

PEOPLE'S PARTICIPATION
(A CASE STUDY OF CHAMATI LAND POOLING IN KATHMANDU
METROPOLITAN CITY)



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ABSTRACT

The government is almost the sole of services in the rural sectors of developing countries. People centered development culture has not yet been institutionalized in Nepal. In the academic discourse the decentralization has come to be regarded as the best way of integrating local people in the web of development. Development practioners, however, see decentralization as a necessary but not a sufficient condition for involving cross section of local people into development intervention. Because of the elite domination, the power mass, the poor and the marginalized and successfully block their meaningful integration in local government in Nepal.

The local government have to shoulder the increasing responsibility for the provision of public goods and services and the management of public goods and services and the management of public money in order to fulfill the responsibility effectively and properly, local government bodies must maintain fiscal discipline i.e. the ability to spend tax paid money and local resources effectively and in accordance with national and local micro economic objectives and targets.

Present study is an endeavor to have a fresh look at the local governance status through assenting the level of people's participation in developing process. The study also explores the actors and factors shaping participation as well as causes for non participation in Land pooling process in Nepal. For the purpose of the study the Chamati Land Pooling project was selected. For the research numbers of respondents from among the community members have been interviewed through a structured questionnaire. Furthermore, selected respondent like representative of landowner, the executive officer of KMC, engineer and project implementation officer were also interviewed.

LIST OF ABBREVIATION

| | |
|--------|--|
| ADB | Asian Development Bank |
| BS | Bikram Sambat |
| CBS | Center Bureau for Statistics |
| DDC | District Development Committee |
| DS | Decentralized Scheme |
| FAO | Food and Agriculture Organization |
| GLD | Guided Land Development |
| GoN | Government of Nepal |
| HLDC | High Level Decentralization Committee |
| JICA | Japan International Cooperation Agency |
| KMC | Kathmandu Metropolitan City |
| LAPA | Local Adaptation Plan of Action |
| LSGA | Local Self Governance Act |
| OECD | Organization for Economic Cooperation and Development |
| UNESCO | United Nation Education and Social Council Organization |
| UNDP | United Nations Development Program |
| UNRISD | United Nations Research Institute for Social Development |
| WB | World Bank |
| VDC | Village Development Committee |

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CHAPTER I

INTRODUCTION

1.1 BACKGROUND OF THE STUDY

The notion of people's participation in their development has been gaining momentum in the process of human empowerment and development. Many development agencies are making how explicit statement on what they understand by participation and such statement are instrumental in determining strategy and methodology. Contemporary development scholars have been advocating the inclusion of people's participation in development project as they believe the avowed objectives of any projects cannot be fully achieved unless peoples meaningfully participate in it. Stoue(1990) argues that peoples participation in development may help bring effective social change rather than impose an external culture on a society. Similarly, referring to the experience of rural development programme, Shrimpton (1989) states that community participation in the design and management of a project greatly enhances the likelihood of project successes due to improved goodness of fit and increased sustainability. The FAO Rural Institution and Participation service (SDAR) of the Rural Development Division (SDA) define participation in development as a process of equitable and active involvement of stakeholders in the formulation of development policies and strategies and in the analysis, planning, implementation, monitoring and evaluation of development activities. To allow for a more equitable development process this advantaged stake holders need to be empowered to increase their level of knowledge, influenced and control over their owns livelihood including development initiatives affecting them.

Participation as a concept is however a contested subject. The World Bank (1998, 39) defines participation as "a rich concept that means different things to different people in different settings. For some it is a matter of principle, for others a practice and for still others, an end of itself". There is no one comprehensive definition that describes how participation works in development. The definition depends on the approaches of the development organization and their capacity to implement their participatory approaches.

“Participatory development stands for partnership which is built upon the basis of dialogue among the various actors, during which the agenda is jointly set and local views and indigenous knowledge are deliberately sought and respected. This implies negotiation rather than the dominance of an externally set project instead of being beneficiaries”(OECD,1994).

“Participation is a process through which stakeholders influence and share control over development initiatives and the discussion and resources which affect them”(World Bank,1994).

The most popular and widely adopted strategy for ensuring peoples participation in local government is identifying as decentralization. There is perhaps no institution like local government bodies to provide a wide scope for peoples participation at grass root level.

Almost everywhere rural/urban development programs mainly have been implemented through the local bodies. Therefore this study attempt to investigate the present governing system in land pooling project in Nepal with respect to people’s participation

Nepal is one of the least urbanized countries in the south Asian with 6.3 % of its population residing in the urban areas in 1981. It appears that the 1971-1981 decade experienced a major spray out in urban population increasing by approximately 0.81 % at the rate of annual 8.4 %.The urbanization rate in the early 1990s was around 8%. 2001 census of Nepal, only 14% population were lived in urban areas. According to 2012 census report of Nepal 17% population lived in urban areas. The rate of urbanization has been increased due to the migration from rural to urban areas and accordingly population of the urban area is not being easily fulfilled. The basic needs of the urban people (food, shelter, cloth, drinking water and infrastructure) are being limited due to uncontrolled migration.

In order to meet the housing demand for future population, various land development schemes has been initiated by Government of Nepal. The Kathmandu Valley Development authority, Nepal act empowers local bodies to undertake land development measures adopting these three major tools which are site development and services, Guided Land Development and Land Pooling.

Land pooling is one of the techniques of land development and is very popular in Nepal. Using this techniques land partial of a given area are pooled into a single plot for a temporary period.

Plots are re shaped and readjusted to have access infrastructure services and provided and return back to the original landowner. So that the whole area is converted into developed residential plots with basic infrastructures. It is a method by which public facilities in a certain area such as road, sewerage, parks, open space, drinking water, electricity, communication that are necessarily created and improved through the mechanism of certain contribution of land from the landowner for the cost recovery through selling of sales plots. Individual plots are made easier to use better developing land purpose. So it made the land in regular shapes.

In this scheme the developed plots which are original land parcels minus contribution for public facilities are reserved and land are re- distributed to the original landowner so that this scheme is fair and all the beneficiaries or landowners are equally benefited.

The aims of this research paper to explore the performance of local government bodies in their land development programme. Specially, this study aims to investigate the level of people's participation and to identify the major causes and issues that affect the extent of people's participation in land pooling underlines the quality of governance by influencing other causal factors such as organizational set up, policies, and actors.

1.2. STATEMENT OF THE PROBLEM

The unplanned growth of urbanization in the Nepalese town is creating problems. The population of the Nepalese town is increasing dramatically in search of employment, education, health services, security and other basic needs. People from remote area of the country are migrating in urban area. According to National Population and Housing Census (2011), National report, the urban population (population residing in 58 municipalities) constitutes 17% of the total population. The urban population will be double by the year 2030 out of which will be 30% of the total population of Nepal. In the absence of strong planning and regulating body the urban environment will degrade for more than today and undesirable urban sprawl will spread much more.

In Nepal the houses are built with no proper provision of roads, water supply, drainage and other facilities. The urban area is growing haphazardly day by day. Effective intervention at policy and implementation level is required to check farther haphazard growth of urbanization leading to degradation of environment and undesirable visible and sanitary condition. Thus the resident of

the urban people's are feeling to need of a planned urban environment. Kathmandu Valley development authority was formed to address this need through initiation and co ordination of planned development of Kathmandu Valley.

In this context, level of people's participation is not analyzed in the context of Chamati Land Pooling Project. Therefore, it is pertinent issue to explore the level of people's participation in Chamati Land Pooling in the context of changing urbanization.

1.3 RESEARCH QUESTIONS

This study is intended some question regarding people participation in land pooling projects. The answer to these questions will expose the reality of people's participation in land pooling and will open up the way of addressing the related problems. The main research questions of this study are:

- 1) How people's participation in land pooling project are implemented?
- 2) Why people involved in land pooling project?
- 3) What are the views of concerned office, landowners and its line agencies of Chamati Land pooling Project?

1.4 OBJECTIVE OF THE STUDY

The present study is an attempt to address these frequently raised empirical questions. The objectives of the study are as follows:

- 1) To analyze the level of participation of local people in land pooling project cycle;
- 2) To examine the present status of Chamati Land pooling Project; and
- 3) To identify the major factors affecting the extent of participation of local people in Chamati Land Pooling Project.

1.5 RATIONALE OF THE RESEARCH

Urban structure is one of the major issues which are difficult to manage in the present scenario by different factors. Nepal being a developing country with less infrastructure and manpower remains no exception in this regard. With the growing urban population and simultaneous growth in demand for urban infrastructures, the urban centers are experiencing different development pressures. The central and the local government which exercise the power and responsibility to

provide these services are gradually lagging and gaps between the demand and supply of this infrastructure are ever increasing. The private sector who have a lot of money and have sufficient resources has not been able to meet the growing needs due to lack of adequate support from the government and the local bodies. Though the government has tried to incorporate private sector in the development process, it has not been adequately fulfilled because of unclear policies regarding investment and payback mechanism. The lack of effective management, inactive people's participation, attitude towards infrastructure development affects the level of peoples participation. In consequences, lots of money, time and manpower is inefficiently mobilized towards the management of current physical infrastructure problems. O that urban infrastructure development through people's participation can be more effective and efficient. Most of the town of the world was built through the land or house pooling. Land pooling is one of the component of the urbanization. In Nepal few urban development scheme have been under taken. In Nepal sites and services, Land pooling and guided land development programme are being carried out to increase the land accessibility and to ensure the rationale use of scarce land resources. The purpose of this research paper what is the content of peoples participation in land pooling, how peoples participation in land pooling were implemented and what are the challenges of effective implementation of peoples participation in land pooling.

1.6 SCOPE AND LIMITATIONS OF THE STUDY

This study is focused on the key characteristics of peoples participation being practiced in land pooling project and how peoples participation can be further strengthened for land pooling project in urban area. This research only covers the Chamati land pooling project conducted by Kathmandu Metropolitan City Office which was running since 2060B.S till now.

1.7 CHAPTER OUTLINE

The thesis has been organized in six chapters. The first chapter outlines the topic and background of the thesis. The theoretical and analytical framework, on which the study is based, is presented in the Second Chapter. It surveys literatures that discuss the prevailing concept of participation and land pooling project and provides the framework, which has been used for the study. In addition, this chapter deals with the brief account of exploring participatory practices in land pooling projects in Nepal. The history, the dilemma of the theory and practices of peoples participation through decentralization efforts in land pooling in Nepal also been attempted to

explore through analyzing available literatures. Chapter Third contains the methodology adopted to pursue the study. It discusses the methods and techniques applied for data collection and analysis. Chapter four looks at the data presentation and subsequent analysis the data. Chapter five contains the conclusion of the study.

CHAPTER II

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 INTRODUCTION

In the first part important concepts of people's participation have been discussed. Here I discussed the way different authors have manifested people's participation strategies. Secondly, the extent of people's participation is used in Nepalese context is also outlined. Likewise, the land pooling procedures through people's participation is illustration. Finally, conceptual framework for the study being based on theoretical understanding is developed.

2.2 THEORETICAL UNDERSTANDING OF PEOPLE'S PARTICIPATION

2.2.1 PEOPLE: WHAT IT MEANS?

People generally mean a body of citizens of a state or country. In social science parlance, people denotes a group of humans living in the same country under one national government, a nationality and who used to share a common religion, culture, language or inherited condition of life. Marriam-Webster dictionary defines 'people' as a body of person who compose a community. Tribe, nation or race an aggregate of individuals forming a whole; a community; a nation. In this study 'people' on one hand, workers, day labors, minorities, woman folk who usually consider as key actors for project implementation. On the other hand, local elites, businessman and other enlightened and socially responsible person in the local community who are able to contribute to the planning, designing, monitoring and evaluation stage of development projects.

2.2.2 PEOPLE'S PARTICIPATION

Since 1960s or even before, the term 'people's participation' has been growing catchy word for all walks of life although it has yet to achieve a fuller meaning and depth. French political philosopher Alexix de Tocqueville who propounded people's participation, is essential for the sake of survival of democracy. Democracy might be undermined when people are incapable to persuade government decisions. The main theory behind people's participation in their development is that real development must be people-centred (Fensterbusch, and Wicklin, 1989).

Participation has been defined in narrow and broad terms. In narrow sense participation is defined as the active engagement of citizens with public institutions, an activity which falls into three well defined modes; voting, election campaigning and contacting or pressuring either individually or through group activity, including non-violent protests (Vebrat et al, 1978; Parry et al, 1992). Excluded in this definition are attitudes towards participation in rural development effort. In its broad terms participation is a “collective sustained

Definitions of people’s participation

- Everyone has the right to take part in the government of his country, directly or through freely chosen representatives... This will of the people shall be the basis of the authority of government (United Nations Article 21 of the Universal Declaration of Human Right).
- People’s participation refers to ... the organized efforts to increase control over the resources and regulative institutions in given social situations on the part of groups and movements of those hitherto excluded from such control (UNRISD, 1987).
- People’s participation defined as involvement of people in contributing to the development effort, sharing equitably in the benefits derived therefrom and in decision-making in respect of setting goals, formulating policies and planning and implementing economic and social development program (Economic and Social Council of the United Nations in its Resolution 1929(LVIII)).
- People’s participation means that people are closely involved in the economic, social, cultural and political processes that affect their lives (UNDP, 1993, p.21).
- Participation means many things to many people; for some it refers only to voluntary contribution of labour; for some it defines certain kinds of political structures; for some it is a moral imperative; and for others it is a broad catch-all for any activity that involves a sufficient number of people one way or another (Butterfield, 1978, p26).
- By participation we mean association of people in the process of preparation. People show interest, take initiative, press demand and shoulder responsibility.

activity for the purpose of achieving some common objectives, especially a more equitable distribution of the benefit of development” UNESCO, 1979:15).

Political participation has been an issue in development from the beginning but its significance has increased principally because it has become part of official rhetoric. Individual full participation in making societal choices and decisions is a natural outcome of the endowment of individual dignity because it contributes to individual self development (Uphoff, 1996).

The meaning of people’s participation is changed over the time period. Byrant and White (1987) have postulated that the dominant concern during the 1950s and 1960s were controlling the amount and type of participation. Indeed participation was feared as a disruptive influence. Even

where participation was encouraged in a community development programme, it was very limited in shape.

Participation, during the 1950s and 1960s was defined in purely political terms; it means voting, party membership, activity in voluntary association, protest movement etc. As mobilization progressed, it was assumed that the benefit of growth was trickle down to the public and gradually simulated in their involvement in these political processes. In the meantime, it was important to provide institution to channel participation. So as to prevent its potentially unstable results, parties were particularly encouraged as a means to harness and manage the political energies and demands of public (Deutch, 1961; Parry 1972).

By the 1970s the meaning of participation on the development context began to be redefined. After then it became associated with the administrative or implementation process. According to John Cohen and Norman Uphoff (1978:11), the change of attitude was initially spurred by politicians, and “notable counter insurgency quality about it”. Participation was valued as an alternative to revolutionary movement and uprisings. At that time the political process was too undeveloped to elicit preferences or involve the public, and therefore the participation was too undeveloped. To elicit preferences or involve the public, and therefore participation would have more impact within the implementation process. In the words of Grindle(1980:3) participation in planning and implementation of programmes can develop the self reliance among rural people which is necessary for accelerated development(Lale,1975:150).

Recently the definition of participation in development has been located in development project and programmes as a means of strengthening their relevance, quality and sustainability. In an influential statement, the World Bank learning through which stakeholders influence and share control over development initiatives and the decision and resources which affect them (World Bank, 1995).

From this perspective participation should be seen in the level of consultation or decision making in all process of a project cycle from need assessment to appraisal, implement, monitor and evaluation. While these participation projects could be funded by the state, it is the way of

encouraging action outside the public sphere. The focus on direct participation of primary stakeholders, rather than indirect participation through elected representatives.

2.2.3 VARIETIES/FORMS/DIMENSION OF PEOPLE'S PARTICIPATION

There seem many things of types and forms of participation in the literature. For example Arnstein opines that the degree of participation may be of three types: non-participation, partial participation and genuine participation. In non-participation, the local people are ignored and the decisions of community are taken by the outside officials and experts. In partial participation, the local people are not involved in decision-making, but are consulted or they may be allowed to participate in the process. In genuine participation, the stakeholders are involved in decision-making directly taken on planning, implementation and monitoring of the local initiatives (Arnstein, 1969). Similarly, UNDP (1993, p.22) explains participation can take place in the economic, social and political arenas, each person necessarily participates in many ways at many levels. In economic life, it is as a producer or a consumer, an entrepreneur or an employee. In social life, it is as a member of a family, or of a community organization or ethnic group. And in political life, it is as a voter or a as a member of a political party or perhaps a pressure groups. All these roles overlaps and interact, forming patterns of participation that interconnect with and often reinforce each other.

Jean Nelson (1979) has identified three varieties of participation. They are:

- Horizontal variety of participation involves partisan or political behavior voting, campaigning, interest group activity and lobbying. In other words, the horizontal type of participation relates to activities to get people involve collectively influencing policy decisions.
- Vertical variety of participation includes any occasion when member of the public develops particular relations with elites or officials, relations that are mutually beneficial. Example includes patron client network and political machines. In both this cases the public this is not as concerned with influencing the government as it is with developing the particular relationship and receiving benefits from it.
- Participation in administrative process (which may develop with either horizontal or vertical participation) take the form of interest group activity to shape administrative decisions or a

particular exchange between patron and client; but usually it is more inclusive than either of the over two varieties. It includes decisions by farmers whether to adopt a new technology, rural dwellers meeting together to plan communal efforts to put up a market or taking part in civic education programmes.

Dimensions of People's Participation : The report of the United Nations (1975) and other development studies relevant that the people should participate in development project from need identification to need satisfaction stage, only they can be benefited from the development project plans. It implies that the involvement of people from goal setting, planning, formulating, implementing and evaluating projects and plans. According to Cohen and Uphoff (1980) people participation include a participation in decision making and participation in programme implementation and evaluation.

The second dimension is a focus on who participates. It is truly participatory approach. All those affected have to play a role at all stage of the development process (Lane: 1995). Cohen and Uphoff identify two groups of participants, residents and leaders as a partially important in participation in development. The World Bank approves to the 'who' dimension of participation call for the participation of stakeholders. Stakeholders are defined by the bank as the parties who either affect or get affected by development actions, which lack information and power and are excluded from the development process (World Bank: 1944).

The third dimension of participation is an organizational imperative. The commentators and practitioners in development pleaded for participation through local organization. The democratic, accountable, and responsive organizations and associations including village councils, progressive union farmer societies, trade union and multipurpose co operatives, may be effective in participatory development(Verhagan:1980).

In the World Bank discussion paper, Samuel Paul identify the four methods of participation; information sharing, consultation, decision making and initiating action (Paul:1987). The World Bank has put forward a number of practical suggestions for participation suggestions for participatory involvement. As The World Bank (1994) identifies six set of mechanism, moving from those in which stakeholders has least influence to those which they have most influenced which includes information sharing mechanism; consultative mechanism; joint assessment

mechanism; shared decision making mechanism; collaborative mechanism and empowering mechanism.

2.2.4 TOOLS USED TO MEASURE PEOPLE’S PARTICIPATION

For different levels of engagement, governing bodies use different types of instruments to develop awareness of local community. Here ‘instrument’ means institutional devices used by the organisations to organise and sustain people’s participation (Ngowi & Mselle 1998; Paul 1987). The use of these instruments varies in their complexity in terms of management and design of the program, and their relevance to different stages of people’s participation. The following table shows some of these instruments used at different stages of people’s participation.

Basically, people’s participation can be achieved through informing to the stakeholders and consulting with them. Informing can be done through letter box and awareness campaign (Robinson, 2002). New letter, direct mail out and local press column are other means of informing (Local Government Association, 2007). Likewise, surveys, focus group discussion and public information campaign are other source of informing for people’s participation (Bishop and Davis, 2002).

Table 2.1 Relations of Participation Stages with Participating Instruments Stages of Participation

| | Participating Instruments with Sources | | |
|------------|---|---|--|
| | Robinson, 2002 | Local Government Association, 2007 | Bishop and Davis, 2002 |
| Informing | Letterboxing, Information night, Awareness campaign | Newsletter, Direct mail out, local press column, displays | Surveys, Focus groups, Public information campaign |
| Consulting | Survey, Seminar, Exhibition and comments | Public meetings, Surveys, Discussions, | Key contacts, interest group meetings, public meetings, discussion papers, public hearings |

Source: Adopted from Robinson, 2002, Local Government Association, 2007 & Bishop and Davis, 2002.

Consulting with the stakeholders is another element of people's participation. Consultation can be achieved through survey, seminar, exhibition and comments (Robinson, 2002). Public meetings, survey and discussion are other means for consultation during people's participation. Besides, key contacts, interest group meeting, public meeting and public hearing are also consultation approaches (Bishop and Davis, 2002).

Similarly, Samuel Paul (1987) described three instruments use for people's participation:

1. Staff of the governing agency: A local governing body may use its field workers to mobilise and interact with local peoples or expected beneficiaries. This contract may happen only for information sharing or consultation within a group or individual basis. That means this instrument is used only at the initial stages, informing or consulting, of people's participation. For example, in agricultural and irrigation projects, field workers are often used to organise and interact with farmers to promote and sustain participation.
2. Community groups or workers: Community workers or volunteer groups from local people may be involved with a governing agency to act as community-mobilisers. The community or expected beneficiaries may have had a say in selecting a volunteer group. This type of involvement enables local people to identify their problem and solve it in their own way. Where the expected beneficiary is in large numbers, this type of group intervention is effective to truly represent a community's interest. For example volunteer groups suitably work in primary health care programs.
3. Target or user groups: Where all beneficiaries are engaged with development programs by any means. The expected beneficiaries, in this case, initiate and design programs on their own. This situation happens when local people reach the highest level of empowerment through continuous participation in community programs.

Stone (1989, p.212) argues that people's participation in development projects may help bring effective social change rather than impose an external culture on a society. Similarly, Shrimpton (1989, p.635), referring to the experience of rural development programs, states that community participation in the design and management of a program 'greatly enhances the likelihood of program success due to improved [goodness of fit] and increased sustainability'.

In this vein, Korten and Carner (1984, p. 201) argue forcefully that the development process should not ignore the 'creative initiatives of people' as they are 'the primary development resource'. Finsterbusch and Wicklin (1989, p.591) claim that participation can lead to initiatives on the people's part and allow them to assume 'ownership' of the development process. Both Aibel (1991) and Stone (1989) stress that people's participation helps individuals resolve their problems by themselves.

2.2.5 SIGNIFICANCE OF PEOPLE'S PARTICIPATION

Varieties of benefits can be achieved through people's participation. First, People participation is important because it gives community residents an active role in the development cycle, enabling them to share their expertise and resources. Their participation is designed to prevent mendicancy and dependence on government as has happened in the past.

Secondly, the development process becomes more meaningful as its supposed beneficiaries take an active part in the process. This active engagement in decision-making ensures that people come to "own the process" and that the response measures taken are relevant to their needs.

Thirdly, enabling citizens to take an active role in governance allows them to sustain the activities, even after national and local officials have completed their terms. The people can continue what was started despite changes in administration.

Furthermore, citizens being part of the decision-making process ensures that the policies, programs and projects being crafted are responsive to the needs that they themselves identify. They determine what needs to be done based on their own felt needs.

On the part of government, enabling citizens to take an active role in governance helps it maximized resources. Citizens can share their ideas in formulating policies at no expense to the government and civil society. Citizens may also be able to volunteer their labor in implementing programs and projects.

Secondly, enabling citizens to take part in the development cycle spares government from having to disseminate information as it becomes available to them (the citizens) by virtue of their participation in the process. Harnessing organized members of the community can facilitate dissemination as the representatives POs become the bearers of information.

Thirdly, having community members as part of the development cycle increases the government's visibility and transparency, making government less prone to community pressure. Engagement spares the government from criticism and citizen protest action when POs representatives are a part of the process of decision-making.

Fourthly, effective people's participation enhances the transparency of the development works, the accountability of the implementing authority, and compliance with the local laws, which consequently establish good governance.

2.3 EXTENT OF PEOPLE PARTICIPATION

People's participation as an integral element of change and development has been acknowledged – though not necessarily practised – in Nepal (UNDP, 1998, p.135). Evidence shows that in the Lichchhavi era is golden period because state was expected accountable to the local communities rather than to the bureaucracy and army. Shah Kings have always claimed that their *dharma* is to rule on the basis of people's consent i.e. in a participatory manner. The Rana Regime (1846-1951), with its emphasis on family- and clan-oriented top-down governance, had little respect for people's right. However, since unification of Nepal to the end of Rana Regime, there could not be observed as truly participatory democratic governance process. During Panchayat period (1960-1990), it was party less where political freedom against Panchayat was suspended. Except during the 1951-1960 and current post-1990 period, in which democracy has been re-established, the polity in the country has ranged from patrimonial to autocratic. The legacy of such a history continues to haunt the post-1990 period as well (UNDP, 1998, p.136). Due to Maoist insurgency and People Movement-II, so called autocratic King Gynendra's regime was also abolished to create the people-centered governance system in Nepal by drafting constitution by elected body (Constituent Assembly) which was desired by Nepali people six decade ago.

2.3.1 CONSTITUTIONAL AND OTHER LEGAL PROVISION ON PARTICIPATION

The importance of people's participation in governance has been underlined by the state through various policy documents. The constitution strongly upholds the principle of people's sovereignty in the Interim Constitution of Nepal, 2007 Article 2: "The sovereignty and the state authority of Nepal shall be vested in the people of Nepal". Interim Constitution , 2007 in Article

(33) of Obligation and Directive Principle of the State firmly emphasized to people's participation to ensure progressive political, economic and social transformations in the country. For this, political system should accept concepts of basic human rights, competitive multi-party democratic system, sovereignty inherent in the people and supremacy of the people, constitutional checks and balances, rule of law, social justice and equality, independence of judiciary, periodic elections, monitoring by the civil society, complete press freedom, right to information of the people, transparency and accountability in the activities of political parties, public participation and impartial, efficient and fair bureaucracy, and to maintain good governance, while putting an end to corruption and impunity. The governance system of the country should be an inclusive, democratic and progressive restructuring of the State, by ending the existing centralized and unitary structure of the State so as to address the problems including those of women, *Dalit*, indigenous people, *Madhesi*, oppressed, excluded and minority communities and backward regions, while at the same time doing way with discrimination based on class, caste, language, gender, culture, religion and region. There must be participation of *Madhesi*, *dalit*, indigenous peoples, women, labors, farmers, disabled, backward classes and regions in all organs of the State structure on the basis of proportional inclusion.

The Local Self-governance Act, 1999 aims to devolve power and responsibility relating to resource mobilization, create linkages with civil societies, and promote local leadership and private sector participation in service delivery. With these objectives, the Act envisages maximum participation of the people (a) by way of decentralization and (b) local self-governance with powers to make decision on day to day needs and lives of the people.

Similarly, Community Forest Rules and Regulation also made the people as a focal points for conservation and getting benefits from community forest. Likewise, Nepal's periodic plans emphasize on people's participation by ensuring participation of socially and economically backward and marginalized social groups.

2.3.2 PEOPLE'S PARTICIPATION AND LOCAL GOVERNANCE IN NEPAL

The decentralization of government from central to local levels is crucial for democratization. Formal efforts for decentralization governance in Nepal began in 1960s with the introduction of partyless Panchayat System. The Panchayat governance arrangement had three tiers of governments, viz. Village and Town at the bottom, followed by District and Rastriya (National)

Panchayat working as the Panchayat version of unicameral parliament at the top. Principally, Village/ Town and district Panchayat would be the elected LGIs with power to formulate policy & programmes and levy taxes.

Panchayat period witnessed numerous efforts in the direction of decentralization ostensibly with major thrust for strengthening the elected grassroots bodies both in rural and urban areas. The major initiative for decentralization and local governance during Panchayat era was the implementation of the Decentralization Scheme –DS (1984) as an integrated scheme of Decentralization Act (1982) and Decentralization Rules (1984) (Shrestha, 1999). Earlier to DS, all the initiatives were aimed at delegating functions and powers to LGIs simply through the executive order of the government, thus the LGIs acted simply on the will of the central government. A traceable process of decentralization was initiated with the implementation of DS that practically continued to the last days of Panchayat System until April 1990. Legally speaking, the DS continued to exist till the enactment of new Local Self Governance Act-LSGA (1999) which has a provision for its revocation. However, during the period of Panchayat System, emerged and remained unresolved. The most prominent issues were the roles and tasks of LGIs, the relationship between the government line agencies and LGIs, the roles and tasks of legislators versus local leaders, service delivery overlaps and duplication, the degree of autonomy of LGIs, accountability, transparency and the scope of LGIs fiscal authority. To materialize the essence of constitutional provision, first democratically elected government of 1991 promulgated four separate Acts- District Development Committee (DDC) Act, Village Development (VDC) Act, Municipality Act, and the Local Bodies Election Act- in 1992 as well as Working Procedure Rules (1993 and 1994). Although LGIs were formed in accordance with those new acts, they remained ad-hoc efforts for local governance and did not differ much from the earlier LGIs (Shrestha 1999). As there appeared the problem of cooperation among the LGIs, a comprehensive framework for local self-governance through unifying all these separate acts was realized. Responding to these issues, the government appointed a High Level Decentralization Co-ordination Committee (HLDCC), headed by the then officiating Prime-Minister in 1995, to make policy recommendations on decentralized governance (Joint HMG/N-Donor Review on Decentralization in Nepal 2001). Thus, for the effective implementation of the guiding principles (directive principle article-24/d) of the Constitution of Nepal 1991, the Local Self Governance Act (LSGA) was prepared and enacted in 1999. Simultaneously, LSG

Regulation was also introduced in 2000. These legal frameworks devolved wider authority for service delivery, planning, revenue generation to LGIs and capacity to function as the autonomous local self governments, along with increased administrative, judicial and fiscal powers. In view of some scholars, LSGA laid the foundation for the most effective local self-governance system in the country by statutorily recognizing the role of local self-governance and calling for accountability to their populace. However, following the recent year's unpredicted political changes, the effectiveness and continuity of its application has been a critical issue of discussion.

2.4 LAND POOLING AND PEOPLE'S PARTICIPATION IN NEPAL

Nepal adopted a National Adaptation Plan of Action (NAPA) to Local Adaptation Plan of Action (LAPA) for implementation process for people's participation in land pooling. NAPA was the first comprehensive action plan for land pooling released in 2010 (Helvetas Nepal, 2012). The NAPA document has identified well defined short-term and long-term priorities for people's participation in Nepal. It has created and enhanced awareness of people's participation at different scales and build long-term capacity through cross-sectoral and multi-stakeholder coordination. Nepal has adopted a multi –stakeholder led NAPA process, which is regarded as highly participatory, inclusive, flexible and responsive. Furthermore, it is a key national document that provides a basis for the government to guide further people's participation and manage financial resources in a coherent and coordinated manner (MOE, 2010).

After the development of NAPA, Nepal has come up with an innovative local planning process called the Local Adaptation Plan of Action (LAPA) which also guides for land pooling. The LAPA process provides opportunities to assess site-specific climate vulnerabilities, identify adaptation options, and implement the urgent and immediate adaptation actions with the participation of local communities and households.

Nepal became ready to implement these local adaptation plans in some areas of the country, the country's priorities lie in facilitating communities to better adapt to climate variability/change and safeguard its development. Government of Nepal took a strongly community-centric approach by designing and piloting Local Adaptation Plans of Action (LAPA). Review of the

LAPA document (LAPA\MOE 2011) expressed that LAPA aims to build an integrated framework that is more bottom-up in terms of planning of adaptation needs, options, and priorities. It focuses more on local communities, local needs, and issues. The LAPA framework is now endorsed by the Government of Nepal to operationalize NAPA and its policy in 2011 (MOE, 2011).

LAPA implementation framework showed to link national, district, village development committee (VDC) and community levels in vulnerability assessments, adaptation planning and implementation, within the framework of national policy. The LAPA framework is a practical approach to analyze level of people's participation at level(Watts, 2012).

2.4.1 LAND ACQUISITION AND ITS POLICIES

The Interim Constitution of Nepal 2007 guarantees the fundamental rights of a citizen. Article 19(1) establishes the right to property for every citizen of Nepal, whereby every citizen is entitled to earn, sell, and exercise their right to property under existing laws. Article 19(2) states that except for social welfare, the state will be not acquire or exercise authority over individual property. The policy framework and entitlement for the project are built upon the National and Local Laws-i.e. The land acquisition Act 2034, The Public Road Act 2031, The Land Reform Act 2021, The Town Development Act, 2045 and ADB policy on Involuntarily Resettlement and Policy framework. This aims to minimize the impacts on people, provide replacement livelihood and assistance for those who lose their assets and whose livelihoods are directly affected by the land acquisition or temporary construction activities. These efforts intended to meet the objective of rendering the people with a standard of living equal to, or at least no worsen than before the project. The Act also includes a provision for acquisition of land through negotiations. Article 19(3) states that when the state acquires or establishes its right over private property, the state will compensate for loss of property and the basis and procedure for such compensation will be specified under relevant laws.

The Town Development Act, 2045 provides an elaborate legal framework for executing town planning. More specially, for land development programs, the Act empowers a local body to conduct land development programs through guided land development (GLD) and/or land pooling projects, and provides the means to overcome legal objections that may arise if such

projects are implemented under the Local Self-Governance Act. For land pooling, it gives local bodies (municipality, village development committee (VDC) and town development committee) authority to:

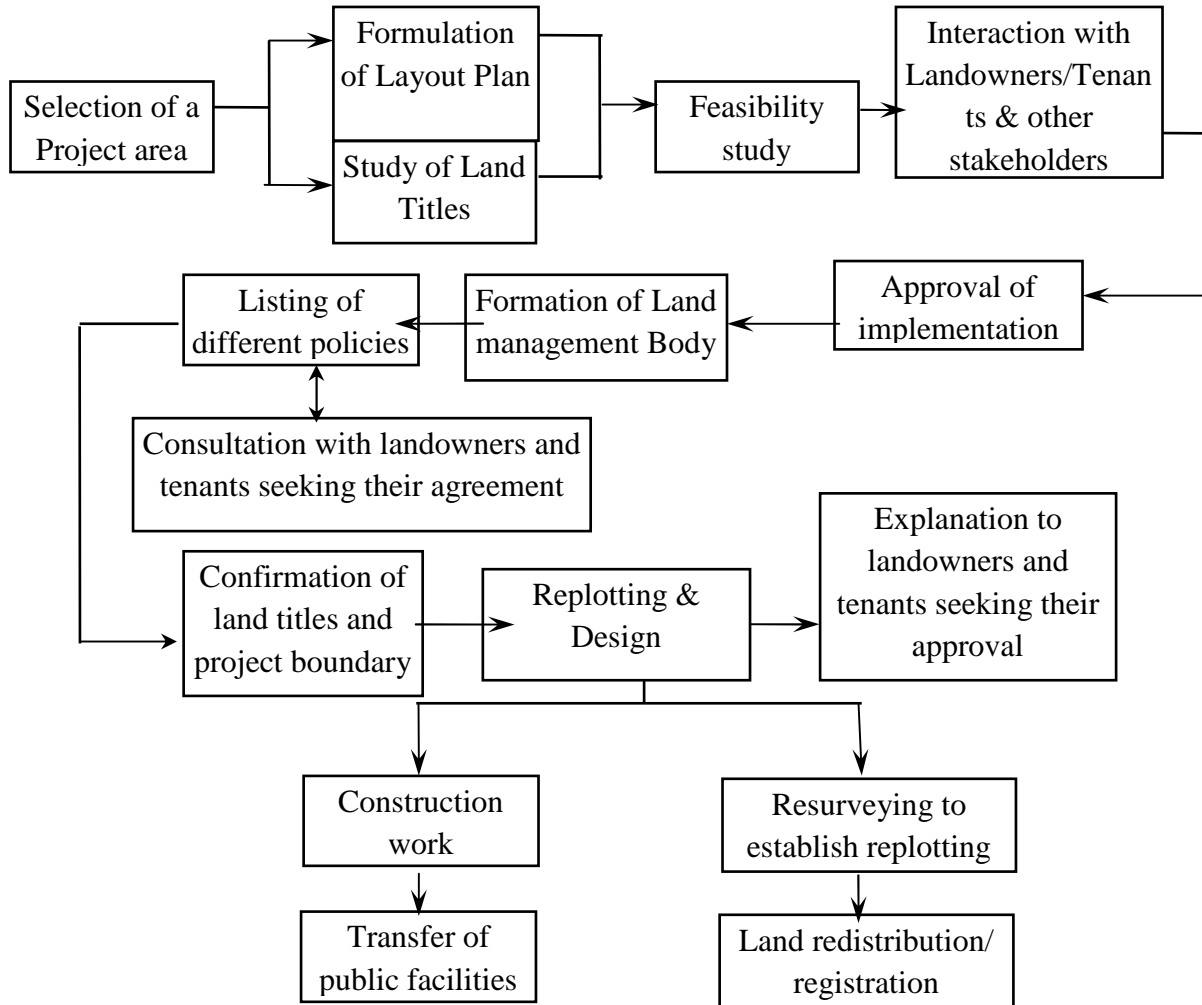
- Recover management and capital costs through the sale of reserve plots;
- Conduct land pooling in any area required;
- Conduct land pooling in any area where 51% (as amended) of the owner/tenants demand;
- Conduct land pooling through a users committee;
- Prevent sub-division, sale and development of land for 2 years while land pooling is conducted;
- Use prevailing land values to determine contribution ratios; and
- Enable owners with plots that are too small to buy additional land

The Act also facilitates local bodies' town planning projects by providing exemption from land transfer fees and other regulations, such as the land ceiling. Finally the act enables local bodies to prepare bylaws for executing town planning.

2.4.2 LAND POOLING PROCEDURES IN NEPAL

The Land pooling program consists of work like formation of user's committee, project management committee and project office, getting consensus of land owner's, updating maps and land records, preparation readjustment plans and making plots on the ground, final design of infrastructure and construction of roads and other infrastructure. It may take 3-5 years to complete the works of this phase. The Project in this phase will only starts after approval of Planning and Commitment on implementation by government and concern authorities and leaders.

Flowchart of Land Pooling Procedures



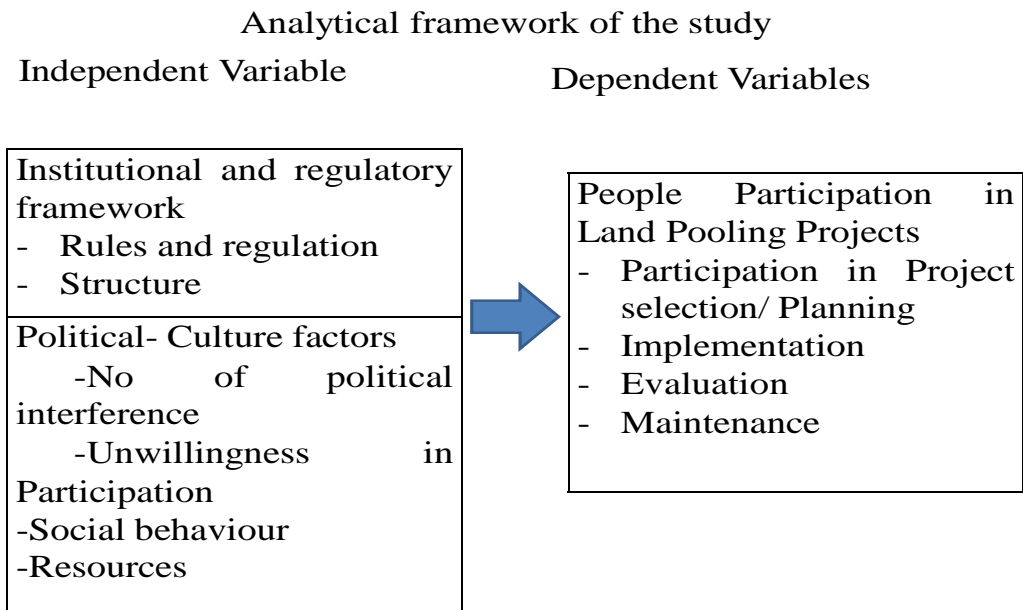
More specifically, the project area for land pooling is selected and studies the feasibility of site. Then, the interaction with landowners and other stakeholders is followed. Simultaneously not only approval from landowner is sought but also management committee of land owner is formed. After getting final approval and consent from land owner, plotting and replotting of the land is carried out. Finally, the land is returned back to the land owner after developing all required facilities in the site.

2.5 ANALYTICAL FRAMEWORK

In this present study, people’s participation in land pooling project is dependent variable. The political situation, mutual participation of politicians and bureaucrats, institutional factors (Human resource, institutional structure and administrative rules and regulations and policy relating Land pooling) are taken as independent variables. On the basis of mentioned literature, discussion of varies theories and propositional and various findings scholars, the research would like to operationalized the variable through the following analytical models.

The political situation: It refers to the politics carried out by Chamati local leaders and leadership of KMC. It is hypothesized that more favourable local political situation enhances more people’s participation at Chamati Land Pooling project.

Bureaucrats: Bureaucrats are also other factor that has direct relation to implement Chamati Land Pooling Project. The role of bureaucrats, in this study, refers to the role of bureaucrats working at KMC and other bureaucrats involved in this project. It is hypothesized that more effective role of bureaucrats makes project completion timely and returned land to the user within stipulated time frame.



Similarly, other factors related to mobilize people’s participation are policies (rules, regulation),

existing social culture at project implementation site, willingness of local people and financial resource have direct impact to the level of people's participation.

CHAPTER III

RESEARCH METHODOLOGY

Research methodology may be understood as those methods as all these methods techniques that are used for conclusion of research. In other words, all these methods which are used by the researcher during the course of studying his research problem are termed as research methods. Research methods can be put into the following three groups.

- First group includes those methods which are concerned with the collection of data. These methods will be used where the data are already available.
- The second group consists of those statistical techniques which are used for establishing relationship between the data and the unknown.
- Third group consist which are used to evaluate the accuracy of the result obtained.

Their exist war between the qualitative and quantitative methods. Although both approaches supplement in overcoming each other short coming and establishing validity through cross checking. So mix approach is employed in this research.

3.1 RESEARCH DESIGN

This study is based on descriptive and analytical research design. The descriptive research design helps to describe the current practices and events whereas analytical research design enables us to establish relationship between variables. This is descriptive in sense that it described the events taken place during Chamati Land Pooling Project implementation. It is an analytical because this study attempted to examine the factors associated with people's participation. Thus, this research has been focused on to find out the level of people's participation in Chamati Land Pooling Project. Besides this, the study tries to analyze the relationship between factors related to people's participation in land pooling project- socio demographic factor, level of knowledge regarding participation in land pooling, compliance to rule by the service receivers and institutional/administrative factors.

3.2 RESEARCH METHOD:

In this case study, mixed approach has been used employed. Qualitative and quantitative both approaches of research have been used to conduct study on land pooling.

3.3 STUDY POPULATION:

For this study, the study population comprised of three groups of respondents.

- Local beneficiaries of Chamati Land Pooling Project area
- The members of the users committee
- The officials of the concerned authority.

Chamati Land Pooling Project is divided into 17 blocks, thus most of the respondents are land owner of Chamati of various blocks of project. The respondents of the users committee are the others of the respondents who are the Chairman and Vice-Chairman of the various 17 blocks of the Chamati Land Pooling Project.

3.4 SAMPLE SIZE AND SAMPLING TECHNIQUES

The total of 65 individuals was drawn as sample for this study. Respondents have been chosen from among the survey day visitors of the Chamati Land Pooling Project office.

Table no. 3.1

Sample size and sample techniques

| Group | Types of respondent | Study sample | Information method |
|-------|--|--------------|--------------------|
| 1 | Land owner of Chamati Land Pooling Project | 65 | Q. Survey |
| 2 | Members of users committee | 25 | Interview |
| 3 | Officials of concerned authority | 10 | interview |

Source: Self Constructed.

3.5 SAMPLE CHARACTERISTICS

The socio-economic and demographic characteristics of the respondents (The land owner of Chamati Land Pooling project area) can be noted here. The characteristics as mentioned below.

Table 3.2

Characteristics of respondents

| | Characteristics of respondents | Number | Percentage |
|---------------|--------------------------------|--------|------------|
| Gender | Male | 48 | 73.8 |
| | Female | 17 | 26.2 |
| Age | 20-35 yrs | 15 | 23.5 |
| | 35-50 yrs | 29 | 44.6 |
| | Above 50 yrs | 21 | 32.3 |
| Family member | | 3 | 11.2 |
| | | 4 | 21.5 |
| | | 5 | 20.4 |
| | | 6 | 14.6 |
| | | 7 | 13.8 |
| | | 8 | 10.8 |
| | | 10 | 4.6 |
| | | 11 | 3.1 |
| Occupation | Agriculture | 9 | 13.5 |
| | Service | 21 | 32.3 |
| | Business | 27 | 41.5 |
| | Others | 8 | 12.3 |
| Religion | Hindu | 42 | 64.6 |
| | Buddhist | 26 | 33.8 |
| | Muslim | - | - |
| | Others | 1 | 1.35 |
| Caste | Newars | 38 | 58.5 |
| | Brahmin | 17 | 26.2 |
| | Chettri | 7 | 10.8 |
| | Others | 3 | 4.6 |

Source: Field Survey, 2014.

3.6 NATURE AND SOURCES OF DATA:

In this case study both qualitative and quantitative information are necessary, thus both qualitative and quantitative data were collected and analyzed to fulfill this study objectives.

Data for the study were collected from primary and secondary sources. Tools employed include survey question are from house/ landowner of the Chamati area. The chairperson and vice-

chairperson of Chamati users committee and views of official from concerned authority were collected through the interview.

3.6.1 PRIMARY DATA

The present studies were gathered primary data by using two methods such as questionnaire survey and interview.

QUESTIONNAIRE SURVEY:

The land owner of Chamati Land Pooling Project area was the main sources of primary information. Pre coded semi-structured questionnaire upon the land owner of Chamati Land Pooling area was administered. The total number of land/house owner was 65.

The question had two parts. The first part of the question was about socio-economic and demographic features of the respondents. (Like gender, age, family size, occupation, religion, caste etc). The second part of questionnaire focused on the level of people's participation in land pooling project and affecting factors for land pooling. For this question were made to acquire respondent's views on the source and usefulness of information. For this purpose the question were made what is land pooling, what is land pooling policy, existing law/rules are conducive or not, what was the level of participation in project cycle, what was the role of users committee etc.

For gathering the data, the researcher himself visited Chamita Land Pooling Project office, Chamita Land Pooling area which lies in Kathmandu Metropolitan City Ward no 15 and 16 and administered the questionnaire to 65 respondents. In approaching the respondents of the Chamita Land Pooling area, the researcher had to first convince the visitors (respondents) that the purpose of the research was fully academic purpose. Likewise to fill the questionnaire required about 30-40 minute, for that many of the landowner of Chamita Land Pooling Project areas have helped me to get information by answering the questionnaire. For this, the researcher could fill 6-7 questionnaires every day. There was no predetermined bias regarding sex, ethnicity, religion, blocks etc.

INTERVIEW:

In this study, qualitative data was also collected through interview. The researcher conducted interview with 25 Chairmen and Vice-Chairman of user's committee member of the Chamati Land Pooling Project area. The researcher also conducted interview with executive officer of Kathmandu Metropolitan City office, project chief of Chamita Land Pooling Project, engineer and some support staff. From interview with various aspects, I got their various opinions on the major aspect of people's participation in land pooling project. It helps me to generate cross information.

3.6.2 SECONDARY DATA:

The necessary information and data also were collected through published books, journals, articles, archival records, memoranda, and minutes of various meeting, written reports, administrative documents and newspaper clips. These documents provide me a comprehensive understanding of people's participation in land pooling. For collection of secondary data researcher visited the concerned authority like Kathmandu Metropolitan City office, Kathmandu valley development authority and Chamita Land Pooling Project office.

3.7 DATA PROCESSING AND ANALYSIS:

The collected data by adopting various techniques have been organized, processed and analyzed qualitatively and quantitatively. Qualitative information has been analyzed and the general conclusion has been drawn. Qualitative description method was used to explain phenomenal realities, behavioral aspects, observation and experiences that have significantly affected in the level of peoples participation.

Quantitative information has been organized in tabular form, frequency distribution and percentage. Analysis and comparison of the organized data helped to draw conclusion for addressing research questions and the objectives.

3.8 FINDINGS:

The information relating to the findings has been presented in textual and graphical form to describe the situation learned through the study.

3.9 DRAFT REPORT COMPILATION:

Draft report on research incorporating all the study data analysis and result are prepared and submitted for comments.

3.10 FINAL REPORT PREPARATION

Based upon the comments received modifications on the report have been made.

CHAPTER IV

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

This chapter presents the analysis and interpretation of the data and information which were collected through using questionnaire survey, interview, observation, and by content analysis or review of published and unpublished document of Chamati land pooling project as well as other resources. In this chapter the factors that affect the people's participation in Land Pooling Project have been analyzed to assess the level of participation of local people in Land Pooling Project cycle, to explore the present status of Chamati Land pooling project and to identify the major issues that affect the extent of participation of local people in land Pooling.

4.1 CHAMATI LAND POOLING PROJECT AT GLANCE

The main goal of this project is to offset the trend of haphazard urban growth in Chamati area. By keeping this in mind, KMC developed a project named Chamati Land Pooling Project at ward no 15 & 16 of KMC. The specific objectives of this project were to improve the areas' planning and environment; to provide basic infrastructure and facilities within this area and to accelerate the development of the site. The entire area was divided prominently into two type of topography one is low laying flood prone area which frequently submerged in every summer and other is sloping terrain and non-flooding zone. This area is bounded by Bishnumati River from the East, Ring Road from the North, Swambhu-Banasthali Road from the West and Swambhu-Shova Bhagawati road from South. One small meandering type river named Bhwachha Khushi passes through the project area. The total area of this project is 1369 ropanies. More than fifty percent of the project area was in agriculture use and others were semi-built houses before project implementation. People opined that they were highly impressed by Naya Bazar Land Pooling Scheme. That's why they gave consent to develop this area.

4.2 PEOPLE'S PARTICIPATION AND PUBLIC PERCEPTIONS

The one of the objective of this study is analyze the people's perception on people's involvement at Chamati Land Pooling Project. People's participation is regarded as dependent variable in this study. Therefore, people's participation refers to knowledge of land pooling, the process of project's information dissemination, implementation land pooling policy, public audit, repair and

maintenance of the project and taking ownership of the project. Therefore, one by one question on mentioned topics were asked and analyzed in the following headings.

4.2.1 KNOWLEDGE OF LAND POOLING

It is a legal mandatory of land acquisition policy that at least 75 percent land owner should agree to integrate the land. Therefore, a question was asked to respondents about their knowledge of land pooling.

Table 4.1
Knowledge of land Pooling

| Items | Frequency | Percent |
|--------------|------------------|----------------|
| Yes | 58 | 89 |
| No | 7 | 11 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

The figure 4.1 resembled that 89% of respondents replied that they knew about it and 11% said that they did not have an idea about land pooling. It can be concluded that majority of respondents had an idea about land pooling. Thus, it was easier, better and the most comfortable to deal with the respondents regarding land pooling project.

4.2.2 SOURCES OF INFORMATION

To get information, there are many kinds of information dissemination process. In general, people may know from Television, Radio, News Paper, community itself, land pooling project office, neighbor etc. In this case, a question was asked to the respondent how they got information of land pooling project.

Table 4.2

Sources of information on Land Pooling Project

| Category | Frequency | Percent |
|---------------------|------------------|----------------|
| Community | 25 | 39 |
| Land pooling office | 17 | 26 |
| KMC | 2 | 3 |
| Self | 11 | 17 |
| Others | 10 | 16 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.2 clearly stated that 39% of respondents got information from community, 26% of them got information from Land Pooling office, 17 received information from their own and 3% from KMC and others respectively. It can be concluded that majority of respondents got an information regarding land pooling project from their community and land pooling office. The KMC has not been able to disseminate the information to the concerned parties properly. Therefore, the right kind and quality of mechanism should be developed to transform the needy information to the stakeholders in order to ensure the smooth and efficient operation of the Land pooling project and get maximum benefit out of it.

4.2.3 KNOWLEDGE OF LAND POOLING POLICY

It is assumed in people's participation that there will be effectiveness of people's participation if people have knowledge on the land pooling policy. The management of land pooling project and land development and eventually return back to land owner will be swift and easier. In this context, a question was asked to the respondent about the land pooling policy.

Table 4.3

Knowledge of land pooling policy

| Item | Frequency | Percent |
|-------|-----------|---------|
| Yes | 40 | 62 |
| No | 26 | 38 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

The figure 4.3 revealed that 62% of the respondents had knowledge about land pooling policy whereas 38% of respondents did not have knowledge about land pooling policy. It can be concluded that majority of the respondents had knowledge about the land pooling policy. They were aware on the benefits of land pooling. Another subsequent question was about the source of policy how they know. Thirty seven percent respondents got information regarding land pooling project from others sources, 23% of respondents received information from KMC and LPPO, and only 6% of respondents got information from KVDA respectively.

4.2.4 PEOPLE'S MOBILIZATION FOR PEOPLE'S PARTICIPATION

People's mobilization is a fundamental ingredient for people's participation. The assumption is that more people's mobilization means more people's participation. Therefore, a question about people's mobilization was asked to the respondents.

Table 4.4

People's mobilization

| Item | Frequency | Percent |
|-------|-----------|---------|
| Yes | 41 | 63 |
| No | 24 | 37 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.4 resembled that 63% of respondents replied that they were mobilized during the project preparation and project implementation whereas 27% of respondents said that they were not. The reason what respondents outlined were that they did not get opportunity to participate in the

people’s participation process. It can be concluded that majority of respondents had an opportunity to participate in the land pooling project. The respondents outlined the reasons of not mobilized were due to lack of information (74 %), lack of interest (15%) and no free time (11 %).

4.2.5 PARTICIPATION IN PROJECT DEVELOPMENT

One of the features of people’s participation is the people’s involvement in process of project development. Therefore, one question about the people’s involvement in project development was asked.

Table 4.5

Participation in project development

| Variables | Frequency | Percent |
|------------------|------------------|----------------|
| Yes | 36 | 55 |
| No | 29 | 45 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.5 stated that 55% of respondents had participated in the land pooling development project whereas 45% of respondents could not participate in the land pooling development process project. Thus, it can be concluded that majority of respondent participated in the development process. But still proper participation was lacking from the data available.

Out of people who participated in project development process, 51% of respondents involved in planning phase of land pooling project, 37% involved them in implementation phase, 2% involved themselves in maintenance phase, 1% involved themselves in evaluation phase and 9% in all above phases. Thus, it can be concluded that majority of the respondents involved them in planning and implementation phase.

About the reasons of not involved in project development, 40% of respondents could not involved them due to lack of appropriate information, 37% replied that they did not have time enough to involve them in the project, 11% had no will to participate , 8% did not find it

beneficial to them and finally 4% could not involved them due to some other reasons. It can be seen from the data that majority of the respondents could not involved them due to lack of appropriate information. It means that they were not properly informed about the land pooling project.

4.2.6 KNOWLEDGE ABOUT USERS COMMITTEE

Formation of users' committee is to expedite the project and seeking users' committee consent to proceed the project. It is assumed that there is people's participation if people have knowledge of users' committee and its role.

Table 4.6
Knowledge of user committee

| Items | Frequency | Percent |
|--------------|------------------|----------------|
| Yes | 51 | 78 |
| No | 14 | 22 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.6 reflected that 78% of respondents had knowledge about the user's committee of land pooling whereas 22% of respondents had no knowledge about the user's committee of land pooling project. Thus, it can be concluded that majority of respondents had knowledge about the user's committee of Chamati land pooling project. Very few respondents had no knowledge about user's committee of the project.

From field study it was revealed that 58% of respondents had also knowledge about functions of user committee and 40% of respondents did not have knowledge about functions of user committee. It can be concluded that majority of respondents had knowledge about user committee.

Similarly, 60% of respondents agreed with the fact that there was a significant role of user committee in the land pooling project whereas 40% of respondents were not agreed upon the fact of significance user committee in land pooling project. Thus, it can be concluded that the

majority of respondents were agreed that there was a significant role of user committee in the land pooling project.

4.2.7 INCLUSION OF OPINION IN PROJECT IMPLEMENTATION

Mass involvement in implementation is people’s participation. The assumption is that more people’s opinion inclusion means more ownership of people. Eventually, it leads to the success of the project. Therefore, it was seeked the opinion of respondent about their involvement in the project implementation phase.

Table 4.7

Involvement of stakeholders in project implementation

| Variables | Frequency | Percent |
|------------------|------------------|----------------|
| Yes | 18 | 26 |
| No | 47 | 72 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.7 resembled that 72 % of respondents’ opinion was not used in the implementation of land pooling project whereas 26% of respondents believed that their opinion was used in the implementation of land pooling project. Thus, it can be concluded that majority of respondents had believed that their opinion was not taken care of while implementing the land pooling project.

Meeting is the venue to include the opinion of users. Eighty eight percent respondents opined that the meeting was conducted as per the need to identify the need and expectation of people from user’s committee. Likewise, 11% of them said that the meeting was conducted monthly and 1% said that the meeting had taken place quarterly to identify the need and expectation of people from user’s committee. It can be concluded that the meeting had taken place as per the need to identify the people need and expectation from user’s committee.

When asked a followed question on exclusion of opinion of stakeholders, the field study revealed that individual comment (42 %), user’s committee (35 %), influence of member(20%) and other reasons(3%) were the source of problems.

4.2.8 PUBLIC AUDIT AND PEOPLE’S PARTICIPATION

Public audit is a tool to determine the level of people’s participation. The functions and services discharged by Chamati Land Pooling project should be audited publicly.

Table 4.8

Public audit in Chamati Land Pooling Project

| Variables | Frequency | Percent |
|------------------|------------------|----------------|
| Yes | 33 | 51 |
| No | 32 | 49 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.8 revealed that 51% of respondents agreed with accomplishment of public audit whereas 49% of respondents did not agree with the statement. It seemed to have equal response regarding public audit. Thus, it can be concluded that many respondents did not have knowledge regarding public audit of land pooling project.

Question was followed by how many times public audit was happened. From the field, 49% of respondents did not have any idea regarding the frequency of the public audit. Whereas 28% of respondents opined that the public audit had taken place every six months, 12% of respondents had said that public audit had taken place in every three months and finally 3% of respondents had replied that public audit had been done in every month. It can be concluded that those who had an idea about public audit from among them, majority of people had said that the public audit had taken place in every six months. Therefore, it must be made crystal clear among the user regarding public audit for its transparency.

4.2.9 KNOWLEDGE ABOUT REPAIR AND MAINTENANCE OF THE PROJECT

To get benefits from the project, regular repair and maintenance is needed. Therefore, users committee has pivotal role for this purpose. Thus, the question on repair and maintenance was asked to the respondents.

Table 4.9

Knowledge about repair and maintenance of the project after completion

| Variables | Frequency | Percent |
|-----------|-----------|---------|
| Yes | 23 | 35 |
| No | 42 | 65 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.9 showed that 65% of respondents did not know how to repair and maintain the project after completion of the project. Only 35 percent respondent had knowledge of repair and maintenance of the project. It can be concluded that majority of respondents did not have knowledge of project repair and maintenance.

Regarding to fund for repair and maintenance of project, 64 percent respondents opined that this had to bear by KMC. Nineteen percent were in opinion of as per need and 17 percent user's committee.

4.2.10 OWNERSHIP OF THE PROJECT

The more ownership of the project means the more people's participation. If users member take responsibility of the project, the sustainability of the project will be high. Thus, the question on ownership was asked to the respondents.

Table 4.10

Ownership of project

| Variables | Frequency | Percent |
|-----------|-----------|---------|
| Yes | 57 | 88 |
| No | 8 | 12 |
| Total | 65 | 100 |

(Source: Field Survey, 2014)

Table 4.10 showed that 88% of respondents had feeling of ownership of the Land Pooling Project whereas 12% of respondents had not feeling of ownership of Chamati Land Pooling Project. It can be concluded that majority of respondents had ownership of the project.

4.2 FACTORS AFFECTING PEOPLE’S PARTICIPATION

In this study, organization set-up for land pooling project implementation, governmental policy and policy developed by the different users committee and actors were independent variables. In the following paragraphs, their influences for the people’s participation were discussed

4.2.1 ORGANIZATION SET-UP AND PEOPLE’S PARTICIPATION

In Chamati Land Pooling Project, the organization was a set of government employees, municipality’s employee and concerned land-owners. Ministry of Urban development is at the top of organization. On the basis of existing rules and regulation, it gives policy framework to Kathmandu Valley Urban Development Committee. Town Development Act empowers the government to constitute committee to formulate and implement land development scheme, to enforce land use regulation and freeze land and acquire any immovable property and impose restriction on the land use. On the basis of this Act, this Kathmandu Valley Urban Development Committee formed a Chamati Land Integrated Management Sub-committee which was headed by KMC Chief. There were ward chair persons of ward no 15 & 16, representative from Physical and Planning Development Ministry and its department, Legal person, Chief of Land Revenue Office, and others. There were also land owner representatives of each block of Chamati Land Pooling Project. The main function of this committee is to set policy in Chamati Land Project and settle the disputes. There was Supportive Committee Formed in each block of Chamati Land Pooling Project. The main function of this supportive committee is to identify the issues of land pooling at the project site and recommend the policy options to higher committee. On the basis

of the Project's composition, there are stakeholders' involvements only. The supportive committee finds out the issues experienced at the bottom level. Most of the decisions were taken the basis of supportive committee's recommendation. In such a way, it can be inferred that the decisions are taken on the basis of bottom-up approach. In an interview with stakeholders, they were also satisfied with the process of project decisions.

4.2.2 LAND INTEGRATION PROCESS AND PEOPLE'S PARTICIPATION

Land Acquisition Act, 2034 and Town Development Act have given mandates to integrate the private land property for the benefits of land owners. As per these acts, public and private land can be acquired with the provision of proper compensation. The main purpose of Chamati Land Pooling project is to integrate all land to develop infrastructure and return back to land owners. Land owner has to contribute some part of their land for road, public place, drainage and park. Chamati Land Pooling Project has carried out land integration function to provide road access to each piece of land and open space. Each piece has linked with road, drainage, road lamp and etc. These types of functions were carried out on the involvement of stakeholders. Each land owner was found satisfied with the job carried out by the project. However, there were some disputes with land owners also.

4.2.3 ACTORS AND PEOPLE'S PARTICIPATION

Local leaders and bureaucrats were found involved in this project. Local leaders were elected past representative of immediate past local election. They did not have legitimacy authority to settle the disputes. However, they were involved in the name of users committee and helped to implement the project. They became representatives from the block sub-committee. As a whole, they supported the project and effectively implemented at Chamati Area. It was observed their role became significant while selecting the project and during the implementation. In addition, they were actively involved during land returning back to land owner proportionately. There was much more difficulty from the bureaucrat's part because they were changing frequently. Due to this reason, the project somehow became delay to complete. They did not want to take responsibility to settle the disputes of project. They often tried to shift their responsibility. Thus people were turned dissatisfied with their role.

CHAPTER V

SUMMARY AND CONCLUSION

This study focuses on people's participation. People's participation is fundamental concept required for the development. Areas of development might be different such as infrastructure development, service delivery, political-development, socio-economic and cultural development. Modality of people's participation varies country to country. The variation of people's participation depends upon the specific country's political, socio-economical, cultural context. In each sector, application of people's participation concept is seeking. As a result, the impact of people's participation varies from country to country. In general, the positive impact of people's participation is observed in developed country whereas little effect is in developing country. There is no doubt for the necessity of people's participation in developmental sector. But, the issue reminds on its proper application.

Conceptually, people's participation is about the mass involvement in decision making, mass contribution in policy implementation and mass benefit sharing. In addition, people should be ready to press demand, shoulder the responsibility and take risk. Otherwise, the benefits of people's participation can hardly be realized.

In the Nepalese context, the governance system of Nepal is based on participation approach. Nepal believes in periodical election. Government will be participation. Likewise, the government rules being based on people's participation. It mandates to be participative in each sector of government, private sector and Non-governmental sector. In case of local government system of Nepal, LSGA, 1999 is also based on the people's participation philosophy. As per this law, municipality development is a core part of local development. This law envisions urban development as well as urban settlement. The urbanization trends of Nepal is also increasing and changing. Therefore, it has direct impact in housing and settlement.

Government of Nepal formulated land acquisition act, urban development act to manage the housing and settlement in urban areas. In addition, there is separate policy Kathmandu Valley Development authority Nepal Act to manage housing settlement in Kathmandu. This act empowers local bodies to undertake land development measures adopting three tools such as i. Sites and service, ii. Guided land development and iii. Land pooling.

Land pooling is one of the techniques of land development. As per this techniques, land of given area are pooled into a single plot for a temporary period. Plots are reshaped and readjusted to have access infrastructure services and return back to the original land owner. After development of such land, facilities like road, sewage, parks, open space, drinking water, electricity, communication are available. Such services make city more comfortable. Acts and policy guide the land pooling system should be based on people's participation. There are limited literatures which explore the level of people's participation in land pooling system in Nepal. So this study attempts to find out the level of people's participation at Chamati Land Pooling Project in Kathmandu. The main objectives of this study :

- 1) To analyze the level of participation of local people in land pooling project cycle;
- 2) To explore the present status of Chamati Land pooling Project; and
- 3) To identify the major factors that affects the extent of participation of local people in Chamati Land Pooling Project.

To find out the answer of above objectives, mixed research designed is applied. Both qualitative and quantitative data were used as per need. These data were retrieved from questionnaire, interview and observation. In addition, secondary data also used to consolidate the study.

From the analysis, several findings which are below were drawn about the people's participation at Chamati Land Pooling.

User's committee played the key role in urban infrastructure development through Land Pooling Project in urban area. It enabled User's committee about realization of their ownership before implementation of the Land Pooling Projects in urban areas. The user's committee in urban area directly involved in identification, formulation, implementation, and maintenance of local level project for long term sustainability of development works.

Beneficiaries was lack of sufficient knowledge about land pooling project, lack of interaction with each other, busy on their business and their other professions, biasness of users committee and lack of mass meeting before implementation of the land pooling projects. The major problems of users committee observed from research were lack of regular meetings, discussions with beneficiaries, lack of transparency of physical development works related to land pooling projects and post project analysis. In land pooling project users committee play the vital role and

it governs the roles of users committee but the major problems in our research beneficiaries opinion was ignore from the users committee to express their opinions on general policy goals, identify their needs into decision process for project prioritization. From the research, it was obtained that users committee is highly motivated in the concerned land pooling project.

Another most important aspect for the success of partnership approach of urban development through Land Pooling Project is the transparency of the development works. All the decisions made and the transactions done by the user's committee should be transparent to the beneficiaries. The research showed that transparency in both physical development work and rules/regulations of Land Pooling Project was very poor and only few time public auditing system was adopted.

In this land pooling, bureaucratic behavior observed more hurdle to implement the land pooling at Chamati because of frequent changes of bureaucrat.

Though the homogeneity of representation of both women and men is must in such projects however, from the research it was observed that the participation of women was not involved. So they were not playing active role in any type of decision making in Land Pooling Projects.

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Questionnaires on People's Participation in Land pooling:
(A case study of chamati landpooling project.)

Dear Respondents,

I am conducting a study on “**People's Participation in Land pooling: (A case study of chamati land pooling project.)**”. You are kindly requested to fill up the questionnaire completely and return to researcher. The information provided by you will be kept confidential and used for M. Phil. Dissertation at aggregate level only.

(Please, fills in the blank or makes a tick mark in any one)

1. Name (Optional):
2. Gender: a. Male [] b. female []
3. Age: a. Below 20 [] b. 20-35 [] c. 35-50 [] d. above 50 []
4. Family Member:
5. Occupation: a. Agriculture [] b. Service [] c. Business [] d. Others []

6. Religion: a. Hindu [] b. Buddhist [] c. Muslim [] d. Others []
7. Caste: a. Newar [] b. Brahmin [] c. Chhetri [] d. Others []

8. Do you know about the land pooling?
a. Yes [] b. No []

If “Yes” How you get the information about it?

- Community []
- From Land Pooling Office []
- From Kathmandu Metropolitan City Office []
- Self []
- Others []

9. Do you know about the Land Pooling Policy?

- a. Yes [] b. No []

If “Yes” How you know the policy?

- From Kathmandu Valley Development Authority []
- From Kathmandu Metropolitan City Office []
- From Land Pooling Project Office []
- From other’s Land Pooling Project []
- Others []

10. Do you think the existing Laws/Rules of people’s participation are conducive in development projects?

- a. Yes [] b. No []

If the answer is ‘No’, why?

11. Have you got any chance to participate during the feasibility study in chamati land pooling project?

- a. Yes [] b. No []

If “No”

- Lack of information from the concern authority []

- Not information from user's committee []
- Not having interest []
- Have no free times []

12. Do you participate in the development process of land pooling?

- a. Yes [] b. No []

If yes, what type of process does you involved?

- Planning Phase []
- Implementation phase []
- Evaluation phase []
- Maintenance phase []
- Above all []

If No, Why you are not involved to participate in these development activities?

- Not willingness /interest []
- Lack of appropriate information []
- I have no time for participation []
- It is not benefited to me/us []
- Others []

13. Do you think that the development projects under taken in your locality have been implemented through participations of all?

- a. Yes [] b. No []

14. Do you know about the User's Committee of land pooling project in chamati?

- a. Yes [] b. No []

15. Do you know anything about the function/Tor of the user's committee?

- a. Yes [] b. No []

16. In your opinion does the users committee play a significant role to making the land pooling project effective?

- a. Yes [] b. No []

16. Are your opinions considered properly in project planning as well as implementation?

- a. Yes [] b. No []

17. How User's committees identify the community problems?

- From User's meeting []
- From individual comment []
- Being influenced by leading members []
- Others []

18. How many times did the meeting take place to identify the need and expectations of people from user's committee?

- a. Monthly [] b. Bi-Monthly [] c. Quarterly [] d. If needs []

19. Is public audit is done within the public gathering?

- a. Yes [] b. No []

If "Yes" The frequency of public audit is

- Every month []

- Every three month []
- Every six month []
- At the end of the year []

20. Has project office have repair and maintenance provision after completed the project?

- a. Yes [] b. No []

If “No”

- Repair and maintenance from user’s committee fund []
- By trained to a beneficiary about such problem []
- To ask municipality to do it []

21. Do you feel this Project is yours?

- a. Yes [] b. No []

If “Yes”, Why

- Because my contribution is there []
- Because government has given for us []
- Because it is benefited for us []

If “No”, why

- Because it is made by government []
- No own contribution is there []
- It’s forcefully implemented []

22. What is your role to success the Land Pooling Project?

- By giving ideas []

- By involving project []
- By contributing cash/ land []
- By supporting overall activities []

***** Thank you for your kind cooperation *****

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Question to the Key respondents (User's committee members)

Date:

1. What is your objective to established user's committee and date of formation?
2. What do you think about these programs (Land Pooling Project)?
3. Did you see the quality of work in implementation period?

(a) Yes (b) No
4. How many times did you have meeting in implementing period?
5. Did you evaluate the project progress during implementation period?
6. Have you found any problems during implementation period? If "yes", what type of problems?
7. How it resolve?
8. What was the level of people's participation?
 - Labour Contribution
 - Decision-making
 - Project identification

- Project prioritizing
 - Implementation
 - Cost Contribution
9. Do you know about the future repair and maintenance programs?
10. How projects are identified, implemented, participated and monitoring?
11. Do you think these projects are benefit for this community?
12. Do you see any social problems?
13. Do you satisfy the role of municipality in infrastructure development in community?
14. Do you think, any lacking which could promote social activities more?

***** Thank you for yours kind cooperation *****

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Question to the key respondents (Executive Officer, Project chief and Engineer)

Date:

1. What do you think about the Land Pooling?
2. What is your annual budget and development policy for the Land pooling Project in urban area?
3. What is your application method for infrastructure development through Land Pooling Project in urban area?
4. How projects are identified, implemented, participated and monitoring?
5. Who decides the project?
6. Have you any strengthen policy regarding Land Pooling Project in future?
7. Does Land Pooling Project have sufficient policy and measures for infrastructure development in urban area?
8. Do you have any suggestion for making successful Land Pooling Project in urban area?

***** Thank you for yours kind cooperation *****

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