related to the institutional capacity of Banganga Municipality (Objective-I)

- Four physical variables were assessed. Regarding to this, availability of vehicle in the municipality is very low. Only 3% respondent responded that there was sufficient vehicle. Similarly, 17 % respondent responded that there was insufficient availability of the vehicle. Likewise, 80% respondent reported that there was not availability of the any vehicle at the ward offices.
- Similarly, the status of communication facility in the municipality studied. The condition of communication facility was also poor in the municipality.

63% respondents reported that there was availability of communication facilities. 32 % respondents answered that there was communication facility but it was not sufficient. Only 5% respondents reported that there was good facility of the communication facility.

- The status of computer system was satisfactory level in the municipality. 48% respondents reported that there was sufficient computer instalment in the ward office and municipal office. 45% respondents were reported that there was not sufficient facility of computer system. Likewise, 7% respondents were responded that there was adequate computer facility in the municipality.
- Another studied component regarding to physical resource is status of furniture in the municipality. The status of furniture in the municipality was good. Only 20% respondents reported that there was insufficient, 76% respondents reported that there was sufficient furniture. Following this, 4% respondents reported that the status of furniture was good – adequate furniture in studied offices of the municipality.
- Academic qualification of the public officials working there was sufficient. 15 public officials were educated higher level (Bachelor to Degree of Philosophy and Degree of Literature). Only 5 public officials possessed degree of secondary level.
- Similarly, the working experience was considered as one of the major component for assessing the human resource capability at the municipality. While doing, 50% public officials were 1-3 year experienced, 40% public officials were 4-6 year experienced. Likewise, only 10% public officials were 7-10 years experienced.
- Training is the most important process for making public officials capable and efficient. Hence, the researcher inquired further more regarding to frequency of received training. 40% public officials got training 4-6 times, 25% public officials got training 1-3 times. Following, this, 15% public officials got training 7-9 times. 10% public officials got training 10-12 times. Same percent of public officials got training 13-15 times.
- Out of 21 representatives, 11 representatives educated up to secondary level, 8 representatives educated up to basic level and only 2 representatives educated up to higher level.

❖ **Findings related to effectiveness of the administrative service delivery (Objective-II)**

- The visiting ward/municipal office for getting a service determines the effectiveness of the administrative service. Regarding to this, 54% service receivers visited ward/municipal officer for getting an administrative service. Following this, 35% service receivers visited two times in order to get a same administrative service. Likewise, 11% visited three times for a same administrative purpose. Major reasons for delay service delivery were not having required documents and absenteeism of chairperson of ward office due to their regular meeting at DCC level and municipality.
- The service receivers generally followed two steps for getting a service. 56% service receivers got service following two steps, 37% got service following three steps. Following this, 4% service receivers got service following one steps – emergency task was performed with following one step. Only 3% service receivers got service following four steps.
- The period for getting an administrative service was less time consuming. It was found that 60% service receivers finished their task within half day. 29% service receivers finished their task within one full day. Likewise, 10% service receivers got their administrative service from ward/municipal office within two days. Only one 1% service receivers got service consuming more than 2 days.
- The utilization of computer system in administrative service delivery reflects effective and qualitative public service delivery. Regarding to this, only 30% service receivers got service through computerized system.

❖ **Findings related to opportunities and challenges of administrative service delivery of the municipality in federal context (Objective-III)**

- The restructuring local bodies into local levels based on the essence of federal polity in Nepal have opened the door of many opportunities for good governance, sustainable economic development, and leadership development from grass-root level. Regarding to the study, the municipality has opportunities in terms of administrative accessibility, administrative convenience and accountable and responsible bureaucracy.
- The implementing to powers, authorities and jurisdictions of local levels at the initial phase is itself challenges.

The municipality has facing challenges of physical infrastructure, financial challenges, and challenges of human resources.

7.2 Conclusion

The municipality was not institutionally strong in terms of physical infrastructures. The two ward officer were operating and providing public servicers from the joint ward office. The building of ward office and municipal office was not sufficient and not friendly for people with disabilities. The public officials were capable and efficient for the service delivery. There were young and newly entered human resources as public officials. So, they were active and excited to serve people within federal model. The chairpersons of three ward offices were academically capable and they had good knowledge for administration as well since they were involved in social work and own business-entrepreneurship. However, the elected representatives were not trained and well-informed about the existing policies of local government. Nor they found more devised with the know-how of formulating development and making effective service delivery in the municipality.

With the restructuring to local bodies into local levels and local election, the administrative service delivery has been found effective in comparison to previous practice. It has become cost-effective. The more service receivers got services within the allocated time. The three offices –two ward office and municipal offices have already started computerized service delivery. Hence, there is progressive changes and transformation of administrative service delivery. Moreover, The local election has provide an inclusive platform of the leaders at the local levels involving the different caste/ ethnic groups and the women- it is thus instrumentation of participatory democracy.

The newly restructured municipality in federal polity has opened the door of many opportunities. The municipality has offered the opportunities in term of administrative accessibility, administrative convenience and accountable and responsible bureaucracy. However, it has been facing challenges of problem of infrastructure, economic resources and human resources for operationalizing the powers, authorities and jurisdiction regarding to administrative services.

Such problems call for strong collaboration with the provincial council of Province 5, electoral constituency Kapilvastu -1 (A), District Coordination Committee of the district, and the federal government at the center

7.3 Recommendations

With the conclusion, the researcher has recommended some key suggestions which can be fruitful to the municipality in order to maintain the effective service delivery. Empirically, the study offers the following recommendations:

- The local representatives need to increase awareness about the administrative service delivery particularly in terms of fee, time, required documents and process with tentative time period.
- Each ward offices should hang citizen charter board at suitable place so as the service receivers easily notice.
- Increase importance of citizen charter board among public and the public officials request to the service receivers to follow citizen charter board.
- Initiate computerized service delivery in those ward- offices which were not providing in computerized system.

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ANNEXES:

Annex 1: Semi-structured Questionnaire for Exit Poll

Research context and objectives

Namaste, I am Mahesh Tharu, a student of University Campus, TU. For the requirement of Master's degree in Rural Development, this research is going to conduct in Banganga municipality to explain opportunities and challenges of administrative service delivery of local government. So, I will ask some questions to you. It will take about half an hour. Are you ready?

Yes

No

1. Introductory Part of the Respondent (Service Recipient)

1.1	Name of the Respondent	
1.2	Address	Banganga, Ward No:,
1.3	Sex	Male Female
1.4	Caste/ethnicity	Janajati Dalit Brahmin & Chhetri Madhesi

2. General information about service recipient

2.1	For what purpose did you come to Ward Office?	To pay tax To get recommendation letter To get verification
2.2	Do you follow citizen charter to receive administrative service?	Yes No
2.3	If yes, do you receive the services according to the time framework mentioned in the citizen charter?	Yes No
2.4	If no, how do you access the services?	Through officials Through representatives Through third sector Other
2.3	What is the frequency of visit to local government for getting these services?	One time Two time Three time Four time More than four time

2.4	How many steps do you have to be passed getting these services?	One step Two step Three step Four step More than four step
2.5	What is the tentative time period receiving these services?	Half day One full day Two days More than two day
2.6	If the tentative period of receiving service gets long? Why?	1..... 2..... 3.....
2.7	What are the disparities affected while accessing these service?	Favoritism and Nepotism Influence Kickbacks Improper gifts and gesture Other

3. How do you describe the competencies of governmental officials at local levels who are responsible for delivering administrative services?

S. N.	Factors	Very good	Good	Fair	Poor
3.1	Education				
3.2	Experience				
3.3	Ability				

4. How do you assess physical resources of local bodies which help to deliver administrative services?

S. N.	Physical resources	Not available	Insufficient	Sufficient	Adequate
4.1	Vehicles				
4.2	Communication facilities (telephone, fax, internet)				
4.3	Computers				
4.4	Others				

5. Role of Service Recipient

5.1	Do you give full support to local bodies to make effective administrative service delivery?	Yes No
5.2	If yes, what support?	..... .....
5.3	If no, why opposition	..........

6. Major changes of service delivery mechanism after restructuring new local bodies in Nepal

6.1	Do you experience/ observe changes in service delivery mechanism of local bodies after restructuring local bodies in Nepal?	Yes No
6.2	If yes, what did you experience?	..... ..... .....
6.3	If no, why not?	..... ..... .....

7. Satisfactory of the Service Receivers

7.1	Are you satisfied with the current standard/ quality of administrative service delivery?	Yes No
7.2	If yes, how do you explain these satisfactions?	..... ..... .....
7.3	If no, why?	..... ..... .....

8. In your opinion, what are the different problems that are related with challenges which affect to better/effective administrative service delivery?
.....

9. Attitude of the service receivers towards local elected bodies and restructured local government .To what extent do you agree with following statement? (1) strongly disagree, (2) disagree, (3) neither agree nor disagree, (4) agree, (5) strongly agree, don't know (0)

S. N	Statement	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Don't know
1	The governmental officials are responsible and accountable to the service receivers.						

Thank You

Annex 2: Institutional Survey Questionnaire

1. General Information

1	Name of the organization	.....
2	Types of the organization	Ward office Municipal office
3	Location / address	Ward No. Tol:
4	Major services	.........................

2. Physical resources of the organization

❖ Profile of Elected Representative

S.N.	Name of Elected Representatives	Sex	Age	Ethnicity and Caste	Education	Post	Occupational background
1							
2							
3							
4							
5							

Indication

Sex: 1- male, 2- female.

Age: 1 = 21-30 years, 2= 31-40 years, 3=41-50 years, 4=51-60 years, 5=above 60 years.

Ethnicity and Caste: 1-janajati, 2-Dalit, 3- Brahmin & Chhetri.

Education: 1- Primary (1-5), 2- Lower Secondary (6-8), 3- Secondary (9-10), 4- Intermediate (11-12), 5- Bachelor and above Bachelor,

Post/Position: 1- Mayor, 2- Chairperson, 2- Member

Occupational background: 1 pure politician, 2- Entrepreneur, 3- Farmer, 4- Social worker

❖ Profile of Governmental officials

S.N.	Name of the governmental officials	Sex	Age	Ethnicity and Caste	Education	Post	Year of Working Experience	Frequency of received training
1								
2								
3								
4								
5								
6								
7								
8								

9								
10								
11								
12								

Indication
Sex: 1- male, 2- female.
Age: 1 = 21-30 years, 2= 31-40 years, 3=41-50 years, 4=51-60 years, 5=above 60 years.
Ethnicity and Caste: 1-janajati, 2-Dalit, 3- Brahmin & Chhetri.
Education: 1- Primary (1-5), 2- Lower Secondary (6-8), 3- Secondary (9-10), 4- Intermediate (11-12), 5- Bachelor and above Bachelor,
Post/Position: 1- Executive officer, 2- Assistant officer, 3- Account officer, 4- Technician, 5- Secretary, 6- Office assistant

6	Is there building of this office?	Yes No
7	Is this building is sufficient for administrative service delivery?	Yes No
8	If no, why?	..... ..... .....
9	Is this building is disable people friendly?	Yes No
10	If no, what are the reasons?	..... ..... .....
11	Vehicle of the organization	Yes No
12	Total number of vehicle	.....
13	Is there communication facilities (telephone, internet, fax)	Yes No
14	Is the computer system is used to deliver services?	Yes No
15	Which services are provided using computer system?	Making receipt of fees Recommendation letter
16	Is there power backup for electricity cut off	Yes No
17	If yes, what is its type?	Renewable energy source Non-renewable energy source

❖ **Economic Resources**

18	Total amount granted from Municipality	
19	Tax generated (based on the last fiscal year)	
20	Major natural resources to be supplied?	.....

❖ **Challenges/ problems faced during discharging administrative service delivery**

.....
.....

❖ **Opportunities of the local government administrative service delivery**

.....
.....

Date of Survey

2074-

Signature of researcher

.....

Annex 3: Elected Local Representative Semi-structured Interview Schedule

1. General Information

1.1	Name of the respondent	.....
1.2	Sex	Male Female Third gender
1.3	Position in ward committee / municipality	Mayor of Municipality Chairperson of Ward Member
1.4	Location / address	Ward No. Tol:
1.5	Ethnicity and caste	Janajati Dalit Brahmin & Chhetri Madhesi
1.6	Age of the respondent	21-30 years 31-40 year 41-50 51-60 Above 60
1.7	Education	Primary level (1-8) Secondary (8-12) Bachelor Above Bachelor
1.8	Occupational background before election	Pure politician Entrepreneur Farmer Working in Social Sector(social worker)

2. Role of the representative in administrative service delivery

2.1	What is your role and functions in ward committee/ municipal council?	..... ..... .....
2.2	Do you think that the council / ward office has enough and clearly define powers and functions to undertake the responsibilities for making administrative service delivery effective?	Yes No
2.3	If yes, what kind of power is defined for you?	..... ..... .....
2.4	If no, what are these reasons?	..... ..... .....
2.5	Have you develop any innovative service delivery strategy or mechanism?	Yes No
2.6	If yes, what are they?	

3 Institutional capacity of the Ward office/ municipality

Do you describe competencies of staffs (education, experience, ability and knowledge of the Ward office/ municipality?

.....

Do you think Ward office/ municipality has sufficient physical resources in terms of building, vehicles, communication facilities, computers, and other tools?

.....

What are the major economic resources of the Ward office/ Municipality?

.....

4. Major changes of service delivery mechanism after restructuring local government and having local elected representatives in local government in this municipality.

4.1	Do you experience/observe changes in service delivery mechanism of local government after restructuring local government and having local elected representatives?	Yes No
4.2	If yes, what do you experience?	..... ..... ..... .....
4.3	If no, why?	..... ..... ..... .....

5. In your opinion, what kind of challenges is there in administrative service delivery occurred after restructuring local government in Nepal?

.....

6. In your opinion, what kind of opportunities is there in administrative service delivery occurred after restructuring local government in Nepal?

.....

Thank You

Annex 4: Semi-structured Interview Schedule for Political Leader

1. General Information

1.1	Name of the Respondent	.....
1.2	Sex	Male Female
1.3	Position in Party	.....
1.4	Ethnicity and caste	Janajati Dalit Brahmin & Chhetri
1.5	Name of Political Party	Nepali Congress CPN, UML Maoist Centre

2. How do you response with functions and service delivery mechanism mentioned in constitution of local level in newly restructured local levels? Do the function and service delivery mechanisms of the local levels really fulfill the demand of people? If yes how, if not why?

.....

3. Do you give full support to Ward office/Municipality office in administrative service delivery? If yes, how and if not why?

.....

4. How your political party make link between service provider and service receivers?

.....

5. Do you think that the institutional capacity of the local levels in terms of human resources (elected representatives and governmental officials), physical resources is capable for discharging the administrative services mentioned in ordinance of local level operation, 2017? If yes, how, if not why?

.....

6. What are the major economic resources of the municipality?

.....
.....

7. Do you experience and observe any changes in service delivery mechanism after restructuring local levels and having elected representatives? If yes, what are they, if no why?

.....
.....

8. How do you manage political clashes to manage effective service delivery? If any plan?

.....
.....

9. Is your party has done any work/ activity for making administrative service delivery effective? If yes? If no, is there any plan?

.....
.....

10. What kind of opportunities and challenges you and your party is looking for from this kind of restructured local levels?

.....
.....

Date of Interview

Signature of Researcher

2074-

.....

Thank You

Annex 5: Semi-structured Interview Schedule for Executive Officer of Municipality

1. Introductory part of the respondent

1.1	Name of the Respondent	
1.2	Office's Address	Banganga, Ward No:,
1.3	Sex	Male Female Third gender
1.4	Caste/ethnicity	Janajati Dalit Brahmin & Chhetri

2. General information of the respondent

2.1	What is your post in this office	Executive office Assistance officer Account officer Technician (engineer, sub engineer, additional sub engineer and AMIN) Secretary (ward office) Office assistant
2.2	What kind of administrative service delivery do you provide to public?	..... ..... ..... .....
2.3	How many years have you been in your current post?	.....
2.4	What is your educational background?	Management Humanities Pure Science Education Technical
2.5	How often are you given in service training?	1-3 times 4-6 times 7-9 times 10-12 times 13-15 times More than 15 times

3. Relation between service receivers and service provide

3.1	Do service receivers give their support to you to address their need?	Yes No
3.2	If yes, how they support?	..... ..... .....
3.3	If no, why?	.....

	
3.4	Did the servicer receivers' behave have any influence to consider administrative service delivery?	Yes No
3.5	If yes, what are these?	Try to link with nepotism Show their political power Kick- backing Improper gifts and gesture

4. Required resources for discharging administrative services

4.1	Does this office have required vehicle?	Yes No
4.2	Does this office have required computer?	Yes No
4.3	Is there sufficient facility of communication?	Yes No
4.4	Is there power back up for electricity cut off?	Yes No

5. Major chances of service delivery mechanism after restructuring new local bodies and having local elected representative in local bodies in this municipality

5.1	Do you experience/ observe changes in service delivery mechanism of local bodies after restructuring local bodies in Nepal?	Yes No
5.2	If yes, what did you experience?	..... ..... .....
5.3	If no, why?	..... ..... .....

6. What kind of Challenges/ problems are you facing while providing administrative service to the public in this Federal model of governing system?

.....
.....

7. How do you explain the opportunities created in the new structure of the local government in federal model of governing system in Nepal in terms of administrative service delivery?

.....

Date of Interview
2074/ / /

Signature of Researcher
.....

Thank You

Annex 6: Observation Checklist

Name of organization:

Address: Banganga Municipality, Ward No:

Date: 2074 -

1. Constitutional and Legal Framework

1.1	Are you providing all administrative service mentioned in Schedule no. 1(E) of Ordinance for governing local level, 2017.	Yes No
1.2	Is there citizen charter board?	Yes No
1.3	Is there notice board at ward office/ municipality office?	Yes No

2. Institutional Capacity

2.1	Is the ward/municipality office in its own building?	Yes No
2.2	Is this office is sufficient for delivery services?	Yes No
2.3	Is there space for waiting place for service receivers?	Yes No
2.4	Is the service being delivered by using computer system?	Yes No
2.5	Is there sufficient communication facilities?	Yes No
2.6	Is there any vehicle?	Yes No
2.7	Is there effective human resources management for delivery services to people?	Yes No
2.9	Is there separate chamber for different services?	Yes No
2.10	Is this office is sufficient in term of physical resources for discharging services?	Yes No

3. Interaction of Service Provider and Service Recipient

3.1	Do the governmental officials come to office on time?	Yes No
3.2	Is there organizational chart?	Yes No
3.3	Is the service delivery is based on first come first hour?	Yes No
3.4	Is the service recipient get service sitting in quae?	Yes No

3.5	Is the service recipient support to governmental officials while getting services?	Yes No
-----	--	-----------

4. Effectiveness of Service Provider

4.1	Do the governmental officials come to office on time?	Yes No
4.2	Do the officials perform their tasks efficiently?	Yes No
4.3	How much time do they use for breakfast?	Don't use separate time for breakfast 30 min or less than 45 min 60 min
4.4	Are they polite and accountable to service receivers?	Yes No
4.5	Do they suggest to service receivers adequately?	Yes No

Annex 7: General Administrative Functions and Jurisdictions of Local Level

S.N.	General Administrative Functions and Jurisdictions of Ward Office
1.	Verify kinship
2.	Recommend to get citizenship or copy of citizenship
3.	Recommend to appraisal of housing tax
4.	Being a witness for opening closed house or room
5.	Recommending to appraisal of house and land tax
6.	Verify birth date
7.	Recommending to not in effective business and trade, not operating business and trade
8.	Verify married and unmarried
9.	Recommend for free or paid treatment
10.	Provide verification and recommendation letter in English medium
11.	Verify personal information
12.	Verify house
13.	Recommend to maintain land ownership certificate
14.	Recommend to maintain same if someone has different name, surname, birth date and other information.
15.	Recommend to amend name, surname and birth date
16.	Recommend to provide land owner certificate if someone lost it
17.	Verify protector and recommend protector of institutional and individual
18.	Recommend fragmentation of land
19.	Verify kinship with alive person
20.	Verify kinship with dead person and recommend to collection information
21.	Recommend to state alive
22.	Verify beneficiary
23.	Recommend to transform name
24.	Recommend for right of land
25.	Recommend to change industry location
26.	Recommend to open Primary school
27.	Recommend to evaluate land
28.	Recommend to caring and rearing to orphan and needy people
29.	Recommend for married adopted citizenship
30.	Recommend to state economic condition good or bad
31.	Recommend to change school location
32.	Recommend to install tap of drinking water and electricity
33.	According to law and as devaluated rights, others recommendation and Verification, etc.
S.N.	General Administrative Functions of Municipal Office
1.	To provide registration, permission, renew, and dismiss of local cooperative organization
2.	To provide registration, permission, renew and dismiss of local radio by 100 watt
3.	To provide registration, permission, renew and dismiss to local business firm.
4.	To provide Land registration certificate

5.	Up to date old aged citizen, differently able and needy people, distribute identify card to them, manage and distribute social security and service
6.	To make register and manage Farmer Group, Agriculture Cooperative and agro related other organization.
7.	To provide registration and operating permission to general hospital, nursing home and diagnosis centre and other health related in local areas.
8.	Individual incident registration (birth, death, marriage, migration, divorce)
9.	Under the constitution and the law of province, provide permission to local Internet service, Tele-centre, Cable TV and wireless TV

Source: Local Government Operation Act, 2017

