A COMPARATIVE STUDY OF ACOUNTABILITY STATUS OF NAUMULE AND RAWATKOT VDCs OF DAILEKH DISTRICT

A Thesis Submitted to
The Central Department of Rural Development
Tribhuwan University
in Partial Fulfillment of the Requirements for the
Degree of the Master's of Arts (MA)
in
Rural Development

By
HAST RAJ REGMI
Central Department of Rural Development
University Campus Kirtipur, Kathmandu

TU, Regd. No.: 9-2-345-33-2008
Exam Roll No. 281002
KATHMANDU
JUNE 2017

Declaration

I hereby declare that the thesis entitled **A COMPARATIVE STUDY OF ACOUNTABILITY STATUS OF NAUMULE AND RAWATKOT VDC OF DAILEKH DISTRICT** submitted to the Central Department of Rural Development, Tribhuvan University, is entirely my original work prepared under the guidance and supervision of my supervisor. I have made due acknowledgements to all ideas and information borrowed from different sources in the course of preparing this thesis. The result of this thesis have not been presented or submitted anywhere else for the award of any degree or for any other purposes. I assure that no part of the content of this thesis has been published in any form before.

                                                              HAST RAJ REGMI

Date: 2017-06-22

        2074-03-08

Recommendation Letter

The thesis entitled **A COMPARATIVE STUDY OF ACOUNTABILITY STATUS OF NAUMULE AND RAWATKOT VDCs OF DAILEKH DISTRICT** has been prepared by **HAST RAJ REGMI** under my guidance and supervision. I hereby forward this thesis to the evaluation committee for the final evaluation and approval.

_____

Prof. Prem Sharma PhD

(Thesis Supervisor)

Date: 2017-06-22

2074-03-08

Approval Letter

The thesis entitled **A COMPARATIVE STUDY OF ACOUNTABILITY STATUS OF NAUMULE AND RAWATKOT VDCs OF DAILEKH DISTRICT** submitted by **HAST RAJ REGMI** in partial fulfillment of the requirements for the Master's Degree MA in Rural Development has been approved by the evaluation committee.

Evaluation Committee

_____

Prof. Dr. Pusp Kamal Subedi

Head and External examiner

_____

Prof. Prem Sharma, PhD

Supervisor

Date: 2074-03-16

          2017-06-30

ACKNOWLEDGEMENTS

ABSTRACT

This dissertation is based on two VDCs- Naumule and Rawatkot of Dailekh district, a hilly and mountainous district. The research was carried out for two months in October and November 2016 for a comparative study in Naumule VDC which is adjacent to district headquarters Dailekh and in Rawatkot VDC, which is at around 35 km distance from the district headquarters. The main objectives of the study were to assess the level of people's participation in VDCs programs, to trace out transparency situation of the VDCs and to explore accountability status of VDCs. These three elements – participation, transparency and accountability are the components of good governance, among its various other components. Therefore, in a way, the study also targeted to find out and compare the situation of good governance in two VDCs. People's participation in developmental activities is one of the most important factors for this study. Need identification, benefit sharing and monitoring and evaluation, these 3 stages would help find out the whole participation level. In the need identification stage, 34 people of Naumule and 105 people of Rawatkot's respondents participated. In Naumule VDC, Janajati had the highest (24) participation in Naumule whereas Dalit participation was the highest (45) in Rawatkot. Gender-wise, male participation dominated the female participation. In both the VDCs, Dalits and male respondents' participation is higher. But comparatively, the situation in Naumule VDC was worse as compared to Rawatkot in terms of need identification stage.

The participation of Dalits in VDC activities in need identification, benefit sharing, monitoring and evaluation stages was found to be higher than Janjatis and Dalits. From gender perspectives, male participation has been found higher than female participation. Participation in Naumule VDC, which is adjacent to district headquarters, is higher than in Rawatkot VDC, which is at around 35 km away from the district headquarters. Very negligible amount of monitoring and evaluation works have been done so far.

In terms of transparency, there is no practice of maintaining Information Board, and information dissemination mechanism and no trend of making the budget public. As for accountability, due to the absence of elected body, the VDC officials are not taking that much responsibility for being accountable to the people. People have to struggle to meet them and they are not easily accessible as they do not stay in the VDC and are mostly based in the district headquarters. As a consequence, people have not been able to have an easy access to the services. In brief, it will be very tough and daunting task for the local bodies to ensure participation, transparency and accountability, i.e. good governance in totality, if the local bodies' election is not held at the earliest and gets deferred all the time as it is today.

The benefit sharing stage also shows the hierarchy of Dalits groups and male respondents at the upper level. A total of 60 percent of Dalits group's respondents said they were equally benefited as others. But only 36 percent of Janjati and 43 percent of others respondents agreed with this.

TABLE OF CONTENTS

CHAPTER-III

RESEARCH METHODOLOGY

CHAPTER - IV

ANALYSIS AN INTERPRETATION OF DATA

CHAPTER - V

CONCLUSION AND RECOMMENDATIONS

List of Tables

ACRONYMS

DANIDA-	Danish Agency for International Development
DDC-	District Development Committee
DDF-	District Development Fund
DIMC-	Decentralization Monitoring Committee
DIP-	Decentralization Implementation Program
GDP-	Gross Domestic Product
DTO-	District Technical Office
GNP-	Gross National Product
IG-	Income Generation
ICD-	Institute for Community Development
IFAD-	International Fund for Agriculture Development
LBFC-	Local Body Fiscal Commission
NDF-	Nepal Development Forum
NGO-	Non-governmental Organization
PCRW-	Production Credit for Rural Women
PERC-	Public Expenditure Review Commission
RM-	Road Map
SFDP-	Small Farmer Development Program
SHG-	Self-help group
SHGM-	Self-help group member
USAID-	US Agency for International Development
VDC-	Village Development Committee

CHAPTER - ONE

INTRODUCTION

1.1 Background of the Study

Nepal has been passing through many crucial and critical periods in its history. It remained largely isolated from outer world until 1951. At a time when the Rana regime ushered in a decade of instability, a semblance of democratic government was introduced. This was overturned in 1960, when the then King Mahendra took control and introduced party less Panchayati system. After the three decades of Panchayati era, a people's movement succeeded in re-establishing democracy. In 1990, a new constitution was introduced and Nepal became a constitutional monarchy with a system of multi-party democracy. Then, the beginning of Maoist insurgency in 1996 affected largely the local bodies of state mechanism. The local bodies did not function well during the insurgency period. In 2007, after People's Movement, a new interim constitution is introduced and Nepal has then is in the practice of democratic republican system focusing decentralization with autonomy.

Nepal started the journey of planned development only in 1956. After this strategy Nepal exercised different models of development in the name of enhancement of the status of the Nepalese poor people spending billions of rupees with slogans of 'poverty eradication', 'infrastructure development', 'increasing people's participation', etc. But there are vast differences between progress report and real achievement in field. As a result, gulf of rich and poor increases rapidly. Rich are becoming richer and poor are poorer.

In this critical situation the issue of good governance is over shadowed and good governance itself is in crisis. Among different strategies, good governance has been considered to be a most important factor for overall development of the country. If the assumptions are right about 83% (census 2011) people of Nepal are living in the rural area and depend upon agriculture for their livelihood. In such a condition, are the plans and programs adopted by state really sufficient to change the situation of grassroots level people? Don't we need to check whether these programs are functioning according to the principles of good governance? These questions become very much pertinent here.

This context, the need for good governance has become very important, particularly in the present democratic atmosphere of Nepal. Democracy and good governance are synonymously taken in the modern politics and both are essential for proper development (Khanal 2001:72). So, state accepts different strategies of development models like state led, market led, I\NGO led, and community based development model. Community based development strategy, market led development and people centered development have been adopted for socio-economic development of the country after the restoration of democracy in B.S. 2046 and *Jana Andolan* (People's Movement) B.S. 2063\64. But, no development strategy can be successful to achieve desired need of the people without political stability, corrupt free bureaucratic system and strong governance system.

Exercise and Experiences Local Governance in Nepal

Decentralization promotes democratization, equity, people's participation and effective service delivery at local level through transfer of authority, power, responsibilities and resources to lower or local levels. The directive principle of interim Constitution of Nepal 2063 B. S. has envisioned decentralization as a fundamental aspect of democracy. The over arching goal of decentralized governance is to promote good governance, building partnership with civil society, private sector and government units at local level for enhanced service delivery and reduction of poverty at large. Decentralization in Nepal is taken as a cross-cutting sector addressing the country's governance system with local accountability and active participation of the citizens in the decision-making process for their own betterment through elected representatives. Nepal has experienced different forms of decentralization, raging from delegation to de-concentration and, eventually, to devolution as envisioned in the Local Self Governance Act, 1999.

Historical Perspective

During the Panchayat era (1962-90), the local authorities (Village Panchyat, Town Panchyat and District Panchyat) were also placed within the constitutional framework; however, they had been used extensively as an extended arm of the central government and hence became centrally driven and non-effective. Later based on the recommendations from different committees and commissions the

Decentralization Act 1982 and regulation 1984 was enforced. This had initiated a significant process of decentralization, putting all district level line agencies under the umbrella of respective District Panchyats; but in practice it gave less emphasis on fiscal decentralization and less orientation on local governance.

Following the constitutional changes in 1990, three different Local Body (LB) Acts (Separate acts for DDC, VDC and Municipality) in 1992 took new initiatives, to strengthen political process involving people in the local governance system. The acts were the continuation of the past without much change in decision making power, accountability, and resources without breaking sectoral implementation against decentralization.

The increased expectation after the peoples' movement in 1990 had put pressure in favour of decentralization leading to a formation of high level Decentralization Coordination Committee 1996 chaired by the prime-minister, which submitted a report to government of Nepal. Based on the recommendation of the committee, the Local Self Governance Act (LSGA) 1999 has been promulgated and made effective. In the mean time, the Ninth Plan also emphasized decentralized governance focusing on poverty deduction and rural development. The current three years plan has considered decentralization as a cross-cutting sector reassuring commitment for fiscal, administrative and functional devolution along with capacity building initiatives focusing entirely on achieving the goal of poverty reduction.

The elected local representatives practiced the local governance for two full terms after 1990 until their terms expired in July 2002.

Policy Context

Decentralization in the perspective of LSGA has goals and objectives of maximizing association of the 'sovereign people' in the governance, institutionalization of the participatory development process, strengthening of LBs to assume the responsibility and authority to plan and implement local level activities, mainstreaming deprived groups and build local leadership to take appropriate decisions for their own development. The strengthening of local level institutions for delivering services and seeking of partnership with civil society & private sector has also been emphasized.

Decentralization is considered instrumental in reducing poverty and achieving overall development goals and targets in the context of geo-political and socio-economic diversity of the country.

a) Constitution

The constitution has aimed to provide social, economic and political justice to all citizen of Nepal through equitable distribution of resources. It has included decentralization as one of the guiding principles of the state policy in Article 25(4) which states decentralization as "the means of assuring optimum participation of people in governance and hence enjoy the benefits of democracy." The constitution under the article 45 (GA) has provisioned an electoral college consisting of elected representatives of LBs to elect member of the upper house, which indirectly links legislature and the local bodies in terms of policy congruence.

b) Local Self Governance Act, 1999

Government of Nepal has promulgated the Local Self-Governance Act, 1999 and Local Self Governance Regulation (LSGR) 1999, which has set an unprecedented policy shift by legally endorsing the concept of self governance and devolution of authorities to LBs. Hence, a hierarchy of political governance units based on the popular mandate has been legitimized.

The LSGA for the first time was successful in clearly defining the objectives, principles and policies, duties and responsibilities, inter-agency relationship for local governance in the country. The other features include the provision of a Decentralization Implementation and Monitoring committee (DIMC) and its Working committee, capacity building of LBs as a task of sectoral ministries, authority to open their own sectoral units, and the recognition of the local body associations.

Similarly, provision has been made for four fiscal pillars together with minimal and additional grant allocations, classification of LBs, local service, autonomy to set organizational structure/positions, participatory bottom-up planning processes with annual and periodic planning, resource map, separation of power between legislative council and executive committees, accountability and transparency, compulsory representation of women and representation of deprived/disadvantaged groups through nomination.

c) Others

The Decentralization Implementation and Monitoring Committee provided in LSGA is the apex body headed by prime minister and its working committee has the overall responsibility to monitor and direct decentralization efforts in the country. The committee has approved "Decentralization Implementation Plan (DIP)" with short and long term implementation actions to enhance the process of decentralization.

There is a provision for a Local Body Fiscal Commission (LBFC) to make recommendations to promote financial autonomy and fiscal decentralization system. The Immediate Action Plan (IAP) to improve governance and prioritize urgent efforts has become instrumental in moving the agenda of decentralized actions with regard to revenue sharing, transfer of service delivering units and formation of Local Service.

The Tenth Plan/Poverty Reduction Strategy Paper (PRSP) has considered decentralization as the cross cutting aspect, which is directly/indirectly linked with the poverty reduction and contributes to the four pillars (The four pillars are broad based economic growth, social and rural infrastructure, targeted program, and good governance) of the plan. The focus of the plan is on the policy and legal reform, institutional development, resource mobilization, people's participation, local autonomy and capacity enhancement of LBs. The plan has emphasized sectoral devolution as an important strategy to promote local governance system.

Local Self-Governance System

Nepal has a two-tier local governance structure with district development committees-DDC (75) on the top tier and municipalities (217) and village development committees-VDC (3157) in the grass-roots tier. As the electoral constituencies the DDC is further divided into 9 to 17 *Ilakas* and VDC has 9 wards each, while wards in municipality vary from 9 onwards to a maximum which depends on population, geographical coverage, level of development, income and need for services.

The political system has provided a premise for LBs where they can freely exchange their views and ideas. Accordingly three associations of LBs - Association of District Development Committees in Nepal (ADDCN), Municipal Association of Nepal (MuAN) and National Association of Villages in Nepal (NAVIN) - came in early 1990s, and are active in policy advocacy and lobbying for decentralization.

DDC has become the focal institution of decentralized planning and coordination at the district level. These local self-government bodies have become prominent in implementation aspect of local development efforts where the people's representatives are involved in policy making planning and prioritization of development needs.

At the grassroots level the Municipality and Village Development Committees are formed on the basis of popular voting. The DDC chair, vice chair and members are elected by the electoral college of all elected members of the VDCs, and municipalities of the district. The respective councils are entitled to nominate the representative of the disadvantaged groups and women in the councils. All LBs have councils to approve budget and programs; hence they function as legislative bodies. The DDC officials, chairs and vice chairs of VDC and mayors and deputy mayors of Municipality constitute the electoral college for the election of 15 members in the upper house of parliament from the respective development regions.

Decentralized governance in Nepal has been an outcome of a close collaboration between government agencies, development partners, local bodies and civil society. The major development partners, such a UNDP, DANIDA are involved in the area of decentralized policy and governance whereas the World Bank, ADB, SDC, UNCDF, DFID, WFP, is involved in rural infrastructure development. Similarly, IFAD, UNDP, NORAD, UMN, UNICEF, SNV, GTZ, CIDA are involved in the sector of social mobilization and capacity development. Moreover, LBs, line agencies (LAs), Non-Governmental Organizations (NGOs), Community-based Organizations (CBOs), and private sector are working together to enhance better service delivery through decentralized governance at local level.

A decentralized one window financing framework (DDF), as envisaged in the Act, has been institutionalized for managing funds at district level. It will regularize fund flow system and enhance financial transparency at local level.

LBFC is created to support and strengthen the fiscal decentralization system through establishing fiscal framework(expenditure and revenue assignment, intergovernmental transfers, and borrowing) to meet the fiscal gaps of LBs. This arrangement, in the long-term, will enhance the institutionalization of the funding criteria, fiscal sustainability and autonomy in local decision making.

Key Achievements

The key factors that laid the foundation for decentralization in the past include the enactment of Local Self-Governance Act and Regulation, Local Bodies (Financial Administration) Regulations and accordingly, Financial and administrative By-laws which were adopted by local bodies. Similarly, the high level Decentralization Implementation Monitoring Committee (DIMC) has approved the Decentralization Implementation Plan (DIP), which provides a clear road map for the implementation of the decentralization. The Local Body Associations have been established, which are active in policy dialogues and lobbying for promoting decentralization. District Technical Office (DTO) has been established within the DDC as its technical arm, as per the recommendation of the Public Expenditure Review Commission (PERC).

The major achievements since the last Nepal Development Forum (NDF) are highlighted in the following paragraphs.

− A strategy is approved to coordinate NGOs at local level which includes compulsory submission of audit report, requirement of recommendation from LBs for renewal, and refection of NGO plans and programs at local level. A guideline to simplify the process is being prepared.

− Local Bodies Fiscal Commission (LBFC) has been constituted under the convenership of Vice Chairperson of National Planning Commission and its permanent secretariat has been established in July 2003 with full time working professionals. A detailed Road Map (RM) of LBFC has also been adopted in February 2003. The expenditure assignment study has been completed and its finding is being reviewed. In the mean time formula based grant allocation system has been introduced for the DDCs.

− The District Development Fund (DDF) has been institutionalized to track all the income sources (The income includes the grant allocation from the centre-conditional or unconditional grants, internal income, and revenue sharing, donor contribution and others) of DDC. The fund will work as a treasurary of the district and expenditure from this fund will occur only on the basis of approved programs and plans.

–Local Bodies have been provided with additional resources from the centre through

revenue sharing mechanism, as envisaged in the Act. The Sharing mechanism adopted for hydropower is 50% of the royalties, 30% of tourism fee, 50% royalty from mining, 10% of the revenue from the forest product, and 5 to 90% of the land registration fee.

– Internal Audit mechanism has been developed at DDC, to carry out the audits of DDC and VDC accounts.

– Public Private Partnership (PPP) policy for LBs has been adopted (Based on the Private Sector Investment in Infrastructure Development and Operation Act, 2003) to promote private sector involvement in local development activities. In addition, private sector has been encouraged to strengthen management capability and exploit area specific potentialities for income and employment generation.

– A high level LBs Strengthening Recommendation Committee headed by the Minister of Local Development has been constituted to recommend policy measures to strengthen LBs and the process of decentralization.

Gaps and Challenges

Despite the above achievements, the absence of local elected representatives and conflict situation has constrained the effective implementation of decentralization and local governance system. The major gaps and challenges observed are enumerated below:

- The concept and meaning of decentralization/devolution are differently understood, and the different understanding among different sectors has resulted in the non-implementation of the DIP; the envisioned packages have become especially incoherent. Hence, the implementation of the DIP in promoting devolution has become slow.

- Decentralization is yet to be recognized as a system of governance covering cross cutting sectors. Hence, orientation and commitment of central level government institutions towards decentralization in taking its advantages and ownership is not fully realized by the sectors.

- The meeting of various committees envisioned in local self-governance act including decentralization implementation monitoring committee - the apex

8

body for decentralization monitoring and implementation, are not being held due to the absence of elected representatives at various levels.

- Planning culture at the central level has failed to evolve for integration of sectoral planning with local level planning. Consequently, the coordination between annual District Development Plan (DDP) and District Periodic Plan (DPP) with the central level planning has become more difficult.

- Coordinating mechanism for the mobilizing NGO, CBO and civil society and private sector in ineffective despite policy and legal framework.

- Despite the provision for the inclusion of DAG, women and dalits at the local level, their effective participation in decision making and development planning has been inadequate.

- The economically un-viable structure and local bodies undermines sustainability of the local bodies and thus remains dependent on the centre. This has resulted in high administrative expenses at the cost of development expenditure.

- Code of conduct for local representatives and officials is yet to be developed and implemented.

- Due to lack of the local service act, the changes in the role of civil service at the local level could not be redefined and forecasted. It has hindered the overall HRD and personnel administrative system at local level and the right sizing of the central level civil service.

- Decentralized responsibilities and resources devolved are beyond the current financial and management capacity of local bodies. Similarly, the central level organization has also limited capacities to regulate, facilitate and guide decentralized functions and services.

The major problems of governance are often overwhelmed by the state apparatus, can broadly be identified as a) Lack of positive nationalism b) Centralized power structure and elite behavior, c) Lack of institutionalization, d) Lack of ideology, e) Crisis of confidence and f) International pulls and pressures. Similarly, other many literatures also elaborate about the problem of governance in Nepal and suggest that good governance is necessary condition for overall development of a nation (Shrestha, 200:35).

1.2 Statement of the Problem

The development policies of Nepal are always formulated in centre and implemented to the rural area, therefore no development programs have achieved their targeted goals during the whole planned development history in the country rather the plans and programs are fueling the gap between rich and poor. However, decentralization plan has been practiced since 1965. After the restoration of democracy in 1990, Local Self Governance Act 1999 and Nepalese Interim Constitution 2006 have been formulated aiming to develop local bodies as the autonomous institutions. But poor implementation practices contributed to make act as only futile effort. Decentralization principally make possible people's participation in the program formulation, decision making, program implementation, program evaluations and also benefits sharing of the program among community people, which are considered as a core value of any development activities.

Regime of people's representatives is basic foundation of democracy, and people's participation accountability and transparency are the basic principles of local self governance. Heterogeneous feature of Nepalese geographic and social structure necessitated decentralization as a desirable option for development with equity in all sections of the society. Considering this fact, Government of Nepal decided to adopt the policy of local self governance and allocated Rs 3 Lakh annually to each VDC with the slogan of "Afno Gaun Aafai Banau (Develop our village on our own)" in 2052 B.S. After one year, the succeeding government increased the amount up to Rs 5 Lakhs annually entitled "Gramin Swabalamban Karyakram (Village Self Dependent Programme)." After People's Movement 2062/063, governments increased the VDCs' budget in large scale. Now, Rs. 30 lakhs is annually allocated for each VDC. The government, after the constituent assembly election, passed the decision of increasing this amount to 15 to 30 lakhs to all 3,915 VDCs. If this decision was properly launched, it would be boon for the rural development.

VDCs are not only the representatives of central government, they are government themselves. So, the issue of good governance of VDCs is very important. Rural development is a necessary component to the overall Nepalese development because

more than 80 percent people live in the rural area. This study makes an effort to know and review the overall situation of Good governance in local level. What is the present status of rural development from the good governance point of view? Are the rural people satisfied to the government plans, program and their implementation? What is the situation of governance - especially people's participation, transparency and accountability? In this backdrop, this research has probed out the status of accountability and service delivery situation of two VDCS, i.e., Naumule and Ruwakot of Dailekh district.

1.3 Objectives of the Study

The main objective of this study is to analyze the situation of good governance in two VDCs- Naumule and Ruwakot of Dailekh district. It has tried to analyze the three elements of good governance, i.e. people's participation, transparency and accountability. The specific objectives are as follows:

 a. To assess the level of people's participation in VDCs programs

 b. To probe out the transparency situation of the VDCs

 c. To explore accountability status of the studied VDCs of Dailekh.

1.4 Rationale of the Study

This research has tried to justify the local level of good governance and the overall good governance situation. More than 80 percent population is still staying in rural area. The local governing bodies are unable to conduct development activities properly. However, it is possible to improve the performance of the local government by making participation of the local people more effectively and by proper decentralization of authority. The research may contribute towards finding the level of people's participation, transparency and accountability which are major components of good governance at the local level.

1.5 Limitations of the Study

Out of the several components of good governance defined by various organizations including UNDP, WB etc, only three components analyzed. The study is conducted only in two VDCs in months due to time and financial constraints. It is par to a case

study of two VDCs of one district so it can not be generalized to all areas of Nepal.

Definitions of Key Terminologies

Accountability:

Accountability has been defined to mean to "the duty of public officials to report their actions to the citizens and the right of the citizens to take action against those officials whose conduct is considered unsatisfactory" (Barker, 2000:6-12). Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders" (UNESCAP, undated). It is imperative to make public official [decision makers] answerable for government behavior and responsive to the entity from which they derive their authority. Level of accountability in the community based civil society organizations has been measured on the basis of ; i) executive committee member's actions and performance; ii) general member's actions and performance; iii) in policy provisions and guidelines; and iv) for equitable access and effective control over resource.

Participation:

Participation has been defined to mean that all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively (UNDP,2008). It believes that people are not only the ultimate beneficiaries of development, but are also the agents of development. At the grassroots level, participation implies that government structures are flexible enough to offer beneficiaries and other affected the opportunity to improve the design and implementation of public programs and projects that increases ownership and enhances result (ADB 1999). Level of participation in the community based civil society organizations has been measured on the basis of: i) Leadership process; ii) major policy decision process; iii) program design and implementation process; and iv) resource utilization and benefit sharing process.

Transparency

Transparency has been defined to mean that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It refers to the free availability of information to the general public and clarity about rules, regulations, and decisions (ADB, 2007). It relates that decisions taken and their enforcement are done in a manner that follows rules and regulation. It also means that processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them (UNDP, 2006). Level of transparency in the community based civil society organizations has been measured on the basis of: i) resources and income; ii) activities and expenditure; iii) plans, programs and minutes; and iv) resources distribution and program implementation.

CHAPTER TWO
REVIEW OF LITERATURE AND CONCEPTUAL FRAMEWORK

Literature review is very necessary to carry out any research. In this chapter, literatures related to improved water mills, related books, booklets, bulletins, published and unpublished documents, dissertations, journals, articles, plans and policies, concerned fields and many other related sources will be reviewed.

2.1 The Concept of Good Governance

There seems to be a lack of common understanding about the concept and the basic components of good governance. Related information and literature, both outside and inside Nepal, indicate that the problem of governance is an issue that needs to be the focus of most of the developing countries.

The concept of Good Governance is relatively new. It first appeared in 1989 in the World Bank's report on Sub-Saharan Africa, which characterized the crisis in the region as a "crisis of governance".

In its 1992 report, the Bank viewed governance as having three aspects: a) the form of political regime; b) the process by which authority is exercised in the management of a country's economic and social resources; and c) the capacity of the government to design, formulate and implement policies and discharge functions. Owing to its Article of Agreement, the Bank considered the first to be beyond its mandate. It, therefore, linked governance to development economics. From here the Bank also began to add the adjective "good" to governance.

UN Version

According to UNDP, governance is: "the exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance comprises the complex mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations and mediate their differences." According to UNDP and other UN bodies, Good governance has 8 major characteristics. It is participatory, consensus oriented,

accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.
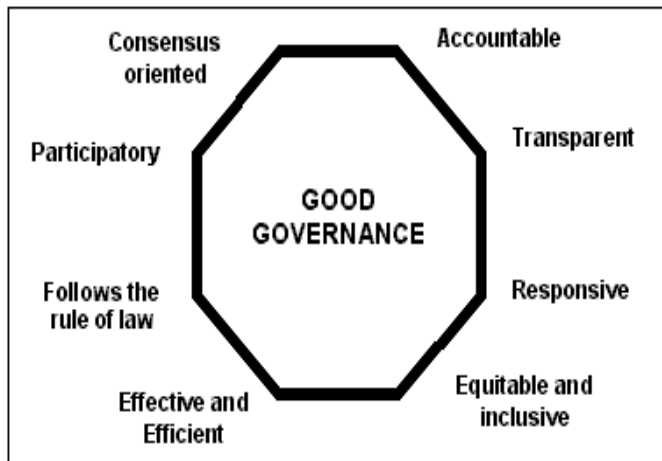
1. Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

2. Consensus Oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

3. Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

4. Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

5. Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

6. Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

7. Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being *(unescap.org).*

8. Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

World Bank Version

As for the World Bank, it has defined governance in the following manner: "Governance consists of the traditions and institutions by which authority in a country is exercised. This includes the process by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them." *(info.worldbank.org)*

The Bank has developed six indicators of Good Governance.

(info.worldbank.org; journals.cambridge.org)

They are:

- Voice and accountability (VA) -- *measuring political, civil and human rights* -- the extent to which a country's citizens are able to participate in selecting their government, as well as freedom of expression, freedom of association, and a free media.

- Political stability and absence of violence (PV) -- *measuring the likelihood of violent threats to, or changes in, government, including terrorism* -- perceptions of the likelihood that the government will be destabilized or overthrown by unconstitutional or violent means, including political violence and terrorism.

- Government effectiveness (GE) -- *measuring the competence of the bureaucracy and the quality of public service delivery* -- the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies *(Ibid)*.

- Regulatory quality (RQ) -- *measuring the incidence of market-unfriendly policies* -- the ability of the government to formulate and implement sound policies and regulations that permit and promote private sector development .Rule of Law (RL) -- *measuring the quality of contract enforcement, the police, judicial independence, and the incidence of crime* **--** the extent to which agents have confidence in and abide by the rules of society, and in particular the quality of contract enforcement, the police, and the courts, as well as the likelihood of crime and violence.

- Control of Corruption (CC) -- *measuring the abuse of public power for private gain, including petty and grand corruption* **--** the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as "capture" of the state by elites and private interest parties *(Ibid).*

2.2 Governance

Governance is a term "that applies to the exercise of power in a variety of institutional contents, the object of which is to direct, control and regulate activities in the interest of people as citizens, votes and workers."(Robinson 1996). It is the "exercise of political power to manage a nation's affairs."(World Bank,1989). Three concepts are cardinal to most definitions of governance. They are accountability, legitimacy and transparency (Dahal, 1996).

According to Oxford Dictionary (2005: 672), governance is "the activity of governing a country or controlling a company or an organization" and "the way in which a country is governed or a company or institution is controlled." The contemporary definition of governance, in practice, has, however, surpassed all traditional definitions including the one suggested by the dictionary.

Shrestha (2004) defines governance, "The term governance is better understood as the system and procedures that guide the process of decision making and implementation of decisions made by properly elected representatives of people."

Similarly, in the words of Kanel (2003), governance is 'the exercise of political, economic and administrative authority in the management of a country affair at all

levels'. Governance comprises the mechanism, processes and institutions through which all the stakeholders. The state, private sector and civil society and citizens articulate their interests.

Dahal (2006) writes in his book "State and Rural Development", "Governance or the apparatuses of the state, appears to exit everywhere, regulating the conditions or citizen lives- both the privates and the public". Head the idea of the governance is often linked to the notion of conforming the institution's structures and process of the state. Governance becomes good only if the state realizes its normative goals such as "peace", "order" and "justice" and combines freedom with development.

According to Uprety (1996:23) there is a lot of literature available on the role of a state or a government, but a clear cut definition of governance is difficult to find when one comes to talk about good governance, the way one perceives the 'goodness' to be, but governance as such has not attracted enough attention of thinkers to give it a well defined meaning. One main reason behind it is that people view governance in different way. Some see it as an outdated notion that should be replaced by the market mechanism while others still see a strong need for governance to deliver public goods (Acharya, 2005:11).

Different institutions and donor agencies, which are working in the field of governance in Nepal also reviewed and developed their ideas. United Nation Development Program (UNDP, 2008:120) has defined governance as "the exercise of economic, political and administrative authority to manage a country's affair at all levels. It comprises the mechanism processes and institutions through which citizens and group articulate their interest, exercise their lager rights melt their obligations and mediate their differences.

The United Sates Agency for International Development (USAID, 2009:23) refers to governance as "the manner in which power is exercised in the management of a country's economic, environmental and social resources for development."

Similarly, British Government's Department for International Development (DFID, 2008:11) use the term governance to mean "how the institutions, rules and systems of the state, the executive, legislature, Judiciary and military-operate at central and local level and how the state relates to individual citizens, civil society and the private sector."

The Asian Development Bank (ADB,2006:3) concludes governance as, "The manner in which power is exercised in the management of a country's economic and social resources for development."

The Canadian International Development Agency (CIDA, 1996:21)defines governance as "The manner in which power is exercised by government in the management of a country's social and economic resources."

In the definition of World Bank governance means the manner in which power is exercised in the management of countries economic and social resources. Bank has identified three distinct aspect of governance,

(a) The from of political regime

(b) The process by which authority is exercised in the management of countries economic and social resources for development. And,

(c) The capacity of government to design, formulate and implement policies and discharge functions.

Meanwhile in 1999, Oxford University set up the following questions to any system of governance: Do people fully participate in governance? Are people fully informed? Do the people make decisions, or can they at least hold the decision makers accountable? Are women equally partners with men in governance? Are the needs of future generations taken into account in current policies? Do people own their structure of governance? These question focus to searching the elements of good governance in the whole system of governance.

2.3 Good Governance

When we trace the roots of the word *governance*, we discover that it was originally the Greek word *kybernan* or *kubernân* meaning "to steer or pilot a ship, direct", from which the word governance got originated. This word was used by Plato in ancient Greece with regard to designing a system of rule (Kjaer, 2004: 1-2).

The concept of Good Governance is relatively new. It first appeared in 1989 in the World Bank's report on Sub-Saharan Africa, which characterized the crisis in the region as a "crisis of governance." (www.sti.ch)

There is a myth a best example of good governance, the regime of King Ramchandra (also known as a god of Hindu) in Ayodhya State of India (Treta Yug) was quotable from the good governance point of view. Now-a -days also, many people remember that regime as a "*Ram Rajya*". Similarly King Ram Shah of Gorkha state (1663-1690 B.S.) was known as an ideal ruler. ".......... Nyaya Napaye Gorkha Janu(go to Gorkha for justice)" is one of the famous assumptions up to now. According to history King Pratap Malla was also known as accountable ruler. His habit of only taking meal after all citizens, was an example of accountability. The prime minister of autocratic Rana regime, Dev Samsher always said that he is the slave of citizen which was really good example of responsibility.

This is very difficult to define good governance as universally. Generally, governance become good if the mechanisms, process and institutions of governance have positive connotations (Sharma, 2005). First of all the term good governance was used in a report of 'sub-Saharan Africa: from crisis to sustainable development (Khadka, 2008)

In its 1992 report, the Bank viewed governance as having three aspects: a) the form of political regime; b) the process by which authority is exercised in the management of a country's economic and social resources; and c) the capacity of the government to design, formulate and implement policies and discharge functions. Owing to its Article of Agreement, the Bank considered the first to be beyond its mandate. It, therefore, linked governance to development economics. From here the Bank also began to add the adjective "good" to governance.

UNDP defines governance as the exercise of political, economic and administrative authority in the management of a country's affairs at all levels and it comprises the complex mechanism process and institutions through which citizens and groups articulate their interest, mediate their differences and exercises their legal rights and obligations (Shrestha, 2004). Good Governance is a process of executing a coherent governing plan for the nation based on the interest and priorities of people. Its purpose is to create a just society based on the principles of human essences such as inclusiveness, liberty, equality and cooperation (Dahal,1992)

According to Oxford Dictionary (2005: 672), governance is "the activity of governing a country or controlling a company or an organization" and "the way in which a

country is governed or a company or institution is controlled." The contemporary definition of governance, in practice, has, however, surpassed all traditional definitions including the one suggested by the dictionary.

Good Governance is "about utilizing power, add resources in a way that maximize that welfare of the people" (Sharma, 1998). Good governance is not as a "luxury" but as a vial necessity for development (World Bank 1997). Good Governance is closely associated with the encouragement of participatory democracy, local leadership, civil society and devolution of power at grassroots level (Shrestha,2004). Nepali defines; good governance implies that the marginalized people should have power to participate in the decision making process. Accountability, legitimacy and transparency are fundamental factors for the people's participation in the process of development plans of governance. Similarly, Oxford University forwards a new and wide ranging definition of good governance, which is dedicated to securing human development.

Good Governance is closely associated with the encouragement of participatory democracy, local leadership, civic society and devolution of power at the grassroots level. Local capacity building, thus, becomes its essence which mainly focuses on the maximum participation of the local people in the decision making affecting their lives, liberty and property (Dahal, 2003).

Many development agencies define good governance as their own perception. Here, it will be relevant to review some of them. The International Monitory Fund (IMF) elaborates that good governance is important for countries at all stages of development. The USAID says, "Good Governance means competent management of a country's resources and affairs in a manner that is open, transparent, accountable and responsive to people's need". According to USAID- good governance rests on four pillars; transparency, accountability, predictability and participation (USAID, 2006). The ADB building upon the approaches of the World Bank (WB), has identified four elements of good governance, these are; accountability, participation, predictability and transparency (ADB, 1999). The Japanese International Co operation Agency (JICA) regards good governance as such that should help countries to achieve sustainable and self-reliant development and social justice.

Dahal and Uprety write in their book "Good Governance and Decentralization", good governance is a process of executing a coherent governing plan for the nation based on the interests and priorities of the people. It purports to create a just society based on the principles of inclusiveness. From the above literature we can conclude the term good governance is an ideal orientation of governance in the management of a country's resources and affairs for development. It is a combination of the state, the market and the civil society for mutual prosperity. Good governance is one of the most important pillars for development. Now a days, this concept arises globally even in developing or third world.

In 1999, Human Development in South Asia formulated architecture of human governance that helps us to understand governance, good governance and human governance.

2.4 Characteristics of Good Governance

UNDP lists the characteristics of good governance as following: participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability, strategic vision and elaborates that these characteristics are interrelated, mutually reinforcing and cannot stand alone. It further says that good governance has three legs: economic, political and administrative governance (UNDP, 1997; 54)

Shrestha suggests ten components of good governance entitled principles of good governance, these are: participation, rule of law transparency, responsiveness, consensus oriented, equity and inclusiveness and efficiency, accountability, legitimacy and economic liberalization (Shrestha,2004: 146). Similarly Dahal writes accountability, responsibility, legitimacy, transparency, and participation, promotion of the rule of law instead of rule of individual, equity considerations, responsiveness and efficiency, consensual policy orientation and long term strategic view benefiting the public is the cardinal tenets of good governance (Dahal, 2006: 177). From the many literatures, it is possible to summarize the components\elements of good governance are as follows:

2.5 Common Elements of Good Governance

Agencies\ Author	Suggested elements\components	Common elements components
UNDP	i) Participation ii) Rule of law iii) Transparency iv) Responsiveness v) Consensus orientation vi) Equity vii) Effectiveness and efficiency viii) Accountability and ix) Strategic Vision.	Participation Transparency Rule of law
ADB	i) Accountability ii) Participation iii) Predictability and iv) Transparency.	Accountability Participation Predictability and Transparency.
USAID\Nepal	i) Transparency ii) Accountability iii) Predictability iv) Participation	Transparency Accountability Predictability Participation
IMF	i) Transparency ii) Accountability iii) Efficiency iv) Fairness	Transparency Accountability

CIDA	i) Effective ii) Honest iii) equitable iv) Transparent and v) Accountable	Transparency Accountability
Aus AID	i)Transparency ii) Accountable iii) Equitable and iv) Responsiveness	Transparency Accountability
Robinson	i) Accountability ii) Legitimacy and iii) Transparency	Transparency Accountability
SDC	i) Transparency ii) Accountability iii) Participation and iv) Democratic legitimacy	Transparency Accountability Participation.

Source: different websites

The universally accepted characteristics of good governance are participation, rule of law, transparency, responsiveness, equity, inclusiveness, effectiveness and accountability (UNDP, 1997:55). Transparency, accountability, participation and predictability have been chosen to be the key instrumental elements of good governance which are also used by ADB and USAID in Nepal.

2.6 Bureaucracy and Governance

'Bureaucracy' is an overworked concept and often an unclear one. It is, as Martin Albrow has put it, 'a term of strong emotive overtones and elusive connotations'. Albrow distinguishes seven separate thought related modern meanings of the term.

These I have in part incorporated and in part significantly amended in what follows. Most neutrally, and in my view most fundamentally, as a descriptive core, 'bureaucracy' means a centrally directed, systematically organized and hierarchically structured staff devoted to the regular, routine and efficient carrying out of large-scale administrative tasks according to policies dictated by, rulers or directors standing outside and above the bureaucracy.

The modern day concept of bureaucracy was developed by a German sociologist named Max Weber (Though the original term 'bureaucracy' evolved during the eighteenth century, and is "attributed to the Frenchman 'de Gournay'"). Weber advanced his concept of bureaucracy throughout the nineteenth century by studying power and authority throughout history, and discovered that in early societies three different types could be identified. The first was made up of 'Traditional authority' and was based on the belief that rulers had a natural right to rule. The second was that of 'Charismatic authority', whereby power was based on the belief that the ruler possessed special control over others through such things as religion (as did the Pope a decade ago) and Heroism (As Hitler possessed during the Second World War). The third concentrated on 'Legal-Rational authority', indicating that formally written rules held certain individuals (such as prime ministers and school principles) in places of power. Using a combination of these ideas, he then developed his own concept for structuring that featured rigid hierarchical structures, defined authority, set rules and regulations, and a specification of tasks in an impersonal climate. This would then lead to work being divided into parts, allocated amongst relatively specialized workers, dispersing the responsibilities and centralizing authority to a small number of administrators. This entire structure would then take the form of a pyramid, with the managers up top passing down rules to their subordinates. Because the chain of command tends to be lengthy in large organizations, the use of codified and impersonal rules would replace the need for supervision as the regulator of the quality in effort, ensuring predictability at all ends of production simply because no action would be allowed that does not "lead directly to the production of formally designated organizational ends".

Weber's 'Bureaucratic' structure is very much based around a combination of his faith in the market with the view that society was the product of rational construction

and the principle of legal authority having become increasingly dominant and continuing to spread. His intention was to create an entirely rational system which broke from the "nepotism, whims and fancies" of prior authoritarian systems, while at the same time being characterized by rules and legal order and coping with the changes that were taking place within society at the time, including the rise of science, the development of industrial manufacturing, capitalism and it's systematic pursuit of profit. It was these social changes of modernity that inspired the development of the bureaucratic systems, in order to keep up with needs in the best possible way.

In today's society, it is almost impossible not to be confronting by bureaucratic structuring at least several times within normal daily activities. This is because of the enormous size of modern nations and their need for efficient organization that does not allow for personal relations and feelings to get in the way of achieving goals. This system can usually be found in big organizations that are designed to complete numerous complicated tasks that no individual could perform alone. One of its main benefits, as intended by Weber, revolves around the "establishment of rules and regulations to increase the likelihood that employees will be treated fairly and to create stability over time… purging the organization of favoritism… prejudice and discrimination" (that had plagued organizations for many years prior). Bureaucracy's highly formalized mechanism is able to standardize discipline practices by setting policies as to what areas managers have jurisdiction in making choices relating to business activities, while at the same time setting the expectation guidelines for other staff. By doing so, it allows for functionality to flow more fluently and accurately, saving scarce resources such as time and money, by allowing all members to know exactly what duties are expected of them.

The major reasons behind the success and continuation of bureaucracies stems from their ability to succeed at obtaining objectives, to work extremely well for big organizations (so much so that they surpass other such systems) their "structural features are the ones that are selectively retained because they achieve reinforcing consequences, while non-bureaucratic features are eliminated", they maintain control, and even though social environments are for ever changing - social values rarely ever changed dramatically (for example, businesses will never be anything less than goal oriented).

Unfortunately though, bureaucracy has also developing as a dirty word within the minds of many within society, because it is seen as a development at the expense of individual freedoms such as choice. As early as 1878 the 'Nordic family encyclopedia' described democracy as being "blind obedience and subservience to those who posses power, and the overbearing and harsh treatment of the general public". Other common complaints voiced about this structure include its impersonal nature which can be inhuman; it is rarely accessible and can subsequently become inefficient. The most general argument against such structures was developed by Robert Merton, who argued that there is a tendency for "the rules to become more important than the ends they were designed to serve, resulting in goal displacement and loss of organizational effectiveness." Examples that have been put forth in support of this argument include typical customer relations failings (which is detrimental to the main purpose of any business, which is to attend to its customers) in order to maintain other job requirements. So too, Merton argues that another fundamental failure that exists is "related closely to the problems of goal displacement and has the undesirable effect of having members' applying formalized rules and procedures in inappropriate situations; that is, responding to a unique situation as if it were routine, resulting in dysfunctional consequences". Possible reasons for this include the forced ideology within individual minds that a rule exists for each situation and the misinterpretation of set rules in an attempt to place structure where it evidently does not exist.

2.7 Good Governance: Vision and Reality of Nepalese Context

The concept of good governance is vigorously debated in almost all societies, democratic or undemocratic. Each claims that it has good governance. This claim has made the interpretation of good governance interesting, diverse and identifying. The term has thus become a fashion for the political leaders, development planners' civil society activities and academia.

Attaining good governance is the normative concern of all the countries of world. But in practice, very few of them have achieved this goal. With the down of multiparty democracy, Nepal too has set to achieve this goal. This concept was not encouraged and realized by the Shahs (1722-1846). The Ranas (1846-1950), the multiparty governments (1951-1960), and the monarchic Panchayat Policy (1961-1990),

dominated the entire statecraft for the simple reason. But, after the historic popular upsurge of 1990, this concept came to dominate the whole political and development discourse in contemporary Nepal (Dahal, 2005).

The concept of good governance enters to Nepal only after the restoration of democracy in 1990. The constitution of the kingdom of Nepal 1990, acknowledges that "the source of sovereign authority lies in the people, established the equitable distribution of power among the institution of governance and challenges the concentration of power. It intents to provide social, political and economic justice to the Nepalese people for years to come, guarantees basic human rights of every citizen of Nepal. Meanwhile, the present interim Constitution of Nepal 2006 set up a provision of good governance. In article 33, the constitution clearly mentions the responsibility of the state.

The Nepalese context also poses a great caution: is there possibility of finding a middle course between the globalized market process provoking denationalization and the indigenous political process requiring social control and participation? If yes, which should get the primacy the market or the political process? If not, how are linkages between the two forge so that governance, instead of being a destabilizing force, encourage a healthy social policy of nation-building in developing countries the nation building process involves the three fold task: fostering the process of democratic governance; enabling enduring community participation in the development process; and strengthening of popular values and institutions by legitimate means (Dahal, 2005).

In conclusion as the concept of good governance is lately realized in Nepal, it is exposed to various scrutiny analysis and interpretations. The constitution of Nepal, local self government act 1998, it's by laws 1999, the 10th and three years interim plan documents etc. Lay out the provisions for legitimated, transparent, just and accountable governance in Nepal. Practically, however the instruments of good governance have yet to become either rational or stay above vested interest groups of society to give voice and participation to the majority of public in policy matters that affect their life, liberty and properly. Nepal's planning and policies are largely characterized by their poor execution. As a result, citizens are even devoid of classic public goods such as law and order and the provision of basic need.

The critical mass of society cast aspersion on the very legitimacy offered by electoral politics. While poverty is increasing in greater proportion, complexity and at inter-generational level, the sense of deprivation and alienation too is mounting among the Dalits and marginalized people thus giving vent to a politics of solution, agitation and rebellion. The fundamental attributes required for good governance in Nepal are: enhancing state capacity and embedded ness to deal with social force, applying rational development policies inclusive of marginalized and minorities, seeking for the establishment of rule of law and setting a condition for the liberation, entitlements and social opportunities for people to lead a life worthy of human dignity.

2.8 The Sociology of Governance

If sociology is the study of society and governance is the activity of managing or ruling human affairs, then the sociology of governance is the study of the societal dimensions of managing human affairs. No established subfield named the "sociology of governance" exists within the discipline of sociology, as does for example the "sociology of religion." Nevertheless, this entry argues that classical and contemporary sociology has much to say about the theory and practice of governance.

Sociology has three classical concerns directly relevant to the study of governance. One concern is domination--the capacity or opportunity for some people to exercise power over others. Sociologists seek to understand the sources of power in society and how it is wielded to produce both desirable and undesirable outcomes. They have been fundamentally concerned about the legitimacy of this power and about the capacity of individuals and groups to resist domination. A second concern is social order—how is it that society coheres? Why doesn't society break down into what the English philosopher Thomas Hobbes called the "war of all against all"? Sociology tries to understand the bases of human solidarity—how does society exist in the first place? The third concern is for what is distinctively social, as opposed to biological or cognitive, in human behavior. What aspects of behavior arise as the result of domination and social order? Although sociology would grant that meaning, morality, and social norms have some basis in biology, it focuses on how these achievements arise from human interaction.

It is perhaps obvious that these core concerns are deeply interconnected. The work of one of the founding figures of sociology, Emile Durkheim, for instance, was a

response to the view that social order could only be achieved by relinquishing power to a "leviathan," a powerful state that would achieve social control through domination. He was also reacting against the classical economists' view that self-interested exchange is the basis of social order. Durkheim argued, by contrast, that it was the distinctly social bases of human life—morality and social norms-- that made social order possible. Morality comes prior to social control or market exchange.

At least three different perspectives on the relationship between society and governance are possible. First, a societal perspective treats the social dimension of human collectivities as an all-encompassing system and thus explains outcomes based on the archetypal characteristics of those systems. This perspective is typically civilization or cultural. A societal approach to the governance of new enterprises in Shanghai, for example, might appeal to fundamental characteristics of Chinese civilization or culture—say, the tendency to use personal connections—*guanxi*—to influence the behavior of others. Second, a differentiation perspective, typically associated with modernization theories, assumes that that the state and the economy have become differentiated from society. Such an approach typically singles out "society" as a distinctive arena of governance. Contemporary discussions about "civil society" or the "public sphere" provide a good example. Third, an embeddedness perspective sees the social as one dimension of all spheres of activity, but does not interpret society as an all-encompassing system. Instead, this perspective suggests that even the most instrumental activities-like economic exchange or political lobbying-have a social dimension. The state or the economy is hence "embedded" in society.

Several subfields in sociology are particularly relevant for understanding basic mechanisms of governance. Organization theory studies formal organizations as patterns of human coordination and cooperation. We live in an "organizational society" and this is nowhere as true as where governance is concerned. Schools, armies, and hospitals are the agencies of modern governance. Economic sociology studies occupations, firms and markets as modes of allocation of values and resources that shape social stratification and societal power. Political sociology studies the development of the state as a mode of political power and social movements and other forms of contentious action as forms of collective action and social protest.

31

It is perhaps true that sociology and its subfields are more interested in the "unintended consequences" of organizations, markets, and states than they are in the ostensible purpose of "governing." Thus, sociology tends to view organizations as agents of social control (domination), as a form of social structure (social order), or as communities (social organisms) rather than as mechanisms of effective human coordination. Likewise, markets are more likely to be seen as producers of social inequality than as efficient producers of consumer products. Yet if the aims of inquiry are often different for sociology than they are for public policy or public administration or management theory, it is important to acknowledge that governance may be a benign expression for domination or social control.

In the following sections, this entry briefly traces some of the broad connections between sociology and governance.

The founders of classical sociology-Karl Marx, Emile Durkheim, and Max Weber, among many others-were concerned about understanding what today we might broadly describe as "modernity." Marx, of course, analyzed the development of modern capitalism and predicted the emergence of increasingly polarized class conflict. As described above, Durkheim focused on society itself and analyzed the changing bases of solidarity and social control. Arguably, however, the founding sociologist with the greatest influence on contemporary discussions of governance was the German sociologist Max Weber. More than Marx and Durkheim, Weber's analysis led him to focus his attention on the development of the modern state and the rise of modern forms of organization.

Weber's intellectual project has been variously described. His work has been described as a "sociology of domination" or a project to uncover the history of rationality. And it has been described as an attempt to understand why modernity first emerged in the West-out of European civilization. All these descriptions are apt. We might sum them up by saying that his intellectual project was to understand why a new "modern" form of domination-rational-legal authority-developed first in Europe.

Weber's sociology of domination is most immediately apparent in his description of three forms of authority: traditional, charismatic, and rational-legal. Weber famously defined authority as "legitimate power" and he argued that to be stable, social orders

must be legitimate. Authority and legitimacy were thus central concepts around which he built his conception of institutions and his ideas continue to be influential in current discussions of governance. Historically, Weber argued that the customary authority of traditional orders and the visionary authority of charismatic leaders gave way, in modern institutions, to an impersonal form of authority that Weber called "rational-legal." Science and law, as exemplars of rational-legal authority, were thus the basis for the legitimate use of power in modern institutions. As Weber pointed out, the emergence of modern bureaucracies—both in states and in business enterprises-was a reflection of the growing importance of rational-legal authority, a development he regarded with some cynicism.

Weber's analysis of the development of rational-legal authority was linked to his analysis of "rationalization" on a much longer time scale. He viewed rationalization as a phenomenon that developed over millennia and as rooted in the Judeo-Christian religious traditions of the West. This historical analysis is beyond the scope of this entry. However, with regard to governance, it is worth pointing out that rational-legal authority was only one dimension of his broader conception of rationalization. For Weber, rationalization was a process whereby "ends" and "means" were progressively clarified and then related systematically to one another. One important consequence of rationalization was the differentiation of institutional spheres-the economy, the political system, society, and religion. And rational-legal institutions like state bureaucracies became "means" to achieve the ends of state, with state officials developing "neutral competence" to serve these ends.

The major themes developed by Weber-rationalization, bureaucracy, legitimacy, and authority-remain foundational concepts in many discussions of contemporary governance. Moreover, these themes were refined and elaborated by sociologists that followed him.

2.9 Importance of Good Governance in Sociology

After the discussion about concept and components of good governance, it is important to know what is the importance and role of good governance for the journey of social change. With the reference of many literatures these importance are note worthy. To have harmonious and prosperous society we need a good administration and governance. A single governance system cannot encompass all the levels of development at local levels.

2.10 Conceptual Framework of the Study

<div align="center">
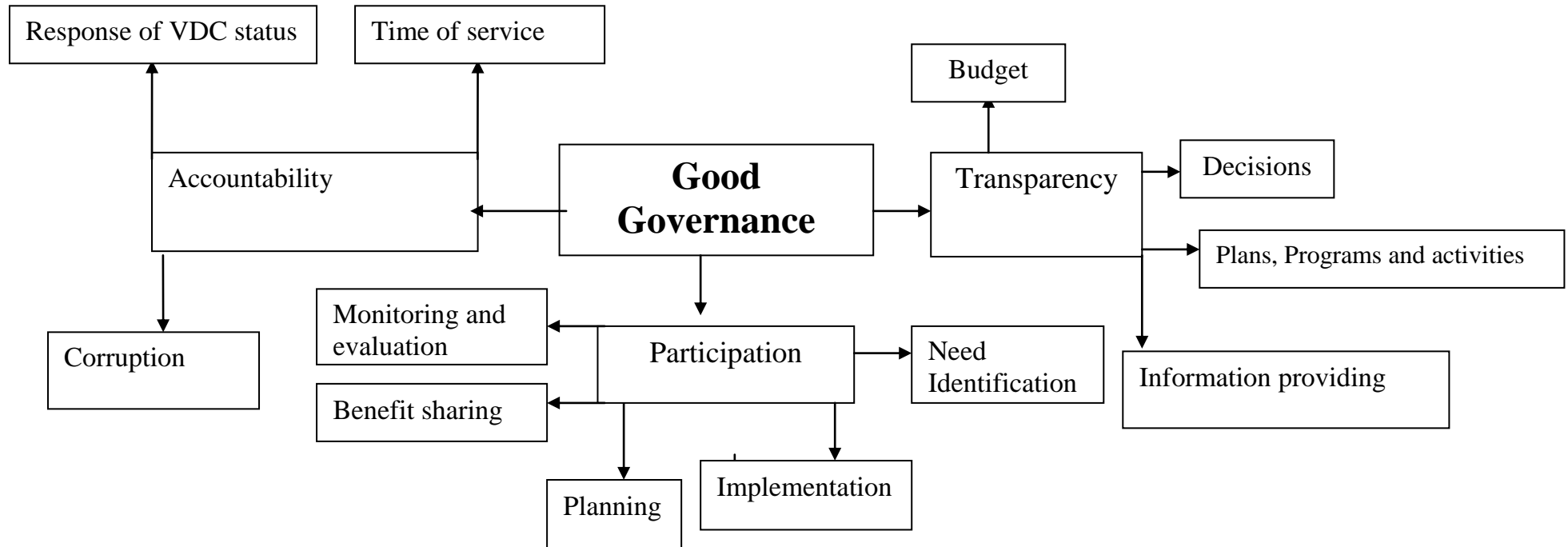
CHAPTER - THREE
RESEARCH METHODOLOGY

</div>

Method is taken as a key step for any research work. Only one method is not sufficient enough to obtain all kinds of relevant quantitative and qualitative information. That is why a combination of different tools and techniques of data collection will be used in this study. This section will be focused on the research design, rationale of the selection of the study area, nature and source of data, universe and sampling, data collection procedure, analysis and interpretation of data. The main method of this research was the review of previous literatures related to field works.

3.1 Research Design

The study is conducted under exploratory and analytical research design. The research is conducted in a place where the issue of governance is not been studied before. In addition, the place itself is less explored by other researchers so far from the perspective of governance. The research was designed to dig out the status of governance in the less explored local bodies. Therefore, the design adopted for this research is exploratory research design. Further, the effects evident, the process going on and the issues were dissected from the good governance perspective. Hence, the research follows analytical design in parallel to the exploratory one. Moreover, both qualitative and quantitative ways of data collection, presentation and analysis were applied. It also focuses on what factors they perceive as the ones leading them to local development.

3.2 Study Area/Site and Rationale for Selection

Based on the nature of the study, Naumule and Ratwatkot VDCs of Dailekh district is selected for the study. Dailekh is a hilly district in Veri Zone of Mid Western Nepal. The district, with Narayan Municipality as its district headquarters, covers an area of 1505 km² and has a population (2011 Census) of 2,61, 770 (DDC Profile, 2072). Out of 49 VDCs and 2 municipalities in the district, two VDCs was selected for the research in different locations from the district headquarters. The two VDCs took for this research was Ratwatkot and Naumule. Naumule VDC has a population of 1780 in 334 individual households (VDC Profiles, 2015), while Rawakot VDC has a

population of 5243 in 1045 individual households (Ibid).

Both the VDCs will be their uniqueness in terms of geography, political awareness, education and other diversities. Ratwatkot VDC is adjacent to district headquarters and has the mixed population of ethnic communities like Brahmin, Kshetri, and Dalit etc. The locals are generally aware and conscious from educational perspectives. The second VDC selected for research is Naumule which is at around 40 km distance from the district headquarters. Brahmin, Kshetri, Janajati and Dalit are the major communities living in the VDC. The level of education is poor and they are generally unaware about their rights of getting facilities from the local government. It is quite scientific to collect data from two contrasting locations so that the reality of development and importance of local governances is properly known. This research tries to find whether there is difference in the level of developmental works due to the distance of the VDC from the district headquarters. Both the VDCs will be severely affected by the decade long armed conflict owing to which both the VDCs will be deprived of developmental activities. Both the VDCs have diverse population but are totally contrasting to each other. The population size is also different in the VDCs which will be comprised of different ethnicities, economic status and literacy levels.

3.3 The Universe and Sampling

The unit of analysis of this study is individual who is the residents of the two VDCs under study - Naumule and Rawatkot. All the population above 18 years of age in those two VDCs represents the Universe for the study. The demographic composition of the Universe for this study will be given in the Table No. 1:

Table No. 3.1: Demographic Features of VDCs under Study

Description	Naumule	Rawatkot
Total Population	1,780	5,243
Male	928	2745
Female	852	2498
No. of Households	334	1045

(Source: VDC profiles, 2073)

The total population of Naumule VDC is 1780 and Rawatkot VDC is 5243. The male population of Naumule VDC is 928 whereas Rawatkot has 2745 males. Similarly, Naumule has 852 females and Rawatkot has 2498 females. Naumule consists of 334 households whereas Rawatkot VDC has 1045 households.

The research cannot cover the whole universe in course of data collection process. So, this research has taken the following sampling to conduct the research.

Table No. 3.2: Coverage of Sample by Ethnicity, Gender and Educational Status

Table No. 3.2: Coverage of Sample by Ethnicity, Gender and Educational Status				
A. Ethnicity	**Naumule**	**Rawatkot**	**Total**	**Total %**
i)Dalit	2	45	47	33.81
ii) Janjati	24	0	24	17.27
iii) Others	8	60	68	48.92
Total	34	105	139	
B. Gender				
i) Male	11	37	48	34.53
ii) Female	23	68	91	65.47
C. Educational Status				
i) Illiterate	14	53	67	48.20
ii) Up to secondary level	10	31	41	29.50
iii) Up to I.A. Level	5	18	26	18.71
iv) Bachelor and above	2	3	5	3.60

Source: Field Survey 2017

The research was carried out by took 34 people from Naumule and 105 people from Rawatkot regarding the ethnic groups and 34.53% male and 65.47% female from both VDCs. Similarly, 48.20% illiterate people, 29.50% secondary level people, 18.71% higher secondary level and 3.60% people will be above than the bachelor level regarding the educational background.

3.4 Type of Data

Both the qualitative as was as quantitative data were collected in the research. The qualitative data will be included perception, understands, views, attitude, and behavior. It was basically focused on interactions with local politicians, VDC secretary and members of local consumer groups. The major themes of the interviews were whether the VDC office as the highest government authority in a VDC is fulfilling the desires of the local population by ensuring their participation in various VDC activities, whether the VDC office maintains transparency in its works and whether it ensures accountability towards the service receivers at the time of discharging duties. For the quantitative data will be included demography and income etc.

Sources of Data

Both the primary as well as secondary data will be collect in the research. They include:

Primary Source: Data will be collect in the field is called primary source of data. The quantitative and qualitative data will be collect during the field study are from primary sources.

Secondary Sources: Published, broadcast and online data sources including various books, journals, VDC profiles, newspapers, radio, TV and websites, etc were the secondary data in the research.

3.5 Data Collection Tool and Techniques

The required data and information will be collect by intensive field work of about three month and several frequent visits to the field whenever required.

The following techniques have been used for the data collection:

3.5.1. The Household Survey

The household survey was conducted using questionnaire. Key information will be collect in terms of population structure, house income and expenditure, occupation,

education and so on. Likewise, informal interviews will be also conduct to collect the data for additional and supplementary information such as level of income, profession, social status, etc.

3.5.2 Key Informant Interview

The key informants were the then VDC secretaries, consumer group chairmen of the two VDCs. They were informally interviewed and their opinions were incorporated in the report. They were asked questions/issues on accountability, transparency and participation status and practices in the two VDCs.

3.5.3 Observation

During the field work, the researcher will be spent many days in the field to observe the daily activities, service delivery system, people's participation level and the situation of transparency and accountability at the VDC level. And, there will be numerous informal interactions with the locals along with the observation.

3.5.4 Interview

The interview will be divided into three parts: (A) Participation (B) Transparency and (C) Accountability. Participation part dealt on the level and frequency of people's participation in the activities, such as the meetings of VDC Council, Integrated Planning Formulation Committee and Consumer Groups, etc. Under Transparency section, the respondents will be basically asked how much they felt the VDC budget is transparent and how much the officials make the budget of various development activities transparent. Under Accountability, respondents will be basically asked how much the VDC office is responsive to their problems and concerns.

3.6 Reliability and Validity

To be a good research report its data must be reliable and valid. For that purpose, multiple tools are used to ensure the quality of data. For that the researcher has attempted to build rapport with the VDCs secretaries, local political leaders, and the local people. The secondary data are used to check the validity of empirical data. The collected data and information has been classified and analyzed broadly by close consolation with the supervisor. The researcher's personal views and exaggeration is avoided.

3.7 Data Processing, Analysis, Interpretation and Reporting

Data processing started with editing after the collection of primary data, coding of some of the questions of the schedules are done. After coding, those responses were put in the MS Excel for further processing. In addition, the qualitative information is collected during informal interview and descriptively analyzed. The quantitative data after being analyzed are present in various forms of tables/charts. Based on the analysis of both the quantitative and qualitative data, they were interpreted and findings were presented accordingly. Further, all the information including data processing and findings portrayed in standard report format.

3.8 Ethical Consideration

During the collection of primary data, the daily life activities, their cultural norms, privacy and values was highly respect by the researcher. In addition, the secrecy of the data was also maintained. Next, the social setting of the selected community was also deeply taken into consideration.

CHAPTER: FOUR
ANALYSIS AN INTERPRETATION OF DATA

4.1 Levels of Participation in VDC Programme

This chapter depicts a comparative situation of people's participation, i.e. a component of good governance, in the two VDCs of Rawatkot and Naumuleon the basis of ethnicity and gender. It also attempts to analyze how the community people have been participating in the development process, particularly in the stages of (a) need identification, (b) planning and implementation, (c) benefit sharing and (d) monitoring and evaluation.

Participation in Need Identification Stage

Need identification is essential for all development projects and activities in the preliminary stage, or the first step. It is important that people first identify what their basic need is at the community level and thus fulfil their basic requirements such as drinking water facilities, roads, electricity, irrigation, communication, empowerment, internet, etc. When the concept of trickle down development approach failed, then all development activists realized that people's participation in all stage is the basic formula to a successful and sustainable development. The following table shows the status of people's participation at the need identification stage of development process.

a. People's Participation in Need Identification Stage by Ethnicity

At this stage, participation was categorised into "active", "moderate", "passive" and "not at all" based on the frequency of participation of locals in the development activities. For instance, the respondents were asked: "Do you participate in the problem identification stage of development activities conducted by your VDC?" If their answer was "yes" and that they "raise question vocally", then they had the "active" participation. If their answer was "occasionally" and that they "raise question sometimes", then they had the "moderate" participation, and if the answer was "passive", then it would mean that they "participate but do not raise any question". Those respondents who flatly said they never go to such programs and participate in need identification stage of development activities, then that would be "not at all" participation.

Table No. 4.1: People's Participation in Need Identification Stage by Ethnicity

Ethnicity	Naumule					Rawatkot				
	Level of Participation					Level of Participation				
	Active	Moderate	Passive	Not At All	Total	Active	Moderate	Passive	Not At All	Total
Dalit	0	2	0	0	2	17	9	13	6	45
Janajati	12	5	2	5	24	0	0	0	0	0
Other	2	2	1	3	8	20	17	18	5	60
Total	14	9	3	8	34	37	26	31	11	105

Source: Field Survey 2017

Among the different casts in Naumule and Rawakot VDC, the level of participation seems moderate in both. In Naumule VDC, "active" participation is 14 in number which is followed by "moderate" which is 9 in number. Similarly, "Not at all" is 8. In Rawatkot VDC, "active" participation is 37 in number which is followed by "passive" which is 31 in number. The "moderate" participation is 26 in number and "not at all" is 11.

The number of Dalit participation is "Moderate" which is 2 in numbers in Naumule whereas Rawatkot has 17 in "Active Participation" and 13 in passive. Similarly, Naumule VDC has active participation more which is 12 in number and Rawatkot has no Janajati participation. Naumule VDC has active participation of other cast which is 2 in number and moderate participation is also same. Not at all is 3 in number whereas Rawatkot has active participation which is 20 in number and passive participation is 18 in number.

b. People's Participation in Need Identification by Gender

At this stage, participation was categorised into "yes" and "no" based on the answers of the male and female respondents as to whether they participate in the need identification stage of development activities.

Table No. 4.2: People's Participation in Need Identification by Gender

Name of VDC	Sex	Yes	%	No	%	Total
Naumule	Male	6	54.55	5	45.45	11
	Female	14	60.87	9	39.13	23
	Total	**20**		**14**		**34**
Ratwatkot	Male	25	67.57	12	32.43	37
	Female	45	66.18	23	33.82	68
	Total	**70**		**35**		**105**
Grand Total		**90**		**49**		**139**

Source: Field Survey 2017

The table above depicts the level of male and female participation in need identification stage of development activities by gender. In Naumule VDC, which is away from the district headquarters, among the total female participants interviewed (14), only 60.87% nodded "yes" and said they do participate, while the rest 39.13%, i.e., 9 in number said they don't participate at all. In Rawatkot VDC, of the total females interviewed (45), 66.18% nodded "yes" and said they do participate, while the rest 33.82% said they don't participate at all. It reveals that female participation in Naumule is lower than that in Rawatkot, as Naumule is far to district headquarters, have high level of awareness, education and economic status as compared to Rawatkot which is far from the district headquarters. In Rawatkot VDC, males have higher participation (67.57%) than in Naumule VDC (54.55%). It may be because the more farther we go from an urban area to a rural setting, the society becomes more male dominated and males play vital role in social activities compared with the males in the urban area. In terms male-female participation ratio, there is no much difference in their participation in Naumule VDC (male – 54.55% and female – 60.87%), whereas in Rawatkot VDC, there is a huge difference – more than double, in their participation (male – 25 and female –45). It shows that in urban or suburban areas, male and female are almost equally treated and equally given the opportunity to partake in social and developmental activities, while in rural areas, it is only the males, most of the time, who get all the opportunities and ensure involvement in

social and developmental activities more than the females. Further, in rural areas, females have to involve more in household chores, such as collecting fodder, firewood and taking care of family, etc. These works are not considered the core competence of male counterparts who are thus free to involve in social and developmental activities.

People's Participation in Benefit Sharing by Ethnicity

After people's involvement in need identification stage, it is necessary to include them in benefit sharing stage, too. Benefit sharing is the outcome of developmental activities, which were launched in Naumule and Rawatkot VDCs. This stage of participation is mainly concerned about seeking an answer in regard to the number of people participating in benefit sharing. This also attempts to address questions related to caste/ethnicity based discrimination or due to economic status. In the research, benefit sharing was divided into four categories: (a) benefits more than other people, (b) equal to others, (c) less than others, and (d) have not got any benefit.

Table No. 4.2: People's Participation in Benefit Sharing by Ethnicity

Ethnicity	More than other people	%	Equal to others	%	Less than others	%	Have not got any benefit	%	Total
Dalit	2	3.3	43	71.67	8	13.33	7	11.67	60
Janajati	6	16.7	18	50.00	10	27.78	2	5.56	36
Others	19	44.2	14	32.56	6	13.95	4	9.30	43
Total	**27**	**19.4**	**75**	**53.96**	**24**	**17.27**	**13**	**9.35**	**139**

Among all ethnicities, almost similar kinds of responses have been received for benefits that are "equal to others". The respondents were 71.67% from Dalits, 50% from Janjatis and 32.56% from the Others. In the two VDCs where the research was conducted, there are no separate settlements for separate ethnicities. People live in mixed communities there. Therefore, whatever fruits of development they get; it is very much likely that they get almost the equal benefits. The same thing was reflected in their responses as well. If a road or drinking water project come to a locality, the road or drinking water facilities, therefore, would be for a Janajati as well as for a Dalit of the same locality. Only 3.3% of Dalits have observed that they have received

benefits "more than other people". It is because some people have the tendency that whatever project comes to a village, be it road or drinking water, they want an upper hand in it. For instance, they most likely would influence the project management to pass the road through their private land or install a drinking water facility near to their houses. The percentage of respondents saying that they "have not got any benefit" is quite low. It is because of so many awareness raising programs and the concept of inclusive democracy being promoted by the government, development partners and non-governmental organisations. Among the respondents, the number of Dalits saying that they "have not got any benefit" is the highest (11.67%) followed by Others (9.30%) and Janajatis (5.56%). It is because despite several efforts to eliminate traditional caste-based hierarchy in the society, we still have not been able to address it completely.

As for the question on whether one received benefits "less than others", the number of Janajatis saying so is quite high (27.78%) followed by Others (13.95%) and Dalits (13.33%). It is because the Dalits are still considered the lowest caste in the traditional social hierarchy and they still do not feel that much comfortable in mixing up with the so called upper caste people. However, it is still encouraging to see only a few numbers of people, irrespective of their caste or ethnicity, that they "have not got any benefit".

People's Participation in Monitoring and Evaluation by Ethnicity

Monitoring and evaluation of any development activity are very much essential for sustainable development. The concept of people's participation focuses on monitoring and evaluation as frequent and regular monitoring and evaluation can prevent irregularities, mismanagement and corruption in any development project.

Table No. 4.3: People's Participation in Monitoring and Evaluation by Ethnicity

Name of VDC	Ethnicity	Participated	%	Non Participated	%	Total
Naumule	Dalit	1	50	1	50	2
	Janajati	6	25	18	75	24
	Others	4	50	4	50	8
	Total	**11**	32.35	**23**	67.65	**34**
Rawatkot	Dalit	12	26.67	33	73.33	45
	Janjati	0	0.00	0	0.00	0
	Others	23	38.33	37	61.67	60
	Total	**35**	33.33	**70**	66.67	**105**
Grand Total		**46**	33.09	**93**	66.91	**139**

Source: Field Survey 2017

In both the VDCs of Naumule and Rawatkot, the number of non-participation of all ethnicities is higher than participation in monitoring and evaluation works. However, while compared with each other, non-participation is lower in Rawatkot (66.67%) than in Naumule (67.65%). It is mainly because of the lower level of awareness in the rural Rawatkot than in Naumule, which is near to district headquarters, about people's importance in monitoring and evaluation of development activities. It is also the same on ethnicity basis as well. For instance, 50% of Dalits of Naumule do not participate, while 73.33% of them in Rawatkot do not participate in monitoring and evaluation activities.

Janajati has no participation in this title in Rawatkot VDC whereas 75% participation is found in Naumule VDC.

In Rawatkot, non-participation is highest among Dalits (73.33%) followed by Others (61.67%), whereas in Naumule, non-participation is highest among Janjatis (75%) followed by Dalits and others in same ratio (65%). The participation of Janajatis looks higher than others because they themselves work in the development projects mostly

as the wage earners and keep an update on the ongoing projects. In overall, the participation of people, irrespective of their VDC, ethnicity or locality, is low in monitoring and evaluation activities. It is because people are less aware about their responsibility as a citizen and are more absorbed in their own lives.

People's Participation in Monitoring and Evaluation by Gender

The same question of participation in monitoring and evaluation was analysed from gender perspectives. Here also the answer options were "yes" and "no". The following results were achieved from the analysis:

Table No. 4.4: People's Participation in Monitoring and Evaluation by Gender

Name of VDC	Gender	Yes	%	No	%	Total
Naumule	Male	5	45.45	6	54.55	11
	Female	14	60.87	9	39.13	23
	Total	**19**	55.88	**15**	44.12	**34**
Rawatkot	Male	9	24.32	28	75.68	37
	Female	16	23.53	52	76.47	68
	Total	**25**	23.81	**80**	76.19	**105**
Grand Total		**44**	31.65	**95**	68.35	**139**

Source: Field Survey 2017

Female participation in Rawatkot (68%) is higher than that in Naumule (23%). However, the male participation, too, is not so encouraging. It is 11% in Naumule and 37% in Rawatkot. It is because both the male and female have less awareness about the importance of participation in monitoring and evaluation of development activities. And female participation is a bit low, as it is mostly the same case in almost all social activities.

4.2 Transparency Situation of VDC

Transparency is one of the strong pillars of good governance. Thus this research also takes transparency as an indicator of good governance. It is an important question to

find out the level of transparency, i.e. "Do you know about the budget of your VDC?", "How easy is it for you to know about VDC activities?", "To what extent the irregularities and corruptions is there in developmental activities of your VDC?" "In comparison to past, cases of corruption and irregularities have increased, decreased or remain same as in the past?"

Table No. 4.5: People's knowledge and Information about VDC Budget

Responses	Naumule		Rawatkot		Total
	Number	%	Number	%	
Yes	13	38.24	46	43.81	59
No	21	61.76	59	56.19	80
Total	34	100.00	105	100.00	139

Source: Field Survey 2017

The table above depicts that the locals of Rawatkot VDC have more knowledge and information about the budget allocated to VDC (43.81%) as compared with the locals of Naumule VDC (38.24%). For the number of respondents saying they have no such knowledge and information, it was higher in Naumule (61.67%) compared to that in Rawatkot (56.19%). The result above shows that people in both the VDC are least aware about the budget allocated to VDC and spent by the VDC. Rawatkot being a bit far from district headquarters, transparency as a tool of good governance is not practised that much, whereas Naumule being an adjacent VDC to district headquarters, transparency as a tool of good governance is practiced there higher than that in Boch. In overall, it is a legal arrangement that the budget is to be made transparent through Information Board to be placed at different areas of the VDC. However, it is not being practised in both the VDCs.

Table No. 4.6: Information about budget of the VDC (gender)

Name of VDC	Gender	Yes	%	No	%	Total
Naumule	Male	7	63.64	4	36.36	11
	Female	8	34.78	15	65.22	23
	Total	**15**	44.12	**19**	55.88	**34**
Rawatkot	Male	26	70.27	11	29.73	37
	Female	28	41.18	40	58.82	68
	Total	**54**	51.43	**51**	48.57	**105**
Grand Total		**69**	49.64	**70**	50.36	139

Source: Field Survey 2017

In Rawatkot VDC, the number of females saying that they have knowledge and information about the VDC budget is lower (41.18%) than the males (70.27%), whereas in Naumule VDC, the number of males saying that they have knowledge and information about the VDC budget is higher (63.64%) than the females (34.78%). Women development and other women-focussed programs and monitoring are often done in Naumule VDC being near to district headquarters. That's why, even if slightly, their number in this regard to this particular question is higher than the males. Rawatkot VDC being a bit far from the district headquarters, such women-oriented program is not that much in implementation and the traditional male dominance is also in place. That's why, female number responding positively to this particular question was found to be low in that VDC.

Accessibility of Public to VDC Activities

It is very important that the locals have an access to information about VDC activities. The more they have an access, the more it is likely to ensure a part of good governance, i.e. accessibility in the VDC activities. Respondents were given four options in regard to the question "How easy is it for you to know about VDC activities?" The options were: (a) very easy (b) easy (c) difficult and (d) don't know.

Table No. 4.7: Accessibility of Public unto Information on VDC Activities

Option	Naumule		Rawatkot		Total	
	Number	%	Number	%	Total	%
Very easy	12	35.29	43	40.95	55.00	39.57
Easy	8	23.53	37	35.24	45.00	32.37
Difficult	5	14.71	10	9.52	15.00	10.79
Don't Know	9	26.47	15	14.29	24.00	17.27
	34	100.00	105	100.00	139.00	100.00

Source: Field Survey 2017

The number of respondents saying that it is "difficult" to have an access unto the information of VDC activities is lower in both Naumule (14.71%) and Rawatkot VDC (9.52%). However, if compared in between them, the number is 4% higher in Naumule than in Rawatkot. The number of people saying they have "very easy" access is quite high (35.29% in Naumule and (40.95%) in Rawatkot), while the number of people saying that they have an "easy" access is also high (23.53% in Naumule and 35.24% in Rawatkot). There are has been no local body election since 1997 and no elected local body functioning since 2002. An all-party mechanism is in place to function as the VDC, DDC and municipality authorities. The VDC secretary also functions as the VDC chairman but the practice is that s/he rarely stays in the concerned VDC and mostly functions from the district headquarters mainly due to the lack of monitoring, elected local body and the low level of responsibility that has generated amongst the civil servants owing to a vacuum of some 9 years. That's why; the VDC secretary is not accessible to the general public. NaumuleVDC being adjacent to district headquarters, people do not have to travel much to meet the VDC secretary, while Rawatkot being a bit far from the district headquarters, people have to travel a bit more compared to the people of NaumuleVDC. It was the reason for the different in accessibility (26.47% in Naumule and 14.29% in Rawatkot).

4.3 Accountability Status of VDC

Accountability is another indicator of this dissertation. The main question is: whether the VDC authority responds the public in a positive way. The questions asked to the

respondents were: How was the attitude of VDC staff at the time of delivering service to you? Are the problems solved easily only with demanding tea or snacks or cash from the service receiver? And which situation is/was better when the elected people's representatives were in posts or when the non-elected government representatives are in the posts now? While field operation was conducted, the informal interviewees revealed that in both the VDCs service delivery to receivers were satisfactory. In their opinions periodic public hearing and social audits were found effective tools to maintain the transparency and accountability mechanism good. Thus, it was very informative and important results derived from the informal interview with the key informant's interview.

Response of VDC Staff to the General Public in Service Delivery

The respondents were provided five options to tick mark on the question: How was the attitude of VDC staff at the time of delivering service to you? The options given were: "helpful", "seeking kind of buttering", "selfish", "ignoring" and "others". Those VDC staff who did not create any hurdle and provided service easily, they were categorised as the "helpful", those who wanted the service receivers to butter them a bit were put under the category of "seeking kind of buttering", those who showed their interest in getting some private benefits for providing the service were put into the category of "selfish", those who did not give a damn to the service receivers were the "ignoring" ones, while those having no any specific character were categorised as the "others".

Table No. 4.8: Response of VDC Staff to the General Public in Service Delivery

Options	Naumule		Rawatkot		Total	
	no	%	no	%	Total	%
Helpful	22	64.71	65	61.90	87	62.59
Seeking kind of buttering	4	11.76	19	18.10	23	16.55
Selfish	5	14.71	9	8.57	14	10.07
Ignoring	1	2.94	5	4.76	6	4.32
Others	2	5.88	7	6.67	9	6.47
Total	**34**	**100**	**105**	**100.00**	**139**	100.00

Source: Field Survey 2017

The number of respondents saying that the attitude of VDC staff toward them was "helpful" was the highest among all five options-given in both the VDCs. In

aggregate, it was 64.71%, and 61.90% in Naumule and in Rawatkot VDCs. The highest number of respondents in both the VDCs finding the number of VDC staff "helpful" is mainly due to non-governmental organisations' awareness raising activities, such as training and orientation to VDC staff, frequent interaction with them, civic monitoring to the VDC offices and public audit and public hearing with participation from VDC staff, etc. In particular, organisations such as Good Governance Program of Pro Public and its Good Governance District Coordination Committee and Good Governance Clubs have been responsible for making the attitude of VDC staff friendly to the service receivers. The differences is mainly due to the frequent monitoring activities in Naumule that is near to district headquarters, than in Rawatkot. NGO activities too seem more vigorous in Naumule, a suburban, than in Rawatkot, a rural setting.

Promptness of VDC staff in Service Delivery

The respondents were given four options to the question as to "How prompt is the service delivery by the VDC staff?" The options were: (a) Prompt (b) Medium (c) Slow and (d) Very slow. If the service was provided without hassles in short period of time, then it was categorised as "prompt", if the service was not so fast, then it was "medium", if the service was really sluggish, then it was "slow", while it was "too slow" for excessive sluggish in service.

Table No. 4.9: Service Providing by VDC staff

Options	Naumule		Rawatkot		Total	
	No	%	No	%	No	%
Prompt	17	50	68	64.76	85	61.15
Medium	8	23.53	16	15.24	24	17.27
Slow	7	20.59	14	13.33	21	15.11
Very Slow	2	5.88	7	6.67	9	6.47
Total	34	100	105	100.00	139	100.00

Source: Field Survey 2017

The number of respondents saying the service are "prompt" is highest, i.e. 50% in Naumule and 64.67% in Rawatkot, totaling 61.15%. The highest number of respondents was comprised of those who said the service delivered is of "highest" speed. The number of people saying the service is "very slow" is negligible (6.47%), while the number of people saying the services are "slow" is 15.11%. The reason why 17.27% more people in Naumule said the service was "medium" is that Naumule being adjacent to district headquarters, its office remains open more often than the VDC office of Rawatkot. Such a practice obviously has an impact over the promptness of service.

Comparison between Two Situations

The respondents were given three options and asked whether (a) the elected local body representatives or (b) the government representatives, i.e. the VDC secretary, were better in terms of service delivery, or (c) there was not much difference between them. This question was prepared in view of the fact that there was no election to the local bodies since 1997 and that these bodies functioned only until 2002, thus creating a vacuum after that.

The table 7.3 provides the result of the responded regarding VDC leadership.

Table No. 4.10: Comparison between two situations

Options	Naumule		Rawatkot		Total	
	No.	**%**	**No.**	**%**	**No**	**%**
The elected local body representatives were better	28	82.35	85	80.95	113	81.29
The government representatives, i.e. the VDC secretary were better	2	5.88	13	12.38	15	10.79
Not much difference between them	4	11.76	7	6.67	11	7.91
	34	100.00	105	100.00	139	100.00

Source: Field Survey 2017

In overall, 81.29% respondents said service delivery was better during the time of elected local body representatives, whereas the respondents who found not much difference between those periods were very low (7.76%). The number of those said service delivery was better under the government representatives is also significant, i.e. 10.79% only. This data is the result of people's understanding about democracy and democratic value. People think that these two components are quite important in their lives and an elected body, that very much reflects the democratic value, is far better than the non-elected body, be it the government bureaucracy or anything else.

Table No.4.11: Discussion with service Provider

S.N.	Question	VDC	
		Naumule	Rawatkot
1	What is the quality of the services provided by Village Development Committee.	We are improving	We are improving
2	You are come to office regularly.	Some times	Come in Regular
3	Local body budget planning and implementation of what is the participation of disadvantage.	Passive	Active
4	Public Hearing, Public audit and other social accountability tools do not and use it .	Yes	Yes
5	The Social Security allowance on time delivery is .	Yes	Yes

Source: Field Survey 2017

The above table depicts that the respondents from both VDCs responded that they are improving the quality service VDCs. Similarly, the people were found passive in budget planning whereas accountability tools were observed in both the VDCs. The social security allowances was delivered in time in both the VDCs.

CHAPTER: FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

Situation of Transparency in the VDCs

The maximum respondents were unknown about the budget (income and expenditure) of VDCs. A total of 55.88 percent of Naumule and 48.57 percent of Rawatkot's respondents perceived that they are unknown about the budget. Among them, only 44.12 percent of Naumule and 51.43 percent of Rawatkot's respondents said the reason behind it is basically the lack of their own interest. Other respondent's view was that there is no accessibility or no any information providing works being performed by the VDC. This means that the VDCs staff ignored the rights of the public to know the accurate budget of their own VDC. This result shows that the VDC is still hesitant to provide the public with the right to information.

In short, the level of transparency in the two VDCs researched is not satisfactory. In particular, the situation of public accessibility to VDC's activities is very pathetic. No respondent is ever ready to believe that there is no corruption and irregularity in developmental activities. It is high time, therefore, to develop clear mechanisms to ensure transparency in VDCs.

Accountability of VDCs

The majority of respondents found the VDC staff helpful. A total of 64.71 percent of Naumule and 61.90 percent of Rawatkot VDC's respondent supported this perception, though 11.76 percent of Naumule and 18.10 percent of Rawatkot's respondents realized the government staffs are seeking kind of buttering and 14.71 percent of Naumule and 8.57 percent of Rawatkot's respondents found the staff of having ignoring attitude. Likewise, the process and time of service providing is also mixed. In Naumule 50 percent respondents get prompt service and it is 85 percent in Rawatkot.

A total of 81.29% respondents said service delivery was better during the time of elected local body representatives, whereas the respondents who found not much difference between those periods were also significant (7.91%). The number of those saying service delivery was/is better under the government representatives is very

medium, i.e. 10.79% only. This data is the result of people's understanding about democracy and democratic value. People think that these two components are quite important in their lives and an elected body, that very much reflects the democratic value, is far better than the non-elected body, be it the government bureaucracy or anything else. The result further shows that it is better for maintaining good governance in local bodies, if the elections to them could happen as soon as possible.

The participation of Dalits in VDC activities in need identification, benefit sharing, monitoring and evaluation stages was found to be higher than Janjatis and Dalits. From gender perspectives, male participation has been found higher than female participation. Participation in Naumule VDC, which is adjacent to district headquarters, is higher than in Rawatkot VDC, which is at around 35 km away from the district headquarters. Very negligible amount of monitoring and evaluation works have been done so far.

In terms of transparency, there is no practice of maintaining Information Board, and information dissemination mechanism and no trend of making the budget public. As for accountability, due to the absence of elected body, the VDC officials are not taking that much responsibility for being accountable to the people. People have to struggle to meet them and they are not easily accessible as they do not stay in the VDC and are mostly based in the district headquarters. As a consequence, people have not been able to have an easy access to the services. In brief, it will be very tough and daunting task for the local bodies to ensure participation, transparency and accountability, i.e. good governance in totality, if the local bodies' election is not held at the earliest and gets deferred all the time as it is today.

5.2 Recommendations

> This study has shown that good governance situation at local level of Nepal is at crossroads. The main reasons behind it are: political instability, lack of adequate practice on good governance related norms and values.

> VDCs are gradually practising the concept of people's participation in developmental activities but they are still not entirely committed to the idea of ensuring inclusion of gender and various ethnic groups in the developmental activities.

> The level of transparency at local bodies is very pathetic. Only people

from elite groups have an easy access to the information on VDC activity and its budget, etc. This situation has almost become a trend since long in absence of the elected local bodies.

➢ VDCs staffs are practising the concept of accountability, but gradually. This gradual practice, however, is not sufficient. Still, the indicator on accountability is better than other 2 indicators, i.e. participation and transparency.

➢ Had there been an elected local body, there would have been more practice of good governance components such as, accountability, participation and transparency in the VDCs. As the VDCs are now functional under the leadership of government bureaucrats, the components of good governance as mentioned above have not been that much brought into effect. Therefore, elected bodies ensure good governance more than the non-elected bodies at the local level.

➢ Good governance is one of the most important factors for rural development. However, efforts made in the past were not sufficient. Therefore, by the means of this study, I would like to take the liberty to calling to all scholars of Nepal to join their hands for good governance that would contribute to prosperity and overall development of Nepal.

➢ This study has been considered to be an innovative effort in the mutual relationship between good governance and development. However, it has covered a limited study area. It would be appreciated if adequate attention was paid by concerned institutions to conduct such type of studies, which covers broad areas on the basis of all components of good governance.

REFERENCES

Abercrombie, N. H. Stephen; and B. S. Turner. (1994). *Dictionary of sociology (*3rd edition). London: Penguin Books.

Acharya, T. N. (2004). *Good governance in Nepal, A study of peoples' participation in the development process of Machhegaun VDC Kathmandu*. Central Department of Rural Development.

ADB (1999). *Governance: Sound development management.* Manila: Asian Development Bank (ADB)

Adhikari Y. P. (2006) *Janapratinidhi Bihin Sthaniya Sarkar-Ek Adhyan*, Inlogs, Kathmandu.

AI (2004). *what is advocacy?* www.advocacy.org/definition Advocacy Institute, accessed on March 2004.

AusAID (2009). *Good governance: Guiding principles for implementation. Canberra:* Australian Agency for International Development (AusAID).

Baral L. R. (1996). *Nepal: Problems of governance.* New Delhi: Konark publications, Center for policy Research.

Barker, R. S. (2009). Government accountability and its limits in electronic *Jjournal of the US Department of State: Issues of Democracy, Accountability in Government,* Washington D.C;

BMZ , (2002). *What do we mean by "Promoting Good Governance?"* Bonn: The Federal German Ministry for Economic Cooperation and Development (BMZ), Division of Development Education and Information, Friedrich-Elbert-Alee, June 2002.

CARE (2004). *Strengthened Actions for Governance in Utilization of Natural Resources (SAGUN) program;* Revised Technical Application: Volume-I, Kathmandu; Cooperation, and Relief Everywhere (CARE), Submitted to USAID/Nepal, January 15, 2009.

Chitambar, J. B. (1993). *Introductory rural sociology; A synopsis of concepts and principle*, New Delhi: Viley Eastern Limited.

Dahal, D. R. (2001). Grassroots Governance in Nepal: Decentralization Challenges, Kathmandu: Sahabhagita, *The Journal of Local Self- Governance and Development*; Vol.5; No. 1-2, July 2001.

Dahal D. R and Upreti H. (2002). *Good governance and decentralization in Nepal.* Kathmandu: Centre for Governance and Development.

Dahal, R. K. (1999). *Prospects of Good Governance in Nepal*, Kathmandu: CEDA T.U.

Dahal, D. R. (2008). *The Challenges of good governance*, Kathmandu: Center for Governance and Development Studies (GDS).

DFID (2009). *Making Government work for poor people: Building State Capability: Strategies for Achieving the International Development Targets.* London: Department for International Development (DFID) September 2009.

Dhungel, D. N. (2002). *Governance Situation in Nepal.* Kathmandu: Institute for Integrated Development Studies (IIDS), Modern Printing Press, July 2002.

EROPA (2009). *From government to governance: Reflections on the 1999*

World Conference on Governance. Manila: Eastern Regional Organization for Public Administration (EROPA), the Philippines.

ESP (2008). *Pro-poor governance assessment Nepal*, edited by S.J. Keeling.

Kathmandu: Enabling State Programme (ESP), Department for International Development (DFID)

ESP (2001). *State of governance*. Kathmandu: Enabling State programme (ESP), available at: www.esp-nepal.com/private, accessed on June 2004.

Freedom House (2004). *Countries at the crossroads 2004: A survey of democratic governance.* Edited by Sarah Repucci and Christorpher Walker, New York: Freedom House.

HDR (2001). *Nepal Human Development Report (HDR) 2001: Poverty Reduction and Governance.* Kathmandu: United Nations Development

Program.

(info.worldbank.org)

JICA (2000). *Participatory development and good governance: A report of JICA Aid Study Committee,* Japan International Cooperation Agency (JICA). Available atwww.jica.go.jp/english/news/2000/publication/studyreport/country/part/index.html.

Karki D. R. (2004). *Role of NGOs for Promoting Good Governance: A Case Study of NGOs Working in Banke District, Nepal.* Department of Sociology and Anthropology Patan Multiple Campus.

Khadka K. (ed.). (2060 B.S.). *Asal Sashan Ko Lagi Wakalat, shrot Sangalo* Kathmandu: pro public.

LBMB (2063 B.S.). *The Interim Constitution of Nepal* Kathmandu; Government of Nepal, Law Books Management Board(LBMB).

Nepali R. K, And Janyavali T. P. (2057 B.S.). *Santi Ra Sushasan, Sarokar Mudda Ra Karyaniti,* Pus-SAP Nepal 2057 B.S. Kathmandu.

Nepal Human Development Report (2001). *Poverty reduction and governance.* UNDP.

NPC (2003). *The Tenth Plan: Poverty Reduction Strategy Paper, 2002-2007: Summary,* Kathmandu: His Majesty's Government of Nepal, National Planning Commission (NPC).

NPC (2007). *Three Year Interim Plans, 2007-2010, Government of Nepal*, National Planning Commission (NPC).

Pro Public (2008). *Good governance Year Book*, Kathmandu: Pro Public.

ReMac Nepal (2007). *Good governance Year Book*, Kathmandu.

Robinson, M, Dahal, D. R. (1996). *The Challenge of good governance: Decentralization and development in Nepal.* Kathmandu: Center for Governance and Development Studies.

SDC (2003). *Governance Concept Nepal*, Kathmandu: Swiss Agency for Development and Co-operation.

Sharma, N. (2005). *Good Governance Situation in Nepal, with References to an Assessment to 4 CSOs in Dhading District*. Thesis Submitted to Central Department of sociology and Anthropology TU.

Shrestha G. B. (2004). *People's Response to the Governance and Sustainability* Kathmandu: A Case Study on Jagmadhk Pokhari Rennovation Programme.

Shrestha, B. K. (2001). *Good Governance: Prnciples and Practices in the Context of Local Bodies (In Nepali Language). Kathmandu*: A paper presented at an interaction program organized by Local Development Training Academy, DTA Lalitpur.

SNV\Nepal (2003). *Local Governance, Netherlands Development Organization* (SNV\Nepal), at, www.snv.org.np.

Thapa G. B. (ed.). (1998). *Local Self Governance in Nepal*, Kathmandu: Political Science Association of Nepal.

(unescap.org).

UNDP (n.d.). *UNDP Thematic Trust Fund: Democratic Governance, New York:* United Nations Development Program (UNDP), available at:<http://www.undp.org>.

Upreti, H. (1996). *Governance: A Conceptual Framework, Crisis of Governance. Kathmandu:* Centre for Governance and Development Studies.

Uprety, H. P. (1996). *Crisis of Governance in Nepal: A Case Study of Political Economic Problems in Theory and Practice, Kathmandu:* A Master's degree dissertation submitted to the Central Department of Economics, Faculty of Humanities and Social Science Tribhuwan University, September 1996.

WB (2009). *Governance and Anti-Corruption/Data/By Country at a Glance.*
Available at <http:info.worldbank.org/goernance/kkz2009? sc_chart.asp> accessed on September 2009.

WB (n.d.): *World Resources 2002-2004, Decisions for the Earth:Balance, Voice and Power.* World Resources (WR).

(www.sti.ch)

QUESTATIONNAIRE

(A Comparative Study of Rawatkot and NaumuleVDC of Dailekh District)

Questionnaire for General Informants

Section A - Identification

S.N.	Questions	Coding
A1	Name Address: VDC Ward:	
A2	Education	Illiterate Up to secondary level Up of I.A. Level d) Bachelor and above
A3	Age	15-30 31-50 51-65 66- above
A4	Sex	Male Female

Section B- Participation

B1	Are you participation in problem identification of your village?	a)Yes b) No
B2	If yes, how are you participating?	a) Active b) Moderate c) Passive
B3	How do your VDC select the plans?	a) By mass discussion b) With advice of intellectuals pioneers

		c) In favor of elites
		d) Don't know
B4	If don't know what is the reason?	a)Not getting change of participate in discussion
		b) lack of interest
		c) lack of information
		d) Other…………..
B5	How much benefits have you got from developmental activities of your areas?	a) More than other peoples
		b) Equal to others
		c) Less then other
		d) Have not got benefits
B6	If you have not got the benefits what would be the cause?	a) Due to education
		b) Due to poverty
		c) Due to caste
		d) Due to sex
B7	What do you think that which is the class is getting more benefits?	a) Higher caste people
		b) Elites people
		c) poor
		d) Equal to all
B8	Have you ever got the chance to monitor and evaluate of the development activities?	a) Yes
		b) No
B9	If no, what is the reason behind it?	a) By not getting chance
		b) Lack of interest
		c) Others (specify)

Section C – Transparency

C1	Do you know about the budget of your VDC?	a) Yes b) No
C2	If no, why?	a) Lack of interest b) No knowledge about process c) Lack of access to VDC d) Others
C3	How much easier to know about VDC's activities to the public?	a) Very easy b) Easy c) Difficult d) Don't want to say
C4	At what extent of corruption is there in development activities of VDC?	a) About in all activities b) About half of all c) In large/huge activities only d) Don't know e) Don't want to say
C5	In comparison to past, such corruptions are increased or decreased?	a) Increased b) Same as past c) Decreased d) Don't know

Section D – Accountability

D1	What type of response do you get form the VDC staffs in order to taking service?	a) Helpful b) Flattering c) Selfish d) Negligible e) Other
D2	What are problems are solving by your VDC?	a) Quickly b) Satisfactory c) Slowly

			d) Very slowly
D3	Have you got the staffs at office time and regularly in the office?		a) Yes b) No
D4	Is there tradition of saying 'coming tomorrow' even for general service?		a) Yes b) No c) Don't know d) Don't want to say
D5	Have you found the culture of demanding tea/ Tiffin or cash after service providing?		a) Yes b) No c) Don't know d) Don't want to say
D6	If yes can you give any example?		…………….
D7	If you have supported such culture why?		a) In the pleasure of work completion b) Due to the doing illegal works c) Due to fast service by breaking the process d) Others
D8	At what extent do you satisfy from the VDC activities?		a) Fully satisfied b) Satisfied c) Dissatisfied
D9	At last from the point of view of good governance, which situation is/was better?		a) When the peoples representatives were in the post b) When the peoples representatives were not in the post c) So and so

Appendix-2 QUESTIONNARE FOR KEY INFORMANTS

Section A- Identification

S.N	Questions	Coding
A1	Name Address: VDC Ward:	
A2	Education	a) Illiterate b) Up to secondary level c) Up of I.A. Level d) Bachelor and above
A3	Age	a) 15-30 b) 31-50 c) 51-65 d) 66- above
A4	Sex	a) Male b) Female
A5	Designation	

Section B – Participation Transparency and Accountability

S.N		
B1	What do you found the level of people's participation in the developmental activities conducted by VDC?	a) Active b) Medium c) Passive d) No Participation
B2	Is there any discrimination on people's participation?	a) Yes

		b) No
B3	If yes, which class/group have majority?	a) Elites peoples b) Higher caste peoples c) Male d) Educated people e) Females
B4	What do you found about the transparency status of VDC?	a) Very good b) Good c) Satisfactory d) Bad e) Worse f) Don't want to say
B5	What is access of public to the budget and to get other information of VDC?	a) Very easy b) Easy c) Difficult d) Very difficult
B6	What do you fund the satisfaction of peoples towards transparency of VDC activities?	a) Fully satisfied b) Satisfied c) Dissatisfied
B7	To what extent do the peoples complain of corruption in the activities of the VDC including development?	a) Maximum b) About half c) Rarely d) Null

B8	What do you found the responsibility of VDC's staffs toward service taker?	a) Much responsible b) Satisfactory c) Less responsible d) Irresponsible
B9	In the participation point of view which situation is/was better?	a) When the peoples representatives were in the post b) When the peoples representatives were not in the post c) So and so
B10	In the Transparency point of view which situation is/was better?	a) When the peoples representatives were in the post b) When the peoples representatives were not in the post c) So and so
B 11	In the Accountability point of view which situation is/was better?	a) When the peoples representatives were in the post b) When the peoples representatives were not in the post c) So and so
B12	At last, are you satisfied with the VDC services from the good governance point of view?	a) Yes b) No

B13	If no, which sector should be improved?	a) Peoples participation
		b) Transparency
		c) Accountability
		d) All of above (participation, Transparency, Accountability)