

CHAPTER- I

INTRODUCTION

1.1 Background

Literally women are called female and also known female worker or employee. Most of the Nepalese women are housewife. Generally they have worked through out the whole day in their life but their worked have little value because of hand cash. Those women who work in the civil service and public enterprises they have earned money, get prestige and to some extent recognize equal status to the men into the family and society too. The total population of Nepal is 2, 31, 51,423 and the sex composition is 11,563,921 men and 11,587,502 women (CBS, 2001).

Still Nepal is a patriarchal country so that women have dominated by men socially, economically and educationally etc. Now voices have been raised that women have to uplift as equal status as men. That's why many progressive programs have been launched by the government. Nepalese civil service systematically has been running since B. S. 2007 after the establishment of democracy. There are so many reforms have been made in the Nepalese civil service but women have little participation. From among 11,587,502 women in whole population only 7199 women have participated in the civil service (Nijamati Kitabkhana, 2065).¹

Article 13(1) of the Interim Constitution of Nepal 2063 guaranteed the right to equality for all citizens. Article 20(1) of same constitution guaranteed the rights of women as "no women shall be discriminated against in any way on the basis of gender". Despite the equality guaranteed to the women by the Nepalese Constitution and the international commitments made by Nepalese Government to uplift women and eliminate discrimination against them. All indicators continue to show women's disadvantaged position in Nepalese society (Enabling State Program, 2000).

Nepalese Women's constituted 50.03% population of the country; they are not getting equality in the walks of the public life. Civil service is one of the crucial structures of the governance system where formulate of plans, policies and acting in the field. Women's low participation in public life especially in civil service is realized globally. Since, the entrance point in civil service is the Public Service Commission (PSC) examination, it is necessary to know these factors that play curtail role in the development of women.

Nepal has ratified the United Nations Convention on Elimination of All forms of Discrimination against women (CEDAW) in 1991. Article 7 and 8 of CEDAW clearly stated the state obligation for participation of women in public life. Nepal has also made participation all world women's conferences and made commitment on the declaration and plan of action. The important conference in the women was held in 1995 in Beijing, China. The conference concluded with Beijing Declaration and Beijing Platform of Action (BPFA) which identified 12 important areas of concerns of women like as women in power and decision making, human rights of women, women and poverty, education and training of women etc. One of the most critical areas of concern of identified by the BPFA is women in power and decision making. Therefore, I have chosen from this topic one of the crucial parts of civil service. It is said that Civil Service sector is the permanent government. Within this permanent Government the participation of women is very low. Recently very few women are in the decision making level and no sufficient numbers in other level of civil service. So reconsidering this fact, the Nepalese government has introduced the reservation system to include the certain numbers of women in the civil service and other public sector. Article 33(d) of the Interim constitution of Nepal provides the responsibilities of the state to include the women to carry out an inclusive, democratic and progressive restructuring of the State by enabling its existing form of centralized and unitary structure in order to address the problems related to woman's.... Likewise Art.33 (D1) to enable ...women to participate in all organs of State structure on the basis of proportional inclusion.

Nepal Civil Service Act 2049(Amendment 2064) Section 7(7) and Act Relating to Legislative Parliament Secretariat Service 2064 section 17(6) manage that to make

inclusive to the Civil Service and Parliament Service supplying by open competition in any seats of total numbers excluding the 45% seats, assumes that the 45% seats is the 100%. Within this numbers exclude the 33% seats to the women to compete within women.

Likewise, Nepal Police and Nepal Armed Police Force also manage that any supplying seats by the open competition excluding the 45% of the total numbers of supplying seats, it is assumed that the 45% seats is the 100% of supplying seats, total 20% is reserved to the women. The Nepal army has also started to employ to the women in army service. Now Government owned public enterprises also started to make a reservation to the women to their services.

Reservation means to reserve certain quota to certain groups. Reservation is also known as affirmative action or positive discrimination. Affirmative action refers to concrete steps that are taken not only to eliminate discrimination -whether in employment, education, or contracting -but also to attempt to redress the effects of past discrimination. The underlying motive for affirmative action is the Constitutional principle of equal opportunity, which holds that all persons have the right to equal access to self-development. In other words, persons with equal abilities should have equal opportunities.

Policy designed to correct past practices of discrimination against racial minorities, women, the disabled and other historically disadvantaged groups. The advocates of affirmative action programs argue that it is not sufficient to pass legislation aimed at eliminating discrimination in education, employment and other areas of human activity. Such legislation where it was successful could help eliminate discrimination in the long run, but more drastic measures were required if progress, at an acceptable pace, was to occur in the short term.

Affirmative Action, also known as positive/ reverse discrimination refers to concrete steps that are taken to promote access to education or employment aimed at a historically socio-politically non-dominant group; typically people of color or women. Motivation for Affirmative Action policies is to redress the effects of past discrimination and to

encourage public institutions such as universities, hospitals and Police forces to be more representative of the population (McLean and Mc Millan, 2003).

Now Government has introduced the reservation system to make inclusive in sphere of governance. There are so many debates pro and cons to the reservation so that it is the time to consider whether the reservation is only a way to make inclusion in the governance, are there any disadvantage in the process of reservation. That's why; I will try to study on the way of reservation in the civil service.

1.2 Statement of Problem

Gender inequality in various sectors has been a subject of strategic concern in recent times. Since the UN Conference on Women (Mexico), the world community has acquired a great deal of knowledge about the situation of gender worldwide and gained valuable insights into the process of state management and development from a gender perspective. The demand for gender equality has pervaded all spheres of life, including policies, strategies and management of civil service of public employment. Despite significant progress in various dimensions of women's status over the past decades, gender hierarchies underpinned by the unequal relationship between men and women, continued to shape the discriminatory socio psychological realities of men and women across class, caste and ethnic varieties. Several decades of development assistance, addressing issues of women's marginalization have highlighted the significance of the institutional and policy dimensions of development in responding to the gender realities of women and men.

After being taken so much initiatives and actions from respective sector for the advancement of women, Nepalese women are far behind than Nepalese men in general. It is more serious concern from the development perspective. Now time come to assess the effort that has been made by national and international government and organizations regarding the participation of women in development agenda. Among different gender issues, Nepalese Civil service also is a serious one. Now we already entered in the new

millennium and are declared as women's millennium. But we could see the big gap between saying and doing in realities. Women's low participation is the new challenges of personal administrative too. The pertinent issues are:

- 👤 Do the participation of women in civil service is sufficient?
- 👤 Could we involve them more sufficiently by the way of reservation?
- 👤 Have any alternative possible ways to include the women?
- 👤 What should be our strategy to mainstream women in this dimension?

1.3 Objectives of The Study

The main objectives of this study are to find out the strength, weakness, opportunities and threats of the female civil employees in civil service sector. This study tries to highlight the women's issues and analyze the gender gap at present. The specific objectives of the study are:

- 👤 To analyze the efforts and difficulties relating to the promotion of women's participation in the Nepalese Civil Service.
- 👤 To highlight the advantage and disadvantage of the reservation program.
- 👤 To provide suggestion on the basis of the study.

1.4 Rational of The Study

The participation of women in various levels of the government administration is very discouraging. There are three women (Election Commission and Public Service Commission) who currently hold high- level decision making position in the constitutional bodies and one woman in secretary in civil service. There have been instances of women occupying middle level positions but their numbers are also negligible. Lack of women in decision-making position has created gender inequality in various fields. Its shows that women's participation in civil service is 79488, among them the number of women is 8754. The total number of civil servants in gazetted posts is 8402; out of them women represented 429. In non –gazetted levels the number of total employee is 71086, in which women comprises 8325 (Nijamati Kitabkhana, 2065)

In the decision making level of civil service working at special class and gazetted first class, the total number is 323. Out of them the number of women is 9. The potential number to reach at decision – making level, the number of women is 9 whereas the number of male is 314. In this sense, the potential number of female is less than 3%. To realize this fact Nepalese Government launched the reservation program. It is necessary for every one who wants to know about the status of women in participation in the civil service. It explores whether the reservation is only the solution for the inclusion or there are other measures for the inclusion in the Civil Service for the better participation of women in this field.

1.5 Limitation of The Study

This study has focused on the analysis of women's participation in Nepalese Civil Service sector and tried to find out the reasons of low participation at different levels of civil service. This study has focused on the method of inclusion on available relevant literature which is published by governmental and nongovernmental sectors. This study has not covered each and every issue relating to gender.

1.6 Structure of The Study

With a view to make the study systematic, the study has divided into six chapters. The First Chapter is about introductory, which begins with a brief introduction to the women's status in civil service and reservation, scope and limitation of the study and structure of the study. Second Chapter deals with the literature review which includes theoretical concepts of gender and the concept of reservation. The third chapter highlights the methodology of the research study. The fourth Chapter is about the history of Nepalese Civil service and government's effort to the civil service. The fifth Chapter includes obstacles and status to the women in Nepalese civil service. The final chapter deals with the Summary, conclusion and recommendation on the basis of the study.

CHAPTER –II

LITERATURE REVIEW

2.1.1 Review of Specific Literature

There are no sufficient literature, reports, research writings in this field for the completion of this research study, all primary and secondary materials have been collected from libraries, NGOs, INGOs, and government offices. From these sources, one article written by Dr. Prabha Basnet entitled **Participation of Women Employee in Civil Service an Analysis** published in Nijamati Sewa Derpan at 2061. In this article she has highlighted only the numbers of men and women. She has not mentioned the women's problem to participate in civil service and affordable solution to it. HMG/MWCSW/MGEP prepared a **Report on Gender Dimensions in Civil Service** on February 2000. This report highlighted the percentage of women in civil service and find out the shortcomings to the women not able to join the civil service. The report did not mention the advantage and disadvantage of reservation. A book published by **Special Measures for Women & Their Impact** Published by Forum for Women, Law and Development (FWLD). In this book, the reasons have been found to make women's back to the men and prescribed the aggregated solution. This book did not mention the participation measures to women's in civil service. Likewise Lawrence Charles, **We Won't Go Back Making the Case for Affirmative Action** Houghty on Mifflin Company publication Bostan NewYork 1997. Mishara, Jitendra **Equality Versus Justice, The Problem of Reservation for Backward Classes**, Deep & Deep Publications 1996, India. Tom Mullen, **Affirmative Action, The Legal Relevance of Gender, some Aspect of Sex-based Discrimination**, Humanities Press International.Inc, 1988. These three books highlighted the theoretical knowledge of reservation or affirmative action not related to enhancing the women's participation in civil service.

2.1.2 Engendering the Nepalese Civil Service with Specific Reference to Entry and Promotion in Administrative Service (A Research Study)

The research was conducted by SAHABHAGI, a women's NGO in Nepal, on behalf of

MWCSW and MGEP to find out the gender specific needs and constraints in Administrative Service in Civil Service. For this research, opinions were collected from Master Level students (Female), lecturers/professor from Padmakanya Campus and Gazetted and Non-gazetted Officers from HMG/N. On the basis of the study, the following suggestions and recommendations were received to address gender specific needs in Civil Service (Acharya, 1997).

1. Suggestions of the study:

This study has suggested the following provisions regarding the entry and promotion of women in Civil Service:

2. Total Positive Discriminatory Arrangement

Those who suggested for such arrangement in the act cited various international conventions and their resolution to which Nepal is a signatory and the article 11(3) of the constitution of the kingdom of Nepal, 1990.

3. Suggestions for Increasing the Entry Intake

To increase the entry of women in Civil Service, following points have been suggested:

-) Reservation of 20% out of 75% positions at the Class Three Level Officer is to be filled in through open competitive examination (i.e. 20 % only for women and 55% open to all candidates).
-) Reservation of 5% seats out of 10% of class one and class two level positions to be filled in through competition (i.e. 5% for women and: 5% open to all)
-) Change in the PSC syllabus and examination system

4. Total Positive Discriminatory Arrangement

In case of total positive discriminatory arrangement reservation is recommended 20% of seats are to be filled through evaluation.

5. Partial Positive Discriminatory Arrangement

For partial positive discriminatory arrangement, following points have been suggested:

-) Re adjustment of marks allocated for service
-) Re adjustment of marks for working in the geographical regions.
-) Change in the PSC Curriculum and Examination System
-) Subjects and number of papers should be reviewed.

-) Question structure should be essay-writing type.
-) Medium of Writing should be optional between English and Nepali.
-) Preliminary Screening Test is recommended in Class Three Level position.
-) Interview System should be the assessment of the personal identity, expression power and analytical capacity of the candidates.
-) Examination Time Schedule is recommended in Phalgun-Chaitra instead of Aswin-Kartik.
-) Readjustment of Provision On Pension
-) Creation of Gender Friendly Environment
-) Wider Dissemination of Provisions on Lateral Entry

6. Recommendations

Considering above mentioned suggestions and dialing number of women in the civil service following recommendations have made to address the gender issues in civil service. (Acharya, 1997)

7. Adoption of total Positive Discriminatory Arrangement

The following strategies have been recommended to translate public policy declarations to address gender imbalance in the Civil Service:

-) **For intake at entry levels:** Reservations of 25 % seats for women across the civil service groups for intake at the entry level.
-) **For promotion purpose:** 25% reservation up to the class two and class one level positions

8. Adoption of a Partial Positive Discriminatory Arrangement

As an alternative strategy, the following points have been recommended to increase women's participation in Civil Service:

9. Initiation of Two-Merit Lists System

Unlike the present system of having one merit list of successful candidates for interview, PSC should adopt a system of publishing two merits lists one for male and other to women comprising a ratio of 75:25 (75 % male and 25% female) from among the examinees. Such merit lists should be prepared from the examinees (male and female) securing the highest marks in all subjects.

10. Similar system should be adopted for the promotion examinations

Internal competitive, inter service and open competitive examinations held for the senior positions.

11. Adjustment of Marks for Promotion on Biological Equity Considerations

As per suggestions received and mentioned above readjustment of marks allocated for service period and postings in various geographical regions, through the amendment of section 24 of the Act. To recapitulate the suggestions received, the Act should be revised as to allow female staff to secure the total marks earlier than their male counterparts (9 years instead of 14 years) for service period and 7.5 years instead of 12 years for work in region.

12. Improvement of Syllables and Examination System

To improve in the syllables and examination system, the following points have been suggested:

- ∴ Syllabus should be adjusted to the University's curriculum
- ∴ Preliminary screening system should be introduced
- ∴ New marking system for interviews should be introduced
- ∴ Expansion of the examination centers to the regional and zonal levels
- ∴ Medium of writing should be optional between English and Nepali
- ∴ Examination Timing should be scheduled in Phalgun-Chaitra

13. Wider Dissemination of Provisions on Lateral Entry to the prospective candidates

It is recommended making wider dissemination of provisions existing Civil Service Act on lateral entry to the prospective female candidates.

14. Adjustment of Provision on Pension

Existing pension system has been recommended to readjust because in present system, who inter by the lateral entry into the Civil Service at the age of forty years, could not get the pension.

15. Establishment of More Gender Friendly Environment

To create gender friendly environment in the offices, the following points have been recommended:

- ∴ Promotion of women officer to the position of secretary

- ∴ Establishment of facilities such as day care centers.
- ∴ Posting of women officers on the post of Chief District Officer (COO), Local Development Officer (LDO) and Director General (DG)
- ∴ Strict pursuance of rules 36 (7) relating to the posting of both husband and wife in the same district in cases where both of them are working for the government services.
- ∴ Appointment of women in the Public Service Commission to promote gender balance within the PSC exam.
- ∴ Providing paternity leave to the husband of a women's civil servant for a certain period at least for a period of 3 weeks.

16. Review of Positions Regularly

Review of positions regularly to access the promotion opportunity and maintain a balance between the positions at various levels.

17. Launching of Massive Capacity Building Programs

It is strongly recommended to launch massive capacity building program to increase women's involvement in Civil Service.

18. Organizational strengthening and Institutional Mechanism to address Gender Issues

For the Organizational strengthening and institutional mechanism to address Gender Issues the following provisions have been recommended:

- ∴ Establishment of gender mainstreaming committee of the secretaries
- ∴ Special unit for gender at the Ministry of General Administration
- ∴ Establishment of a special unit within Nijamati Kitabkhana
- ∴ Women development units within the government organizations

19. Increase Women's access to Education

It is recommended to increase women's access to education. Free and compulsory education for women is necessary to improve educational status of women.

20. Recommendation on Implementing Procedure

Implementation of some suggestions would require amendment to the existing act while others could be done by decisions of the concerned agencies. Specific measures required for implementation of each of the recommendations would be as follows:

21.1 Adoption of the total positive discriminatory arrangement would require amendment to the under mentioned section of the act:

∴ Section 7 dealing with the fulfillment of vacancy in civil service

∴ Section 24 dealing with criteria for promotion

21.2 Adoption of partial positive discriminatory arrangement would require amendment to the act and decision of the PSC for this:

1. Section 24 of the act dealing with promotion would require amendment for readjusting the marks for service period in the current position and for service in geographical region
2. PSC's decision for the initiation of publishing two merit lists.

22. Changes in the syllabus and examination systems, PSC decision for changes in

- 1 The current syllabus
2. Marks for the oral interview
3. Timing of the examination
4. Strengthening and expansion of examinations facilities in the zones and the regions.
5. Inclusion of gender related data in its annual report

23. HMG/N Decision on organizational strengthening and institutional mechanism for addressing gender issues need:

-) Constitution of the Gender mainstreaming sub committee of secretaries
-) Establishment of Gender specific units in ministries (indicated above) and special unit at Nijamati Kitabkhana

24. Preparations and Implementation of Capacity Building Program

It is recommended to launch preparation and implementation of capacity building program to women by Ministry of Women, Children and Social Welfare.

25. Others

HMG/N Policy decision and commitment required for:

-) Establishment of facilities such as day care centers, toilets in an area where there is concentration of Government offices.
-) Posting of women officers to the post of Chief District Officer, Local

Development officer and Director General.

- J Strict Pursuance of rules 36 (7) relating to the posting of both husband and wife in the same district in the cases where both of them are working for the government services.
- J Amendment to the Civil Service regulation Rule No 59 for providing pregnancy leave to the husband of female civil servant.

2.2 The Concept of Gender

The term gender was first coined by psychologists and used by feminists to get away from the biological inferences of the word sex. Gender is a shorthand term that encodes a very crucial point that our basic social identities as men and women are socially constructed rather than based on fixed biological characteristics. Gender has come about as a result of human agency. That is, they are neither innate, nor given, but constructed, made and re-made by human being as they lived, loved and procreated (Shrestha,1994). The Approach holds that Gender differences and the experience of differences are socially and psychologically created and situated them are created relationally. Gendering is not a simple or single process but it is highly complex. All discriminatory performances from birth to death are examples of gendering people who are born without gender. Gender approach began from a holistic perspective looking at the totality of social organization, economic and political life in order to understand the shaping of the particular aspects of society.

2.2.1 Definition of Gender

The differences mentioned as under between sexes and gender, will help us to internalize the concept of gender. However, it would be better if we visualize on definitions on gender by different scholars. **Kamla Bhasin** said that "Gender refers to the socio-cultural definition of man and women, the way societies distinguish men and women and assign them social roles.' Another scholar **Ann Oakley** on gender stated that "Gender is a matter of culture; it refers to the social classification of men and women into masculine and feminine."

2.2.2 Difference between Gender and Sex

After defining gender, it is relevant to know the differences between sex and gender. Since these words are being used interchangeably, we should be distinct between these words. The major differences identified by Kamla Bhasin are as follows (Bhasin, 2000):

Difference between Sex and Gender

Sex

-) Sex is natural
-) Sex is biological.
-) It refers to visible differences in genitalia and related differences in procreative function.
-) Sex is constant.
-) Sex cannot be changed.

Gender

-) Gender is socio-cultural and it is man made.
-) Gender is socio-cultural and it refers to masculine and feminine qualities, behavior patterns, roles and responsibilities.
-) Gender is variable; it changes from time to time.
-) Gender can be changed.

The understanding and commitment required in implementing the strategy of mainstreaming calls for a completely new vision and outlook on gender issues (Acharya, 1997). So there is a need for strong Gender Awareness. The basic considerations for gender awareness are as follows.

Women and men are biologically different but, not unequal should be recognized. Being biologically different human beings; both have special needs as well. Women are at a disadvantaged position relative to men in terms of their level of welfare and their access to and control over resources. Men and women both should be liberated from the conventional thinking patterns towards men and women. Women's development entails working towards increased equality, equity and empowerment for women relative to men. Awareness should lead to transformation of inequitable gender relationship, through action. (Shrestha, 1994)

2.2.3 Gender Development Approach

The WID Approach

This concept emerged in the early 1970s, after ESTER BOSERCP published her book 'The role of Women in Economic Development in 1970. She analyzed the changes in traditional rural practices as societies modernized and examined the different impact of those changes on work done by men and women. She was the first person who systematically used gender as a variable in analysis. As a result, the concept of integration emerged. Integrating women into Development (WID) concept was advanced. WID approach was based on (Shrestha, 1994).

-) It focused only on how women could be better integrated into the ongoing development initiatives. It avoided questioning the sources and nature of women's subordination and oppression and focused instead on the advocacy for more equal participation in education, employment and other spheres of society.
-) It does not challenge the basic social relationships of gender. It is based on the assumption that the gender relationship will change them, once women become full economic partners in development.
-) Its major focus is on economy. As women's work was not recognized as a part of the national economy, market economy, education, training and opportunities were seen as essential pre- requisites for women to move into the market, money-oriented development process.
-) It tended to focus exclusively on the productive aspects of women's work, ignoring or minimizing the reproductive side of women's life.

The WAD Approach

As a critic to WID, Women and Development (WAD) approach to development emerged in the second half of the 1970s. It began from the fact that most women live in the rural areas and they are involved in subsistence work, self -sustaining farming instead of cash-oriented. So, the question is of recognition rather than integration. Women and Development focused on the relationship between women and development process rather than purely on strategies for the integration of women into development process. It emphasized that women always have been important economic actors in their societies

and that the work they do both inside and outside household is central to the maintenance of the society. WAD is also based on several assume points, which are (Shrestha, 1994)

-) Struggle against the structure of the system of inequality between man and woman cannot be separated from the struggle of those who are poor and powerless.
-) Women's position will only improve, if and when international and national structure becomes more equitable.

WID and WAD both tended to focus on the development of income generating activities without taking much into account the time burden that such strategies place on women. The labor invested on family maintenance, including child bearing and rearing, care of the ill and elderly and the like has been considered to belong to the private domain and outside the purview of development projects aimed at enhancing income-generating activities.

The GAD Approach

As a result, as an alternative to the earlier approach Gender and Development (GAD) approach to development evolved in the 1980s(Shrestha,1994). GAD is not concerned with women per se but with the social construction, social structure of the gender and the assignment of specific roles, responsibilities and expectations women and to men. GAD projects would examine not only the sexual division of labor. Who is doing what, but the sexual division of resources who has what recognized the burden and psychological stress of women and men?

2.2.4 International Concern

In the contemporary society Gender issue is the global concern. It is one of the mostly highlighted issues in the national and international arena. If we had a look upon history of women in agenda, we can find that women had been in the agenda since the first UN Charter in 1945. Women delegates to the first UN General Assembly in San Francisco demanded that women's concerns be given special attention. The Economic and Social Council (ECOSOC) established a Sub Commission on the Status of Women within the Commission of Human Rights to advocate and act as pressure group for women "without distinction as to race, sex, language or religion (Thapa and Bhadra, 1995). After adoption

of the Charter, the UN established mechanisms to ensure women's agenda in the UN system. Subsequently, in 1946, the Commission on the Status of Women created as a subsidiary body of ECOSOC at the United Nation. The objectives of this Commission are to formulate guidelines and action- to improve women's status in political, social, cultural and educational fields. In 1954, recognizing that women were still subject to ancient laws, customs and practices, the UN General Assembly called on the governments to abolish them. Furthermore, noting continued discrimination, the General Assembly called for a draft on a Declaration on the Elimination of Discrimination against Women in 1963.

In the seventies, criticism of the failure of "trickle down" theory in the development approach was talking up momentum. It was during the same time (1970) Esther Boserup's extensive study on "The role of women in economic development" pointed out that women were marginalized from the economic development efforts undertaken so far. The study further pointed out that modernization was in fact contributing in marginalizing women in terms of their access to resources such as land, technology and credit. So, at this point, for the first time, mainstream development was critiqued from a gender perspective (Thapa and Bhadra, 1995).

This provided impetus to the UN to declare 1975 as the International Year for Women, as a more direct approach to deal with women's issues. The year was marked by a conference at Mexico City, Mexico. The objective of the Conference was to define a society in which women participated fully in economic, social and political life and to devise strategies for such societies to develop. As a common consensus to include women in all development process, the concept of **"integrating women in development"** emerged.

In 1979, the UN General Assembly adopted and opened for signature "The Convention on the Elimination of All forms of Discrimination against Women CEDAW" for the ratification and accession to its member countries. This Convention is the single most documents with authority to bind member state to improve the living and working conditions of women ensure women's civil and political rights (Thapa and Bhadra, 1995). During the decade, two other international conferences were held in Copenhagen, Denmark (1980) and Nairobi, Kenya (1985). The objective of the Copenhagen

Conference was to assess the progress made during last five years. It was observed that nothing substantial was achieved in the field of education and employment. However, awareness creation among women and about women's issues was found to take momentum as a positive outcome of the first conference. The Conference adopted a Program of Action for the second half of the decade. Three more sub themes were added which were education and employment.

The Nairobi Conference also reviewed the "Decade for Women". The Conference adopted the "Forward Looking Strategies (FLS) for the advancement of women to the year 2000. The Nairobi FLS documented that development does not occur unless every aspect of women's preoccupation is addressed. These strategies provided a framework of action at National, Regional and International level in order to promote gender equality and opportunity for women. This document also established the fact that lack of gender perspective in development was contributed due to lack of women in policy and decision-making levels. Women's issues and voices have been articulated in many of the UN conferences in the recent past. Especially, at the Rio Conference on Environment and Development (1992), the Vienna Conference on Human Rights (1993), the Cairo Conference on Population and development (1994), and the Copenhagen Conference on Social Development (1994). These Conferences have strongly endorsed "Women's Rights" and women's concerns through their declarations.

The Fourth World Conference on Women was held in Beijing, China in 1995 September and has passed the Beijing Platform for Action identifying 12 critical areas of concerns. Nepal is a signatory state of the Beijing Declaration and Platform for Action. It has made a National Plan of Action on " Gender Equality and Women Empowerment, 1997" based on Beijing Declaration in different 12 critical areas of concerns. In June 2000, the UN General Assembly called a Special Session to assess the achievement of Beijing Platform for Action for the member countries.

2.2.5 National Initiatives:

A number of governmental and non-government institutions are currently working for the advancement of Nepalese women. Women have been in Nepal's development agenda

since the inception of the sixth Development Plan. But, women were not regarded as a target group. Like in the UN agenda, the focus of programs for women as mainly protection-oriented and skill development for homemaking like traditional approach. Nepal has been participating in every International Women's Conference and revealed its commitment to the Declarations. It has made the National Action Plan that is being implemented now is based on Beijing Platform for Action. This Action plan is being coordinated and monitored by Ministry of Women, Children and Social Welfare for its effective implementation. Nepal has also ratified the convention on the Elimination of All forms of Discrimination against Women, which ensures women's civil, political and reproductive rights.

2.2.6 Women Agenda in Nepal's Development

While assessing women in Nepal's development agenda, the following points are found in pre WID era (1953-1975)

Pre-WID era (1950s-1975)

-) Focused on women's reproductive role as housewives and mothers
-) Women are considered as development beneficiaries
-) Establishment of Women Training Centre
-) Establishment of Women's Organization

WID era (1975-1980s)

In this era the following points have been given focus in women's development.

-) Participation in the First World Conference on Women at Mexico (1975)
-) Amendment of National Code to grant inheritance right to unmarried daughters of age 35 years (1975).
-) Formulation of Women Service Co-ordination Committee (1977)
-) Study on Status of Women 1979
-) Recognition of women's productive role
-) Separate WID chapter in the Sixth Plan
-) Participation in the Second World Conference on Women at Copenhagen (1980)
-) Establishment of Women Development
-) Formulation of the Plan of Action for Women in Development (1982)

- J WID chapter in the Seventh Plan 1985
- J Participation in the Third World Conference on Women at Nairobi (1985)
- J Establishment of Women Development Division at the Ministry of Labor (1988)

GAD era (1990s)

In the GAD era since 1990s, the following activities have been done for the advancement of women. (HMG/N, 1997)

- J In 1990 Constitution guaranteed the right to equality
- J Ratification of CEDAW without reservation (1991)
- J Eighth Plan address "Mainstreaming Policy" (1992)
- J WID cell at WCSW Ministry of Water Resources (1993)
- J Participation in the Fourth World Conference on Women at Beijing (1995)
- J Establishment of Ministry of Women Children and Social Welfare (1995)
- J MWCSW drafted Women's Equality Bill and forwarded to MOLJ (1996)
- J "National Women's Convention" organized by the Ministry of Women & Social Welfare (1996)
- J Post-Graduate Diploma in Women Studies. Tribhuvan University (1996)
- J Formulation of the "Gender Equality and Empowerment of Women" National Plan of Action (NPA) on twelve critical areas of concern of the Beijing Platform for Action
- J Women and Gender Equality sub-chapter in the Ninth Plan (Gender Equality and Women's Empowerment Policy), 1998
- J Initial Country Report on CEDAW (June 1999)

GAD era

The following activities have been done in the favors of women.

- J Addition of "Children"- in the Ministry of Women and Social Welfare and establishment of Department of Women Development
- J Participation in Beijing plus Five Review meeting at the UN headquarter (June 2000) and reporting by both the government and non-government agencies.
- J Social justice and inclusion and Gender Mainstreaming and inclusion are separate chapter in Interim Plan 2007.

2.3 Concept of Reservation

2.3.1 Concept of Reservation/Positive Discrimination/ Affirmative action

The term ‘affirmative action’, ‘positive discrimination’ and ‘reservation’ are used interchangeably. Affirmative action refers to concrete steps that are taken not only to eliminate discrimination—whether in employment, education, or contracting—but also to attempt to redress the effects of past discrimination. The underlying motive for affirmative action is the Constitutional principle of equal opportunity, which holds that all persons have the right to equal access to self-development. In other words, persons with equal abilities should have equal opportunities (<http://www.answer.com>, 2008).

Affirmative action programs differ widely in the extent to which they attempt to overturn discrimination. Some programs might simply institute reviews of the hiring process for women, minorities, and other affected groups. Other affirmative action programs might explicitly prefer members of affected groups. In such programs, minimum job requirements are used to create a pool of qualified applicants from which members of affected groups are given preference (<http://www.answer.com> 2008).

Policy designed to correct past practices of discrimination against racial minorities, women, the disabled and other historically disadvantaged groups. The advocates of affirmative action programs argue that it is not sufficient to pass legislation aimed at eliminating discrimination in education, employment, and other areas of human activity. Such legislation where it was successful could help eliminate discrimination in the long run, but more drastic measures were required if progress, at an acceptable pace, was to occur in the short term (<http://www.answer.com>, 2008).

Affirmative Action, also known as positive/reverse discrimination refers to concrete steps that are taken to promote access to education or employment aimed at a historically socio-politically non-dominant group; typically people of color or women. Motivation for Affirmative Action policies is to redress the effects of past discrimination and to encourage public institutions such as Universities, Hospitals and Police forces to be more

representative of the population. This is commonly achieved through targeted recruitment programs, by preferential treatment given to applicants from socio-politically disadvantaged groups and in some cases through the use of quotas (<http://www.answer.com> 2008).

2.3.2 Theoretical Foundation for Affirmative Action

Liberty, equality are the most important principle imbuing and inspiring the concert of human rights. The liberty can only exist on the basis of equality for all the right to equality meant equality before the law that is the formal claim that laws should be applied by courts and administrative agencies in the same manner to all people subject to it. In this context “*Equality*” (FWLD, 2003) requires treatment “without discrimination” (The Interim Constitution of the Nepal 2063). Because building a just society has been dream of human kind since the very dawn of civilization. A society based on inequality can never be just”(Mishra, 1996). Therefore, equality is a "postulate of justice"(Friedman, 2002) which ensures fair treatment among the homogeneous group even though treating people may require differently.

This view takes “equality of treatment to be a basic prima facie requirement of justice” (Pathak 1997). The right to equality has been guided by two doctrines: equality before the law and equal protection of law. Equality for women is conventionally understood to mean the right to be equal to men as assimilation theory discusses (Littleton, 1987). The basis for this understanding rose from the fact that women faced gross inequalities in all spheres of life. Therefore, women will not be able to access opportunities in the same way as men. It is because merely restricting discrimination could not address the notion of justice. Though "*Formal model of Equality*"(FWLD, 2003) leads one person or persons to compete with others who are already in advantageous position, in that situation the disadvantaged people with previous automatically defeated because the field is not level. Therefore it is now an “accepted jurisprudence and practice that the concept of equality before law and the prohibition of certain kinds of discrimination do not require

identical treatment. The equality means the relative equality so treating differently is not only permitted but required in this way, formal equality is not enough to the people for having the equal rights. Hence, to promote and rehabilitates the rights and interest of excluded , controlled and deprived of their rights, there is an urgent need to provide opportunities and assistance for their development"(Shrestha, 2001)

In fact 'with reason and rational classification for differential treatment having nexus with constitutionality permissible objects so question of "unequal treatment does not arise if there are different sets of circumstance" (Eide, et al, 2001) Therefore with the emergence of modern democratic and social ideas the formal principle has gradually been transformed into principle of substantive equality"(Symonides, 2002). "***Substantive model of Equality***"(FWLD, 2003) has also been emerged which tries to equalize the people of diverse situation. Bearing the fact we must respond to the need of right in actuality, securing the objective of "***social justice***" (Garner, 1999) and to meet the concept of welfare state. However, the practice shows in the case of deeply rooted privileges of discriminatory attitudes based on sex , mere statutory prohibition are often insufficient to guarantee true equality in this case state must resort to positive measures of promotion such as affirmative action programs"(Symonides, 2002).

Hence, many democratic countries have tended to gauge them close to the protective discrimination. Protective discrimination denotes variously, "positive discrimination or equal opportunity," reserve discrimination, compensatory actions, enabling action special measure and affirmative action which falls under "positive discrimination strategies"(Collin, 2002).There is a need to introduce and implement the concept of "affirmative action"(Andreson, 1969) to turn welfare state and to achieve the objective of social justice by the Nation. The phrase affirmative action is generally used to denote "a positive step"(Garner, 1999) for the placement and advancement of individuals or group, so it is "seen as antithesis of Equality" (Aughterson et .al, 2002). "Although affirmative action can be justified in the context of history, it is not as readily justified as long-term measures, because affirmative action is compared with "chemotherapy

(Lawrence, 1997).” In contrast, we see affirmative action as a gain for all, an affirmation of democratic values “particularly as society becomes more democratic and egalitarian”(Aughterson et .al, 2002). The middle path of affirmative action can be view as “mend it don’t end it.”

If we go through the history of affirmative action it has intrinsic relation with "racial discrimination," "cast discrimination" (Sekaran, et.al,1992) "Tribal discrimination"(Aughterson et .al, 2002) and "against social injustice" (Interim Constitution of Nepal 2063) however, "affirmative action gains its legitimacy by providing a means to correct past wrong or injustices. In providing for affirmative action, the state pursues substantive equality to help the victim of historic discrimination" (Aughterson et .al, 2002).

As discussed above it has relation with justice, the "concept of justice is not monolithic. It appears under a variety of notion such as "justice is distribution, compensation, and procedural." So the issue of justice is quite complex one, "coupled with the equal protection clause, and could not fulfill its constitutional mission of creating the ideal of equality with out the help of a suitable "mediating principle" which refers to affirmative action"(Aughterson et .al, 2002)

After the discussion, positive discrimination can be considered as special measures to reduce the past discrimination and balancing the social group harmonizing and fulfilling different interest of certain group or individual. Argument for and against positive discrimination take a number of .The two most common justification proffered are “compensations and balance .The first is necessary to compensate members of a group and the second is necessary to achieve a balance of social group in significant position in the society” (Mc LEAN , 1988).

In fact is a remedial measure which enable to some one getting substantive model of equality. Unless equalization of position is not possible with out affirmative action

provided. Hence, the substantive model of equality considers special measures as the most effective means to ensure "*de-jure*" as well "*de-facto* equality"(Garner, 1999). Therefore, the corrective approaches "redistribute the benefits equally between female and male members of the same society, reasonable different treatment is required""(FWLD, 2003).

Thus If women were systematically discriminated against in access to education in the past they will have less education in the present than men. Therefore, something should be done to compensate for this so that the effect of discriminatory not perpetuated." An affirmative action program, that is temporary special measures aimed at accelerating *de-facto* equality, has been developed in a number of states with respect to women" therefore every civilized society should ensure dignity of individuals there can not be dignity with out equality of opportunities and access to resources. Hence, affirmative action is taken a "means to offset inequality and remove the manifest imbalance, though it is not an end it itself. It is a means to achieve equality .However sometime affirmative action policies became "*antithesis*" of equality.

In the context of Nepal, it is also mandated to the government enacting classified laws for the promotion and protection of educationally back warded people (Interim Constitution 2063). Which sought by a law have a rational relation to the classification, that law cannot be specified as contrary to the right to equality simply because it is meant for only one segment of the citizen of the country. Hence, special provision may be in some cases such as need for the protection of children. "The state is allow to make special provisions for the protection and promotion of girls" in order to enjoy right to equality (Citizen Act 2012) which , requires not only classification which is capable easily of being understood, but also classification which is just fair and reasonable and valid classification can be made on the basis of historic consideration. Therefore, special provision is an exception to the general rule against discrimination.

The special provisions which the state may make are pursued as a way to achieve equality of result though may be made wither by law enacted by the parliament or by

executive orders"(Dhungel, et.al, 1998). Hence, "Nepal recognized that for women to achieve genuine equality, it is necessary not only to remove discriminatory barriers but also to promote equality by positive action such as Temporary special measures may be necessary to combat the general neglect of their education and trainings. Therefore, Nepal has adopted various necessary ways and means to ensure women have equal right with men in the field of education, various policies and programs have been developed to ensure equal condition and opportunities for career develop"(Initial Report submitted by Nepal in CEDAW). Therefore, affirmative actions are justified as temporary special measures for compensation in the present day the effect of past days. For the effective implementation quotas and special investment is also required in the present context may be after few years it is not necessary and the huge amount of investment in the education sector in the days to come.

"The Human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic and cultural life, at the national, regional and international level, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.

Vienna Declaration and Program of Action Para 18

The International Convention on the Elimination of All Forms of Racial Discrimination stipulates in Article 2.2 that affirmative action programs may be required of states that have ratified the convention, in order to rectify systematic discrimination. It states, however, that such programs "shall in no case entail as a consequence the maintenance of unequal or separate rights for different racial groups after the objectives for which they were taken have been achieved." The United Nations Human Rights Committee states, "the principle of equality sometimes requires States parties to take affirmative action in order to diminish or eliminate conditions which cause or help to perpetuate discrimination prohibited by the Covenant. For example, in a State where the general conditions of a certain part of the population prevent or impair their enjoyment of human rights, the State should take specific action to correct those conditions. Such action may

involve granting for a time to the part of the population concerned certain preferential treatment in specific matters as compared with the rest of the population. However, as long as, such action is needed to correct discrimination, in fact, it is a case of legitimate differentiation under the Covenant"(U.N.Committee on Human Rights, 2002).

An in-depth examination of the legal status of affirmative action, as well as the different kinds of programs that exist and their pros and cons, can be found in a paper written for the United Nations Sub-Commission on the Promotion and Protection of Human Rights.

2.3.3 Justifications

There are a number of arguments the proponents of affirmative action use to justify the policy.

1. To compensate groups for past injustice by giving them preferential treatment. Affirmative Action programs are beneficial to the under-privileged.
2. To "reverse" the pernicious effects of past discrimination by taking active steps to overcome ingrained prejudice in hiring and other practices, thereby proving to the community that these people can succeed in roles they previously may not have been given the opportunity to take on.
3. To design a "fair" representation of the populace in positions of power (in law, medicine, politics, business etc.)
4. To buttress the "acceptability" and "legitimacy" of key institutions in the eyes of the people these institutions serve.
5. The benefits of diversity, i.e. the idea that part of a liberal education is being exposed to different ideas and arguing about them. According to this argument, people who come from different ethnic or racial backgrounds have different viewpoints and increased inclusiveness will broaden the scope of discussions.
6. According to its proponents, the underlying motive for affirmative action is the principle of equal opportunity, which holds that all persons have the right to equal access to self-development. In other words, persons with equal abilities should have equal opportunities, and people who did not get the same opportunities should be evaluated with that in mind.

7. Affirmative action will be launched under some basis. Some groups who are targeted for affirmative action are characterized by race, gender, ethnicity, or disability status. In India (where the term used is "reservation"), the focus has mostly been on undoing caste discrimination. In South Africa, the focus has been primarily race-based and, to a lesser extent, gender-based discrimination
8. The basis for affirmative action is that a simple adoption of meritocracy principles along the lines of race-blindness or gender-blindness—or simply relying on elites to behave fairly—will not suffice to change the situation for several reasons. Discrimination practices of the past preclude the acquisition of "merit" by limiting access to educational opportunities and job experiences. Ostensible measures of "merit" may well be biased toward the same groups who are already empowered. Regardless of overt principles, people already in positions of power are likely to hire people they already know or people from similar backgrounds, or both.
9. To provide social justice to the most marginalized and underprivileged is our duty and their human right. Reservation will really help these marginalized people to lead successful lives, thus eliminating caste-based discrimination which is still widely prevalent especially in the rural areas.

2.3.4 Opponents

1. The opponents of affirmative action counter that using affirmative action to remove discrimination is counterproductive, both because it requires the very discrimination it is seeking to eliminate in order to work and because it promotes prejudice by increasing resentment of those who are the beneficiaries of affirmative action from those who have been adversely affected by the policy.
2. It is argued that, since economic disadvantage does not necessarily correlate with or restrict itself to those of a particular racial/ethnic status, using race or ethnicity to determine disadvantage is inappropriate.
3. Affirmative action opponents also typically argue that those who suffer on account of affirmative action (i.e. those who don't get the job or who don't get admitted to a particular university) should not be held accountable for a crime they did not commit;

- in other words, that most people of the present were not a part of the system that oppressed such minorities.
4. The opponents argue, since all men have equal rights, no man's rights should be sacrificed to compensate for another man's rights being taken away. Such people often claim that the groups that are most negatively impacted by affirmative action are Asians and Jews, both of whom are discriminated against within society, and that this disproportionate effect is perverse and counter-productive considering that the intent of affirmative action is to eliminate discrimination.
 5. Affirmative action has undesirable side-effects and that it fails to achieve its goals. It is argued that it factors race into the decision-making process, perpetrates new wrongs to counter old ones, and undermines the achievements of minorities. It may increase racial tension and benefit the more privileged people within minority groups (such as middle to upper-class blacks) at the expense of the disenfranchised within majority groups (such as lower-class whites).
 6. Opponents of Affirmative Action policies argue that it is merely another form of discrimination because it can result in qualified applicants being denied entry to higher education or employment because they belong to a particular social group (usually the historically socio-politically dominant group; typically majority races and men).
 7. Caste Based Reservation only perpetuates the notion of caste in society, rather than weakening it as a factor of social consideration, as envisaged by the constitution. Reservation is a tool to meet narrow political ends.
 8. Allocating quotas is a form of discrimination which is contrary to the right to equality.
 9. There is great confusion in the "pro-reservation camp". While they clamors for 33% reservation for women in parliament and state legislatures [and do not accept caste quotas as part of women's quotas], they do not want special consideration for women in quotas in higher education. This is implicit acceptance of the fact that there are multiple factors of exclusion and discrimination at work in society.
 10. Providing quotas on the basis of any criteria not on the basis of competitive merit will be discriminatory to talented students, and weaken the country's competitive edge. It

will push the situation of “Brain Drain”. Poor people from "forward" do not have any social or economical advantage over rich people from backward.

2.3.5 Types of Reservation/ Affirmative Action or Positive Discrimination

Specifically there are no any types of affirmative action or reservation but there are some bases to determine the reservation or affirmative action. They are as follows.

1. **Caste:** - Seats are reserved for Schedules Castes, Scheduled Tribes, Most backward Castes, Backward Castes, and Other Backward Castes in varying ratio by the Government. This caste is decided based on birth, so it will never get changed. The advantage of this system is that this cannot be changed. While a person can change his religion, and his economic status can fluctuate, the caste is permanent. We are started quotas on the basis of Dalit, Adhibasi and Madhishe.
2. **Religion:** - Religion is other factor to determine affirmative action. To preserve the minority religion, some seats will be secured to the religious minorities.
3. **State of Domicile:** - The person who gets birth as special place and a permanent resident of that place will provide some quotas to that domicile. We have also some quotas in the civil service to the person who are in backward areas.
4. **Gender:** - Our parliament had proclaimed to reserve 33% seats to the women. Some seats are reserved to the women from the Constituent Assembly to civil service on the basis of gender.
5. Sons/Daughters/Grandsons/Grand daughters of Freedom Fighters.
6. Physically handicapped
7. Sports personalities
8. Candidates sponsored by various organizations'
9. Those who have served in the armed forces (Ex-Servicemen quota) in jobs
10. Dependants of armed forces personnel killed in action
11. Repatriates
12. Those born from inter-caste marriages
13. Widows and deserted women.

CHAPTER- III

RESEARCH METHODOLOGY

3.1 Research Methodology

This chapter gives the details of the procedure adopted for the present thesis. This chapter introduces and describes the research design, nature and sources of data and the data collection methods. For the completion of this research study, it is based on the doctrinal methodology as well as analytical methods have been used. Collected information has placed with the use of tables as required. For the theoretical background, different literatures dealing with the conceptual background were taken into consideration. For the policy aspect national and international publications were reviewed and analyzed for preparing the study.

3.2 Research Design

This research study is mainly based on descriptive and analytic research design. This study covered most of the government policies and programs mainly related to civil service for women. The base of the study has been confined to the pre and post launching program of reservation.

3.3 Nature and Sources of Data

For this study secondary types of data has used. The secondary data have been collected and used on this research study. All secondary data have collected from Public Service Commission, Central Bureau of Statistics, Ministry of General Administration, Ministry of Women Children and Social Welfare, National Human Rights Commission, National Women's Commission, Nijamati Kitabkhana etc. Likewise, Secondary materials have been taken from the published books, journals, magazines, research papers, different

national and international reports and other literatures related to this specific issue. So, the study is based on an analysis of secondary data.

3.4 Data Collection Method

To collect the data personal approach has been used by the researcher from the Public Service Commission, Central Bureau of Statistics, Ministry of General Administration, Ministry of Women Children and Social Welfare, National Human Rights Commission, National Women's Commission, Nijamati Kitabkhana etc.

3.5 Data Analysis and Presentation

This study is descriptive as well as analytical one. So, for this study, data have been presented in the tabular form. The analysis of data has been done through various ways like percentage, average etc. After presentation and analysis of the information, necessary conclusion and recommendations have been drawn.

CHAPTER-IV

HISTORICAL DEVELOPMENT AND GOVERNMENT'S EFFORT TO THE CIVIL SERVICE IN NEPAL

4.1 Historical Development of Civil Service in Nepal

The history of Civil Service of Nepal can best be overviewed from the following period wise.

4.1.2 Ancient Period

The authentic history of Nepal starts from Lichhabi period as king Man Dev is considered first king (Documented) of Nepal. Lichhabi period is considered the golden age of Nepal. In that period, the king used to appoint the Bhardars, relatives of Bhardars, faithful personnel of the palace as the civil servant. At that time there was no difference between military personal and civil servants. The states were divided in to small geographical units. There was direct rule of the king. The people were religious and the relation between king and people was very close. Generally, problems of people were solved at local level. Civil servant was directly worked in supervision and control of the king. There was the provision of Pajani system (Annual renewal of the post). In central level Samanta, Maha Samanta was appointed and in local level Praman, Umarabs, Dware, Katuwal, Dhami were appointed (Pradhan, 1976).

In Malla period the scope of government service was extended in comparison to the Lichhibi era. Furthermore, government employees started to get land as the remuneration of government service. Other things were similar in Lichhibi period. At that time women involvement in the state machinery was out of mind to the existing rulers.

4.1.3 Medieval Period

The period between the great King Prithivi Narayan Shaha to the rise of Junga Bhadur Rana is considered the Medieval Period. At that time; the basic ground for recruitment of

personnel was loyalty. The authority to appointment, termination (Barkhasti), transfer, revenue collection and expenditure was confined by the King. The provision of "Ghar Thar was famous at that time which included Pande, Panta, Rana, Bohora and Aryal who had helped to establish the state of the King Dravya Shaha. They were very influential up to the rise of Janga Bahadur Rana. This time the concept of separation of administration from politics were realized. The posts were making whereas administrative post implemented these policies. Administrative posts were divided into Jetha Budha, Kharidar, Mukhia etc.

The kings of Nepal had played an important role in the political and administration of the country. The King was both head of the state and head of the government. The king as head of the state performed several duties. He appointed and dismissed all those in government services. He declared war, sued for peace and signed treaties. He prepared accounts of income and expenditure, allocated revenues at his own sweet will, distributed favors and made grants of land to whomsoever he pleased and audited the expenditure by himself. Thus he enjoyed absolute powers, which, however were always exercised through high-ranking officers of his choice, who appended their signature to any document issued under seal. The executive legislative and judicial powers were centered in the king. He discharged his duties with the help of a group of high officials called "Bhardars". The king functioned also as the lawgiver. He issued codes defining what constituted crimes and what should be meted out as punishment. He promulgated regulations, which were called Sanad and 'Sawals' for the guidance of departments and the offices concerned. There were different other officials. According to seniority, they were The Chautaria, The Kagis, Sardars, Kharidars, Kappardars, Khazanchi, Tacksali, Dharamadhikar, Bicharis, Ditta, Jaitha Bura, Subbas etc. They played an important role in the political scene of Nepal (Pradhan, 1976). Despite these different positions to the state craft any women had not appointed to these position because the main aim of the king is to extend national territory and maintain peace and security into the nation. There was no any consideration to integrate the women to develop the women condition as well as nation.

4.1.4 Rana Administration, 1846-1951

Jung Bahadur Ranas, the strong man during the political turmoil of 1846, brought absolute change in the political systems on that era. Henceforth, the Prime Minister ship became a family affair of the Ranas. The scope of administration was extended only to the maintenance of law and order and the collection of taxes .No concern was shown for the social activities concerning the welfare of the people. The merit of personnel in the Rana Administration was determined by their capacity to make a surplus of income over expenditure. The Government employees were not given any chance to exercise their initiatives. Everything had to wait until the Prime Minister gave the orders. It was personalized administration (Pradhan, 1976). The administrative apparatus was divided into five main branches in the centre- *Khadga Nishan* Office (Prime Ministers' Office), *Muluki-Bandobast Adda* (Office for Routine Administration In-charge of the *Mukhitiyar* and Commander-in-Chief), *Jangi-Adda* (Army Head Quarters), *Binti Patra Nikshari* (Judicial Office) and *Munshi Khana* (Foreign Office) (Pradhan:1968). During the period, Pajani system-meaning promotion, demotion, transfer and removal of the civil servants was functional as the rulers were very powerful.

Some sporadic initiatives and measures in the Rana Regime were: (VIKAS, 1998)

-) The establishment of first officially recognized local government institution as "Manyajan Kachhari" in the district of Dangdeukhuri.
-) Promulgation of local Panchayat related laws.
-) Holding election of the Kathmandu Municipality
-) Constituting local Panchayats in different areas of the country (To calling 171 by the end of 1950).

In the Rana regime there are no any thought to appoint to the women in any government services. They only want to treat women as consumer goods.

4.1.5 Administrative Crisis

The revolution of 1951 brought a change **in** the location of power. The king repossessed the powers, which were usurped by Jung Bahadur in 1946. This change was not only a change in the power structure, hut it also promised to change the plight of the people, promises were made for the establishment of a democratic system of government. Following the revolution, there was a crucial crisis in the administrative system of the

country. The administration put into effect the same rules and regulations practiced Rana regime. People felt the need for administrative change along with political change. New Ministries were formed. Different offices were integrated on a functional basis (Pradhan, 1976). Only after the dawn of democracy in 1951, Public Service Commission was established in 1951 and arrival of Butch Commission from India in 1954 is considered very important in reforming the civil service of the country.

4.1.6 The Panchayat Era (1960-1990)

After the overthrow of the elected Parliament and the arrest of the Prime Minister and other Ministers, the King declared in December 1960 that the parliamentary system of government had proved unsuitable to the soil of Nepal. He promised to initiate a new kind of democracy native to the political culture of Nepal. This new political system created by king Mahendra, is called the Panchayat system.

This system of government was the creation of the king. He is the designer and molder of this system. No place is given to Political Parties. Instead, seven class organizations were formed; these Class Organizations can not fulfill the duties of ventilating public opinion. These class organizations have to move according to the directions given by the government (Pradhan, 1976). In this period Public Service Commission had been set up as a constitutional organ. The door is open for interring the women in to the civil service. Few women were participated to the civil service. There was no any special provision to include the women in the different sphere of government agencies. Administrative Reorganization Planning Commission, under the Prime Minister- Tanka Prasad Acharya, played very important role in introducing the Civil Service along with the availability of necessary rules and regulations in the field. Following the Acharya Commission of B.S. 2013, various attempts on administrative reforms through the formation of commissions were made (Jha Commission: 2022, Thapa Commission: 2032, and Koirala Commission: 2048) in Nepal as the commissions submitted their reports with necessary recommendations. Unfortunately, even a single commission never brought the policy of inclusion to disadvantaged groups - **Dalit, Mahila, Madhise** and **Janjati** in administrative mechanism of the country. Nepali people, due to lack of democratic rights, and lack of education and awareness, could not even raise their voice against the recommendations of the commissions. As a result, these groups remained marginalized and

deprived of representation in the civil service. Thus, during both Rana and Panchayat periods, they were deprived of congenial environment of opportunity to join the civil service and pro-marginalized civil service curriculum (Nijamati Sewa Patrika , 2064).

4.1.7 The Modern Era

The popular moment of 1990 restored the multi party democracy in the country. The existing constitution gives more emphasis to PSC. Administrative Reform Commission & other commissions are trying to make Civil Service more responsible to the public. The concept of good governance is being tried to implement. Simultaneously, the issue of low participation of women in Civil Service has been raised by different sectors including donor community. Research, study and capacity building program have been carried out after the restoration of democracy. Some affirmative discrimination is made in Civil Service in favor of women. But the certain quotas are not made to the women. In this period limited women have participated in the Nepalese civil services by their self capacity.

4.2 Government's Effort for Women on Civil Service

There are some efforts that have been made by the governments. It could be categorized as follows:

4.2.1 Policy Efforts

In policy level the following points have been emphasized in the following documents:

a. Administrative Reform Commission Report

The Administrative Reform Commission of 1991 recommended efforts to inter women into all levels of decision-making.

b. The Tenth Plan

The Tenth Plan has emphasized the inclusion of women in all development programs. The Plan recommends affirmative action to ensure women participation. The Plan has also indicated that there must be special legal provision made to ensure women's full participation in development process.

c. The Interim Plan 2063

This interim Plan has taken inclusive program to the deprived and past exclusive people specially Women, Madhise, Janajati Dalit and Disabled etc. The plan assumes that women participation is low to the different area of the government for the development. So that Interim plan introduced the strategies and policies to include the women.

d. The National Plan of Action on BPFA

The MSWCSW has prepared a National Plan of Action (NPA) that include strategies for increasing the number of women in the constitutional bodies, Judicial service, Public Corporation and Development Programs with the long term objectives of empowering women to increase their participation, developing from human recourses and adopting an equity based conceptual approach to women into higher level roles.

4.2.2 Legal Efforts

In legal side, the following Acts have been made some positive provisions in favor of women.

a. Local Self - Governance Act-2055

The Local Self-Governance Act 2055 has helped to increase the number of women involved at the local decision making level .The Act reserves one seat in each district and 'VDC for women and requires at least one women member at the ward level committees. An estimated 40,000 women have become engaged in local governance as a result of this Act. After 2059 there were no local representatives in local level government due to lack of election.

b. Constituent Assembly Member Election Act 2064: This Act Provides inclusion to the women. Each political parties have a duty to stand 1/3 women candidate from the total candidate to the election of Constituent Assembly. Nepal has adopted the mixed election. 30 women have elected from the first past the post system and 161 women have elected from the proportional election system and 6 women have nominated from the Ministry of Council. Altogether 197 women have elected to the Constituent Assembly.

4.2.3 Program Efforts

In the program the government has made the following efforts:

a. Coaching Class

To increase participation of women in the civil service MWCSW has been conducting coaching classes since 1996 for women candidates taking the PSC examination for the position of section officer which is the entry level professional position in increasing the success rate of women candidates.

b. Revision in Curriculum

PSC has been revised its curriculum from gender perspective and the modality of exam in section officer, gazetted third class level, the outcome of this action will come after the examination of PSC.

4.2.4 Government's Plans

The following provisions have been found under the government's policies. A brief overview of the preceding plan that included women development policy is given below:

a. The Sixth Plan (1930-1985)

For the first time in the history of planning in Nepal, a separate section consisting of three pages was devoted to policies to enhance participation of women in the development process. The Sixth Plan especially stressed the need for integrating women into the overall development process. Much progress has since been made identification and integrates women's development plans explicitly in Nepal's plans and programs.

b. The Seventh Plan (1986-1990)

Seventh plan has stressed the women need to be equipped with skills to operate on their own. To the household income and to participate fully in the overall development of the nation are contributed. In spite of setting out eight policy measures for women, the seventh plan did not contain imperatives, directives or even guidelines as to how the eight policy measures should be incorporated into action.

c. The Eighth Plan (1992-1997)

Eight Plan has the strategies to involve women in development should not be gender

specific but that women should be treated meaningfully and equally in development process.

Major Provisions in the Eighth Plan are:

1. Policies will be adopted to encourage the appointment of women in the government, semi government and non-government sectors and to provide them opportunities for career development.
2. The government is committed of equal and meaningful participation of women in development process.
3. Programs designed to enhance women's participation will be included in economic and social sectors (agriculture, forestry, industry, health and education).
4. Credit, technical know how, entrepreneurship training and services will be extended.
5. Policies will also be elaborated to raise employment opportunities for women in these areas.
6. Laws and by laws which hinder the development of women will be reformed.
7. Information on gender discrimination at work will be monitored and documented.

d. The Ninth Plan (1997-2002)

The Ninth Plan has made women as the target for achieving its overall aim of poverty alleviation and human resource development. In this light, following objectives have been incorporated in these plans:

Policy and implementation strategy

Involvement of women in the National Development Mainstream, National and Spectral development policies, goals and programs will be ascertained to involve women in the mainstream of national development.

1. For the effective co-ordination and implementation of women development activities, existing institutional structure will be strengthened, expanded and developed. Similarly, effective coordination will be established among all agencies organizations and local bodies working in the field of women's development.
2. Contribution of women to household labor will be evaluated scientifically and substantially by reviewing the national accounting system.

3. For measuring women's participation in development, appropriate gender desegregated indicators will be reformulated and modified and monitoring and evaluation measures will be carried out effectively.

Elimination of Gender inequality

1. Review of laws and regulations which discriminate between men and women and which are obstructive to ensuring equal rights for women will be carried out to make egalitarian laws.
2. In the view of the national policies relating to the elimination of gender inequality, governmental and non-governmental organizations as well as local bodies will be mobilized with co-ordination and integration to control all kinds of crimes and violence against women through preventative, rehabilitative and other kinds of measures. Subsequently, women's human rights will be protected. ∴ Existing economic, social and other forms of discrimination will be gradually reduced with the adoption of positive policies and programs, which give special priorities for women for gender equality and rights.
3. From policy to implementation level, publicity and promotion, education and training will be institutionalized for generating gender awareness.

Women's Empowerment

1. In order to enable women to utilize employment opportunities in such sectors as industries, tourism, forestry, transport and other resources, program has been formulated to enhance women's capabilities including training and access to subsidized credit facility .
2. To increase women's share in the decision making process of national development policy and program from local to national level, policy of adopting special legal system in accordance with the constitution will be applied into practice.
3. Considering the contribution made by women to the agricultural sector, agricultural - technical training market management, land and agricultural income generating activities in accordance with APP will be implemented to safeguard women's rights and, special arrangements will be made to establish women's rights and mobilize women labor force.

4. Women health service based on healthy life cycle will be developed for the protection of women's living rights. In this context, under the purview of the preventive and curative services, qualitative expansion will be made of such services as regards the protection of fetuses and pregnant women reproductive health and elderly women's health provisions and an arrangement will be made to increase women's access to these services and facilities .
5. With a view to increasing women's access to formal and non formal education for bringing about improvement in the educational standard of themselves, policies and programs such as women scholarship, women teacher special facilities in technical education, etc will be given continuity while placing emphasis on extension, access and encouragement as regard to such programs .
6. Extension of agriculture & other appropriate technologies for reducing the workload of women and increasing productivity will be made and women's access to such technologies will be ascertained.

E. The Tenth Plan (2002-2007)

For the first time, the Plan has clearly identified and valued gender concerns as the crosscutting issue of development. It has placed women as center of development system to incorporate rights perspective in all corners of social development, particularly in the field of gender equality, women's rights and women's empowerment, The Plan clearly presented not only the conceptual but also the methodological aspect of mainstreaming gender in social and economic sectors of national development.

The significant value added by the Plan is its conceptual and methodological clarity on the issues of gender and development. The long term vision of the Plan on gender and development has been encouraging in the sense that it has set a vision as strategic intent to develop equitable society on the basis of women empowerment and gender equality by mainstreaming gender in all sectors of development. The Plan has set the strategic goal with objectively verifiable and measurable indicators of achieving gender - related development index (GDI) at 0.75 and gender empowerment measure (GL) at 0.70 by 2017 A.D.

The strategic objective of the Plan is to develop egalitarian and equitable society, and achieves the goal of sustainable economic growth and poverty alleviation by eliminating all forms of discrimination against women, and by developing the women development index on the basis of women's rights framework. The quantifiable and measurable indicators of women development index set for the plan period are: GDI at 0.55, GEM at 0.50 and women's participation in policy making by 20 percent. Attainment of such benchmarks seems to be possible only through adequate and appropriate affirmative action in all development and legal interventions.

Policy and implementation strategy

1. Make effective women's participation in the formulation, implementation, coordination, monitoring and evaluation of related sector policy and women targeted programs.
2. Increase women's participation in the every aspect of the projects relating to poverty alleviation and income generating.
3. Increase awareness of gender equity at all groups and levels.
4. Make amendment in the laws discriminating women on the basis of equality and international commitment.

F. Interim plan 2007-2010







1. Inclusive Development

The issue of inclusion has come into the forefront due to weak implementation of past initiatives in making the society equitable by reducing the existing regional, class, caste/ethnicity and other disparities and discriminations. Recognizing this situation, the Tenth Plan included inclusion as a strategic pillar for poverty alleviation. Important provisions of inclusion have been included in the Interim Constitution, 2007 in the spirit of the People's Movement of 2006 so as to ensure citizen's rights for all castes/ethnic groups, gender, religions, regions, ages, and classes by restructuring the State.

2. Gender Mainstreaming and Inclusion

The Government of Nepal has continued its effort to implement various commitments made in favor of gender equality in national and international forums. The government has taken significant initiatives in mobilizing the support of non-government, private sector, civil society and donor agencies. There are various programs and projects in operation under sector ministries and their agencies. Recognizing the shared, collective responsibility towards gender mainstreaming, various line ministries and agencies have launched different projects and programs in order to enhance the active participation of the women from the central level to village level and to reduce gender inequality. Although there has been positive change in gender development, substantial change in the status of women in the socially and economically backward groups and rural areas is yet to be achieved. There are women badly affected in the course of the internal conflict awaiting protection and a safe return to their homes. They need employment opportunities for a sustainable livelihood, and they also need to be socially rehabilitated and enabled to live with human dignity. There is now a favorable environment in place due to the comprehensive peace accord and the declaration of gender equality by the Interim Parliament, which has also been supported by the amended acts. All these measures are directed to putting an end to the present gender discrimination.

The realization of the effectiveness and substantial differences in gender equality and women empowerment are the areas of concern in the Interim Plan. It has also adopted the process of recognition and monitoring and valuation of women's works and their roles in the entire economy by engendering macro economic framework and the development process and by making them gender sensitive. Special features of the program include:

-  Protection and rehabilitation of women affected by the conflict.
-  Inclusion of women in all sectors of development.
-  Implementation of the State's commitment for complete gender equality.
-  Creation of positive pressure and advocacy.
-  Use of social development for conflict settlement and permanent political stability.
-  Institutional capacity development of national mechanism,

- 🌍 Gender focal point and women development office.
- 🌍 Identification of specialized and shared responsibilities of all agencies working on gender equality and women empowerment.
- 🌍 Implementation of the gender management system.

Quantitative Targets-

The gender development index will be raised to 0.556. Measure of gender empowerment will be raised to 0.450. Women representation in the policy-making bodies will be raised to 33.0 percent.

Strategies

- ❖ Women's active participation will be ensured through gender mainstreaming in all the areas of development.
- ❖ Policy and legal reforms as well as other necessary measures will be taken to ensure at least 33 percent representation of women in the policy and decision-making process at all levels.
- ❖ In the social, economic and political spheres, active participation and empowerment of women of the backward groups, Adibasi Janajatis, Madhesis, Muslims, single women, women with disability and the marginalized, will be ensured.
- ❖ In order to completely end all kinds of violence and gender discrimination against women including human trafficking, tasks will be undertaken to create a strong environment, including a legal framework.
- ❖ A special program will be run to protect the rights of conflict victims and internally displaced women, and to rehabilitate them.
- ❖ Active and meaningful participation of women in conflict resolution and peace building will be ensured.

Policy and Working Policies

- Women will be encouraged to actively participate in the institutionalization of democracy and the electoral process.
- Gender management and a gender management information system will be launched and enforced, and the policies and legal reforms will be

closely monitored and evaluated.

- Advocacy and public awareness activities in favor of gender equality, mainstreaming and women empowerment will be conducted as a campaign. In addition, activities will be focused on forming partnerships and collaborations among the government, private and non-government sectors to mobilize the established state/national machinery.
- In the annual development plan / programming exercises, gender analysis and a gender sensitive budget process will be made compulsory.
- Mechanisms will be developed and adopted to institutionalize gender analysis, monitoring and evaluation in macro economic framework as well as spectral and local development. In local level planning and programming, as well as implementation monitoring and evaluation, at least 33 percent participation of women including representation of those from the backward groups will be secured.
- Important development sectors like education and health, agriculture, water resources, forest, tourism and local development, will be engendered.
- Measures will be taken to ensure that 33 percent of the beneficiaries of the programs run by the ministries are women.
- At least 33 percent women representation in the state machinery will be ensured through legal, policy and institutional reforms.
-

4.2.5 Institutional Efforts

1. Ministry of Women, Children and Social Welfare:

The Ministry of Women Children and social Welfare was established in September 1995 with the goal of mainstreaming women into national development through encouraging gender equality and empowerment of women, development of children and formulate policies on women, children and social welfare. It is a national focal point for Women's issues. (MWCSW, 2058)

The MWCSW, as a government leaded agency for women and children is responsible to:

- Advocate women's empowerment and gender equality,
- Promote positive/ affirmative discrimination in favor of women,
- Review and monitor all women and child related activities as well as INGOs and GOs activities.
- Conduct women and children related research,
- Develop framework for gender disaggregated data collection,
- Screen all programs / project proposed by GO's, NGOs and INGOs before implementing
- The ministry is working as the national *focal point* for national and international women and children's development activities.

Priorities and focus of the ministry

The priorities of the ministry are:

Institutional

- Establish women's development in relevant ministries and strength of existing women's development cell in other ministries,
- Institutional strengthened of the ministry in terms of infrastructure development, human resources development and technical support.
- Establish a central children welfare Board and the District Children Welfare Board.
- Develop a monitoring and evaluation system for women, children and social welfare activities
- Establish a National Commission on Women.

Policy Formulation

- Formulate a national action plan for women and child development, based on national priorities and international declarations.
- Formulate national women development and Social welfare policy based on national priorities and international declarations and conventions and incorporate this in the current Plan.

Advocacy

- Advocate gender equal it)' and empowerment of women
- Disseminate international declaration and conventions.

2. The National Women Commission (NWC)

The Commission has constituted by the government as an independent body. The government has a program it will be strengthened and made autonomous in order to make it function effectively. The function's of the NWC has monitoring and coordination network as well as the Task Force set up for effective implementation of the National Action Plans related to the CEDAW trafficking. Develop Infrastructure, staffing and institutional capacity of women development offices functioning as focal points of contact for gender issues at local levels for effective coordination, facilitation and monitoring of gender equality and women empowerment activities. To make capability of community level entities working for women empowerment and the women's NGO agencies as well as enhance and made accountable. And protect and promote the human rights of the women (NWC, 2062).

3 Ministry of General Administrations

The ministry of General Administration has been declared as a Central Personal Agency. Back in 1968 this organization was in fact, created to work as one of Central personnel agencies. It was to formulate personnel policies and programs as well as supervise and monitor their implementation. Besides, it was also doing the day to day management of two cadre groups' viz. employees belonging to Nepal Administrative Service and Nepal Miscellaneous Service. The Ministry has a main role to include deprived women into the civil service because the Ministry has a vital role to formulate the plan and policies of the civil services.

CHAPTER-V

OBSTACLES & TATUS OF THE WOMEN IN NEPALESE CIVIL SERVICE

5.1 Structure of Nepalese Civil Service

Nepalese civil service is broadly divided into two strata: Gazetted (officers) and none gazetted level (Support level). Support staffs are further categorized into assistants, typists, vehicle operators and messengers and peons. Officer level positions are divided into four levels - Class Third (officer level), Class Second (Under Secretary Level), Class First (Joint Secretary Level) and Special Class (Secretary Level) Officers. Except for the Special Class Officer - the highest rank in NCS of First class and Second class, certain percentage of positions is filled in through open competition and rest through promotion. Assistant level positions are also divided into Assistant Level First, Assistant Level Second Assistant Third and Assistant level fourth. As in the case of officer level positions, except for Assistant level four, all these positions are filled in through lateral entry and promotion. Similarly, the positions of the vehicle operators and typists are filled through open competition and promotion.

5.2 Gender Issues in Civil Service

The government with his network spread through out the country & its civil services, is must important player not only in the formulation of all development policies and programmes. Naturally such policy and programmes made impact on women. Some of them also related to women's empowerment and its improvement in their status. The civil service plays an important role in this process. It helps political decision makers, Council of ministers to formulate policies to implement and monitor them. Civil service are the store house of institutional memory with regards to the functioning the government.

So that, engendering the civil service becomes one of the priority tasks in the process of mainstreaming. In Civil Service, the following issues related to gender have been

observed (Acharya, 1997).

-) Low Number of Applicants.
-) Low success rates in the PSC Examination especially.
-) Lack of awareness among the women about the lateral entry provision at the higher level.
-) Limited promotion opportunity.
-) Decreasing number at the senior positions, possibility of having non at this position in a few years.
-) Social hindrances.
-) Family barriers

Engendering the civil service implies the three directions (UNDP/MGEP, 2005)

1. Increasing the representing of women in civil service;
2. Reforming the acts, regulations, rules and process to facilitate gender balanced development,
3. Start of a process towards changing the attitude of those who are in decision making roles.

The Nepalese Civil service is overwhelmingly dominated by male at decision making level to execution level. Some numbers of female staff are working as support level staff. Therefore the main issue is how to facilitate women entry in the civil service.

5.3 Women among applicants and recommended Candidate.

Number of positions advertised applicants and recommended candidates.

For class three positions in Administrative service (UNDP/MGEP, 2005).

Table: 1***Advertised Applicants and Recommended Candidates Year 2052/053***

Positions Nepal Adm .Service	Application's			Recommended persons		
	Male	Female	Total	Male	Female	Total
1.I.Account Group	5039	263	5302	35	0	35
1.2.General Adm.Group	12131	927	13058	125	0	125
1.3 Diplomat tic Group	NA	NA	NA	NA	NA	NA
1.4 Postal Group	3127	191	3318	15	0	15
1.5 Revenue Group	4058	199	4257	10	0	10
Grand Total	24355	1580	25935	185	0	185

*Source: PSC 2052, 053***Table: 2*****Advertised Applicants and Recommended Candidates Year 2054-2055***

Positions Nepal Adm .Service	Application's			Recommended persons		
	Male	Female	Total	Male	Female	Total
1.I.Account Group	-	-	2648	-	-	20
1.2.General Adm.Group	-	-	11921	145	5	150
1.3 Diplomat tic Group	-	-	779	12	-	12
1.4 Postal Group	-	-	1393	-	-	10
1.5 Revenue Group	-	-	3564	30	1	31
Grand Total	-	-	20303	187	6	223

Source: PSC 2054,055

Table: 3

Advertised Applicants and Recommended Candidates Year 2056-2057

Positions Nepal Adm .Service	Application's			Recommended persons		
	Male	Female	Total	Male	Female	Total
1.I.Account Group	-	-	1724	-	-	8
1.2.General Adm.Group	6404	651	7055	61	2	63
1.3 Diplomat tic Group	-	-	899	-	-	4
1.4 Postal Group	-	-	608	-	-	4
1.5 Revenue Group	-	-	466	-	-	1
Grand Total	-	-	10752	64	2	80

Source: PSC 2056,057

During the last five years 1996 to 2000 totals 488 class three level positions had been advertised for competition for the five occupational groups of administration. Altogether 56990 person had applied for the positions, of which 2268 (3.97%), were women applicant. However only 8 (1.64%) of them were recommended for appointment. This figure indicates that women intake in the class three level positions is not encouraging and unless measures are taken to improve their intake, the present gender gap in the administration service, instead of narrowing down, would increase in the near future. The success rate of women was 0.35% the success rate of men was 0.87%. Thus problem are not only with the number of applicant and motivation of women to take up civil service examination but also with their comparative capacity.

5.4 Women's participation in PSC examination of the whole services and groups

In this sub-section I am trying to analysis to the fiscal year from 2058/59 to 2062/63 about five years that all posts advertised by the PSC on the basis of ten years promotion, internal and open competition. In this period 1113 posts are advertised for the promotion on the basis

of performance evaluation and 10948 posts are advertised for the promotion on the basis of ten years promotion, internal and open competition examination.

For fulfilling of these advertised vacant posts 4, 98,421 applications had been filled for the examination of PSC. Within this 91861 were women and 406460 were men, the ratio of percentage is 18.43 and 81.57 respectively.

Table: 4
Advertised posts of different classes and levels

Fiscal Years	Demanded posts	Advertised posts by Promotion, and open competition		
		Technical	Non technical	Total
2058/59	3778	2846	836	3682
2059/60	2104	1182	632	1814
2060/61	1286	504	615	1119
2061/62	2914	1673	958	2631
2062/63	1979	1194	508	1702
Total	12061	7399	3549	10948

Source: PSC from 2058/59 to 2062/63

Table: 5
Application submitted for the different advertised posts by promotion, and open competition.

Fiscal Years	Women		Men		Total
	Application Number	Percentage	Application Number	Percentage	Application Number
2058/59	21247	17.92	97298	82.04	118545
2059/60	14624	15.46	79986	84.54	94610
2060/61	13060	14.95	74280	85.05	87340
2061/62	22310	20.76	85166	79.24	107476
2062/63	20620	22.82	69730	77.18	90350
Total	91861	18.43	406460	81.57	498321

Source: PSC from 2058/59 to 2062/63

This table shows collected application of each fiscal year for the advertised posts but the recommendation was not made as the same figure advertised in each fiscal year because of internal procedure of the PSC. So that the application numbers for the advertised posts are different from the recommended posts.

Table: 6
Application Number for the of advertised posts by open competition

Fiscal Years	Women		Men		Total Applicant Number	Presented in written exam	
	Applicant Number	Percentage	Applicant Number	Percentage		Presented number	Percentage
2058/59	651	8.87	6688	91.13	7339	5597	76.26
2059/60	25174	19.39	104626	80.61	129800	113939	87.78
2060/61	15864	15.97	83482	84.03	99346	79786	80.31
2061/62	14175	18.15	63926	81.85	78101	54912	70.31
2062/63	27181	22.62	92960	77.38	120141	91065	75.80
Total	83045	19.10	351682	80.90	434727	345299	79.43

Source: PSC from 2058/59 to 2062/63

Last five fiscal years, there were 434727 applications were submitted to the PSC but 345299 applicants 79.43% were only presented to written examination of the PSC. In this period 83045 or 19.10 % women were submitted the application for the PSC examination. The ratio seems 8% to 23 % within five fiscal years. Like wise 351682 or 80.90% men were submitted the application form for the PSC examination. The ratio seems 77% to 91% within these years.

Table: 7

Recommended number for the advertisement of different posts

Fiscal Years	Women		Men		Total Recommended Number
	Recommended Number	Percentage	Recommended Number	Percentage	
2058/59	31	10.03	278	89.97	309
2059/60	1738	46.66	1987	53.34	3725
2060/61	154	9.78	1421	90.22	1575
2061/62	273	18.41	1210	81.59	1483
2062/63	338	18.73	1467	81.27	1805
Total	2534	28.49	6363	71.51	8897

Source: PSC from 2058/59 to 2062/63

In this period 8897 people were recommended to concern authority for the appointment of vacant posts. Out of these 2534 were women and 6363 were men 28.49% and 71.51% respectively. The ratios of recommended women are 9% to 19% in these fiscal years. In the fiscal year 2059/60 the percentage was 46.66. The causes of raising percentage of women in this years are the special posts were advertised only for women like Gramin Swasthya Karyakarta and Matri Shishu Karyakarta.

Table: 8
Ratio of applications and recommendations

Fiscal Years	Women				Men				Total Recommended Number		
	Recommended	Application	Ratio of recommended and application	Ratio of recommended and total application	Recommended	Application	Ratio of recommended and application	Ratio of recommended and total application	Total Recommended	Total application	Ratio of total recommendation and application
2058/59	31	651	1:21	1:237	278	6688	1:24	1:26	309	7639	1:24
2059/60	1738	25174	1:14	1:74	1987	104626	1:52	1:65	3725	129800	1:34
2060/61	154	15864	1:103	1:645	1421	83482	1:59	1:70	1575	99346	1:63
2061/62	273	14175	1:52	1:286	1210	63926	1:53	1:65	1483	78101	1:52
2062/63	338	27181	1:80	1:355	1467	92960	1:63	1:82	1805	120141	1:66

Source: PSC from 2058/59 to 2062/63

Last five years women's participation is low. This table shows that only 8% to 23% women were submitted their application form for the PSC examination. 1 woman were recommended within 21,14,103,52,80 applicants each fiscal years of 2058/59, 2059 /60, 2060/61, 2061/62, 2062/63 respectively. Likewise respectively each fiscal years 1 man were recommended within 24, 52,59,53,63. This figure shows that the recommended ratio of men and women were nearly same on the basis of applicants' women and applicants' men but the total numbers of applicant women were very low.

Table: 9
Total number of teachers

Level	Women	Men	Total	Women %
Primary	30452	70941	101483	30.1
Lower Secondary	4238	21724	25962	16.3
Secondary	1732	18500	20232	8.6

Source: MoE, 2006

This table also highlights the participation of women in teacher service is very low. Only 18.33 % women are involved in the teacher service where as 81.66% teachers are man.

Table: 10

Status of student admission in the Tribhuvan University and Kathmandu University

Fiscal Year	PCL Level			Diploma Level			Degree Level		
	Women		Total Admission	Women		Total Admission	Women		Total Admission
	Admission numbers	Percentage		Admission numbers	Percentage		Admission numbers	Percentage	
2000/01	19758	29.98	65902	16753	25.29	66246	2431	17.65	13770
2001/02	17423	28.87	60343	16237	25.04	64836	3110	19.39	16040
2002/3	19417	33.13	58604	16794	27.02	62158	3821	29.82	17513
2003/04	17006	32.17	52859	17967	30.60	58712	5038	24.47	20591
Total	73604	30.96	237708	67751	26.89	251952	14400	21.20	67914

Source: MoE, 2006

The populations of women are more than 50% of the total population in Nepal but the literacy rates of men are 65.5% and women are 42.5%. To fill up the application form for the PSC examination it requires higher education. It needs minimum SLC to maximum Degree level. The admission ratio of the women to the Tribhuvan University and Kathmandu University are 31,27and 21 percentages to PCL, Diploma Level and Degree Level respectively. The ratio of the pass percentage is also low whether they admit to the University. It is proved that the higher educated women are very low than men. Higher education is essential requirement to participate the PSC examination.

By analyzing the facts showed above tables, the most significant gender specific constraints that observed as follows:

1. To the entry level
- 2 On a daily basis
- 3 Promotion related.

5.5 Issues Related to the Entry Level

In the entry level to the civil service there are some obstacles to the women.

-) Lack of time and resources to prepare for the examination.
-) The facilities provided by Government are not attractive enough for many women waiting to go through the trouble of preparing to join Civil Services.
-) Fear of the practice of favoritism and nepotism within the system makes women bureaucrats worry of partiality and unfair judgment of their contribution.
-) The course contents of PSC Examination are not appropriate to the work as expected of Civil Servants.
-) Due to social upbringing, women lack of the confidence to decide on taking the examination.
-) The traditional upbringing, roles and responsibilities of women limit the time and inclination for preparation.
-) Lack of education, awareness and confidence to compete with male counterparts is another reason.
-) Lack of orientation: especially to women who are staying outside the Katmandu.
-) Lack of teaching aids, opportunity and resources to invest in the preparation of the examination.
-) Because of the patriarchal system, women are conditioned to give priority to marriage responsibilities, rather than career developments.

5.6 Issues related to Daily Basis

-) Transfer to remote areas is difficult for women to accept because of their family responsibilities.
-) Women lack opportunity to exposure compared to men.
-) Male colleagues' skepticism and refusal to accept appreciate women's capability.
-) Double burden of work, at home and office, women get a disadvantage compared to male colleagues and they are often victims of the competing demands of their dual responsibilities.
-) Emergencies at home often required women's attention.
-) Women lack self-confidence and are not able to assert themselves in the work place.

- J Women often find themselves outside the informal information channels comprising largely of male colleagues.
- J Women are mostly concentrated in the 'soft ministries' because their credibility to handle the demands of "heavyweight ministries" is not taken seriously.
- J Men tend to make allegations on 'woman colleagues' character: harassment and backbiting are a common practice, which make woman feel uncomfortable and even lose the little confidence.
- J Women do not feel secure in the office, especially when they have to work late hours in the absence of transport facilities.

5.7 Issues Related to Promotion

- J Severe lack of preparation time for PSC Examination for upgrading ranks due to the double burden of home and office responsibilities.
- J The internal evaluation of performance is not conducted in a fair and impartial manner.
- J The points scored for service in remote areas are often forfeited as women find it extremely inconvenient to agree to such postings.
- J Women often lack timely detail information regarding the promotion.
- J The general environment of partiality towards men and the prevailing prejudice against the lack of confidence in women's capability to perform as well as their male counterparts constrains women.
- J Women are often by-passed, in favor of their male colleagues in the dispersion of opportunities for capacity building.
- J Women are not seen as serious contenders to men colleagues for the same position.
- J The promotion process, with its evaluation criteria, is not fair to woman.
- J The male dominated organizational culture gets in the way of considered for advancement to the higher ranks.
- J Women are often by-passed in opportunities for exposure through participation in regional/international training, workshops.

5.8 Issues Related to The Education.

- Women's population is more than 50% but the literacy rate of women is 42.5%
- Only 40.6% Girls passed the SLC exam.
- The admission ratio of the women to the Tribhuvan University and Kathmandu University are 31,27 and 21 percentages to PCL, Diploma Level and Degree Level respectively. But passed ratio is very few.
- To participate the PSC exam higher education is needed.
- Guardians want to marry to their daughter as soon as possible without participation the PSC Exam.
- Most of the women do not want to take part the PSC exam because their dependency.

5.9 Obstacles to Participate Women in Civil Service

There are different obstacles to participate women in Civil Service. Some major constraints have been discussed bellow.

1. Socio-Economic Status

Women's opportunities are limited by socio-economic factors even before they encounter any opposition in the political process. Women in Nepal, particularly rural women, benefit less from every resource from food to education. Obviously, the pools of qualified female candidate will be corresponding smaller. The reasons for discouraging statistics for women in terms of their participation in power and decision-making are complex (MWCSW, 2000).

2. Lack of Adequate Corrective Literature

Women have to compete with their male counterparts. The pool of women who are eligible to take the examination is also very small, since few women have the recourses to attain the necessary educational qualifications. Due to larger social and educational disadvantages and lack of exposure, the number of women who pass the civil services examination is very low.

3. Lack of strong political commitment

Corruption in the political arena has increased rapidly in recent years. Unfortunately

mafia, money, manipulation and muscle power have played dominant role in Nepalese politics. Due to this scenario and political corruption, it is very difficult to motivate and encourage women to come forward and take part in this dirty game.

4. Lack of Family Support

Family Support plays a vital role in either preventing or promoting women from participating in public life. Women generally need permission from their husband or fathers in order to embark on responsibilities to women, which reduces their mobility in social sector. Women who come from families with a strong political history will often be encouraged to continue the work of past relatives.

5. Lack of Education and Information

Women were unable to receive information freely. Lack of education is another hindrance for women to participate in public life. Generally the women are getting the information from the help of male. Therefore, lack of adequate information is another cause of low participation of women in Civil Service.

6. Defective Value System

Defective value system is outcome of a society with an imbalance of power between its members. A Patriarchal value system is at the foundation of the Nepalese social structure, and is zealous protected by man wishing to sustain their control over it. Traditional male dominated gender role and patriarchal values as well as stereotyped view about women's capacities and personal capabilities, is obstruction women's participation in the politics (Sangroulla & Pathak, 2002).

7. Resource Constraint

Resource is the important factor for personality development of human being. Major economic resource is under controlled by male. Lack of access to resources, discriminatory inheritance laws and dependencies are other causes for low participation of women in public life.

8. Legal Barriers

Many legal provisions are barriers women to join the government services. The citizenship law was the major obstacle for women's development. Now this law has been

changed favors of women. Citizenship is an essential element to the women from participating in the public life.

9. Lack of Gender Sensitized Curriculum

Due to the lack of gender sensitized curriculum of Public Service Commission women's participation on government service is restricted. The curriculums of Public Service Commission are made traditionally.

10. Socializing Processes

Competitiveness and assertiveness-the primary qualities required to competing in public life are discouraged in girls. Girls are conditioned to be polite, submissive, and dependent. They are raised to be house wives and mothers and to believe that marriage and pleasing their husband and in-laws must be their first job. The traditional preference for son is apparent from the time a baby is developing in the womb. The availability of technology to identify the sex of a fetus has led to the abortion of females mostly.

5.10 Women and Civil Service in Nepal

The number of women's participation in the civil service is very low from the beginning. Women were started to enter in the civil service in the mid-1960 (Enabling State Program, 2000). Most of them were in lower level as supporting positions. We can see the participation of women from different perspective below.

1. Women's Participation in Civil Service

The total number of Civil Servants was 79488 (as of 2008). Among them women represent 8754, which is 11.01 percent. Out of these numbers the gazetted level total employees were 8402 while the numbers of women were 429 (5.1 %), in non-gazetted level the total figure was 71086 where women represent 8325, which is 11.71% (Record from Nijamati Kitabkhana).

In the decision making level of civil service working at special class and gazetted first class, the total number is 314. Out of them the number of women is 9. The potential

number to reach at decision – making level, the number of women is 9 whereas the number of male is 305. In this sense, the potential number of female is less than in 3%.

Table: 11

Status of women pre launching inclusive program and Women participation in Different Levels of Civil Service

Level	Class	Total	Male	Female	Female %
Gazetted	Special	41	40	1	2.44
	First	282	274	8	2.84
	Second	1772	1706	66	3.72
	Third	6307	5953	354	5.61
	Total	8402	7973	429	5.11
Non-Gazetted	First	14144	12669	1475	10.43
	Second	19116	16919	2117	11.41
	Third	11445	8409	3036	26.53
	Fourth	1308	1246	62	4.75
	Class less	25073	23518	1555	6.2
	Total	46013	39243	6770	14.71
	G. Total		79488	70734	8754

Source: *Nijamati Kitabkhana, 2065*

2. Women's participation in Decision-Making level

The total number of officer working in gazetted special class and gazetted first class in Nepalese Civil Service is 323. Out of these numbers, women represent 9 which are 2.78%. The potential candidates to reach at decision-making level which is existing gazetted second-class level, the number of women are 66 where as the same number in case of men are 1706 in this sense to reach at decision-making level, the percentage of potential female candidates is 3.86% only (Record from Nijamati Kitabkhana).

3. Legal Basis for Personnel Management

a. The Interim Constitution of Nepal, 2063, Article 153.

The Government of Nepal may, in order to run the administration of the country, constitute the civil service and other government services as required. The constitution, operation and terms and conditions for such services shall be as determined by an Act.

b. Laws

-) Civil Service Act, 2049(Amended 2064)
-) Civil Service Regulation, 2050 (Amended 2064)
-) Health Service Act, 2053
-) Health Service Regulation, 2053
-) Act Relating to Legislative Parliament Secretariat Service 2064
-) Police Act 2012 and Regulation
-) Armed Police force Act 2056 and regulation
-) Military Act, 2063

c. Women Related Special Provisions in the Civil Service Act, 1993 (Amendment 2064)

Civil Service Act 2049(Amendment 2064) Section 7(7) manage that to make inclusive to the Civil Service supplying by open competition in any seats of total numbers excluding the 45% seats, assumes that the 45% seats is the 100%. Within this numbers exclude the 33% seats to the women to compete within women.

Section 7(13) whatever otherwise any provision, Nepalese Government can, any special nature of work or posts for the competition for only women publish in Nepal gazette.

Section 7(14) what ever otherwise provision, any women who have a minimum qualification for required any same position, continuously working five years as a temporary service on a permanent post of government run women development , can appoint by the prescribed competition examination of PSC for one time. Section 10 (1) (c) The age limit of women candidate is not more than 40 years men needs 35 years. Section 10 (2) No age limit any women who are continuously working minimum from five years as a temporary basis under the government development project or development sector for taking the open competition examination of P.S.C. Section 16 Probation periods –women have 6 month man have 1year

Section 13 (2) (d) For the promotion of special class women needs 3 years performance evaluation men need 4 years as categorized promotion. Section 21 (2) promotion period 3

years to the non gazetted level and 5 years to the gazetted level but 1 year less to the women.

d. Act Relating to Legislative Parliament Secretariat Service 2064

Section 17(6) of this Act manage that to make inclusive to the Parliament Service supplying by open competition in any seats of total numbers excluding the 45% seats, assumes that the 45% seats is the 100%. Within this numbers exclude the 33% seats to the women to compete within women.

e. Police Act and Regulation

Nepal Police manage that any supplying seats by the open competition excluding the 45% of the total numbers of supplying seats, it is assumed that the 45% seats is the 100% of supplying seats, total 20 % seats is reserved to the women.

f. Armed Police force Act and regulation

Nepal Armed Police Force also manage that any supplying seats by the open competition excluding the 45% of the total numbers of supplying seats, it is assumed that the 45% seats is the 100% of supplying seats, total 20 % is reserved to the women.

g. Military Act, 2063

The Nepal army has also started to employ to the women in army service. Now Government owned public enterprises also started to make a reservation to the women to their services.

h. Health Service Act, 2053 and Health Service Regulation, 2053

This act and regulation don't provide the reservation to the women but the health service has a special provision that is those posts which are only for women not eligible to man as Gramin Swasthya Karyakarta, Matri Shishu Karyakarta and Staff Nurse.

5.11 Post Launching Inclusive Program to Women and Their Participation in The Nepalese Civil Service.

Table: 12

Advertised posts of the different civil services by the PSC

Level	Open competition	Internal competition	Promotion on performance evaluation	Positive Discriminatory Program						Total
				Women	Adibasi Janajati	Madhise	Dalit	Disabled	Backward area	
Gazetted 1 st and 2 nd class	24	69	218	–	–	–	–	–	–	311
Gazetted 3 rd class	256	58	59	76	51	40	18	7	4	569
Non-gazetted 1 st class	556	44	–	188	92	66	31	6	15	998
Non-gazetted 2 nd class	1078	150	–	86	69	54	26	11	6	1480
Total	1914	321	277	350	212	160	75	24	25	3358

Source: *PSC Bulletins, 2064/65*

After introducing the concept of reservation / positive discrimination / inclusive program, PSC has advertised 3358 posts various services groups and levels. Within these posts women have got 350 posts only. In these posts more than hundreds are Staff nurse, Gramin Swasthya Karyakarta and Matri Shishu Karyakarta, relating to Health Service which is only for women. Out of advertised 3358 posts women get only 10.42%. The whim where the political leaders, high level bureaucrats and advocates of the feminist movement created that woman will get 33% seats as reservation or positive discrimination. And announce that the every sphere of the government agencies will make inclusive and it make inclusive democracy but the reality is reverse than slogan of the inclusiveness.

It seems that before launching the inclusive program to the women in civil service, the status of women was only 11.01% (Nijamati Kitabkhana, 2065). The entrance ratio of the women in civil service is 10.42 % including health service. After launching the reservation to the women the entrance ratio will reduce because of inclusive program. The reason is that most competitive women will pass in the quota; other less competitive women will not pass the open competition posts where all persons are allowed to compete. If it is assumed that the women will get the 10.42% ratio in the examination of the PSC but it is less probability, the total women participation will be nearly taken 22 %. These facts proved that the existing quotas are insufficient to integrate the women in the mainstreaming to the governance on the one side and different progressive measures have to be taken to enhance the women's status to the governance on the other side.

The expectation of the Interim plan is at least 33 percent of the policy-making and other responsible posts of the public sector will be occupied by women. But the providing quota in the Civil Service Act will not open the main door to achieve the goal of Interim plan. If we want to make civil service equal position to the men it is needed to extend the quota minimum of 35% from the whole to women whether there is various opposing opinion to the quota to the women. If it is not possible to extend the quota the progressive program will be introduced to the women like as higher education, extra and necessary coaching class for the PSC exam, Economic enhance, favorable condition to the women.

CHAPTER -VI

SUMMARY, CONCLUSION AND RECOMENDATIONS

6.1 Summary

The participation of women itself visualizes the existing situation of women in Civil Service. Besides the several efforts made by the government the participation of women in mainstreaming is negligible. In the field of Civil Service some efforts have been started, but the result will not satisfactory after launching the reservation to the women. It can be said that the efforts are not sufficient and should need rigorous and continues efforts to promote gender equity in Civil Service.

Women constitute 50.3% of the total population in Nepal and therefore they need to be developed as a potential workforce. While awareness of the right to equality is increasing, the *de facto* situation is that women face discrimination in every sector including workplace.

Development history of Nepal has many ups and down with the experience of application of theories borrowed from developed countries. It sometimes commented that Nepali people are smart enough to copy others ideas abruptly forgetting our own context and background. This ultimately leads towards wrong destination. This story is true in the development history of women in Nepal. Many concepts and approaches have been launched in the name of women's development but the realities we can observe clearly.

The concept of development emerged after the II World War. Women have been in the agenda for development from that period. Despite the experimentation of contemporary development theories, Nepalese women are still suffering from basic human needs. Women are the poorest of the poor in social sector. Participation of women in the key sector is very negligible. Now "Mainstreaming" is the top of Nepalese Government's agenda but translating "Mainstreaming" into practice requires fundamental thinking of the planning process as also of all programs and projects from a gender perspective. With women in the role of decision making and implementation significant change in public policy in favor of women is bound to follow for that to happen. Meaningful efforts to enhance women's capacity require a combination of enlightened legislation,

comprehensive research and through data collection. Without improving the opportunity to participate in decision making forums, women's concerns will be remaining marginalized. It is fully realized that gender concept is fundamental to bring about the change in the society like Nepal.

From sixth plan to till date, women's issues are being dealt in policy and program adopting different approaches and strategies to benefit them. Despite these efforts, women remained far behind than men especially in civil service. Conducive and convenience work environment is a fundamental question for women because it plays a multiplier effect in their career development. Nepal is being a party more than 16 International UN Conventions, so it is the responsibilities of the state to provide economic, social, cultural, civil and political rights equally to men and women. The discrimination to women effects in following way.

1. It hinders human dignity and respect
- II. It disturbs to participate in political, social, economic and cultural life as equal to men in the country.
- III. It restricts on social and family development
- IV. It influences on capacity building of women, humanity and the country itself.
- V. It effects to fulfill basic needs requirements.

The low participation of women in civil service can cause gender blind in decision making. The basic objectives of this study were to examine the status of women's participation, providing quota to the women is not only means to include women to the civil service, the examination of the other efforts made by the government, know the state of difficulties with regard to women's participation in Nepalese Civil Service and finally provide suggestions on the basis of the study.

6.2 Conclusion

Women constitute more than the half population of the country rather than that, their participation in public life is very disappointing. There is a big gap between the status of women and men in the society. Despite of some efforts made by the government the participation of women remained far behind men. All these resulted in backward situation of women. On the basis of this study conducted, the following inferences have been drawn regarding the following issues.

1. Women's Participation in Nepalese Civil Service

Women's participation in Nepalese Civil service is very discouraging. Women have represented just 11.01 % of total civil servants. Their level of participation in gazetted level only 5.11 % and their participation non gazetted level is 14.71%. This entire scenario reveals the poor status of women in civil service.

2. Causes behind the low success of women in PSC examination

The causes behind the low success rate in PSC examination are lack of equal opportunities, complicated curriculum mismatch between PSC curriculum and university curriculum, lack of family support unavailability of reference materials, problems in the government job, traditional and gender stereo typed image of women, low literacy and educational attainment of women, Lack of self confidence among women, insufficient reservation quota to their entire population and vocabulary government efforts are the major challenging issues in this age .

3. Efforts to the promotion of women's Participation

After the restoration of democracy, women's issues have been raised largely by different sectors. Different major sectors like health, education, agriculture, legal and public participation have already policy programs and action plan and reservation program in favor of women. But all these policy and program are not sufficient to enhance the women's role in the society. To increase women's participation different effort has been made in this period. For example- Administrative Reform Commission, the Six to Tenth and Interim plan, NPA on BPFA finally reservation program. One policy level initiatives whereas in legal side the local self-governance Act 1997, Civil Service second

amendment Act, declaration of parliament 33% women in any sector of governance, the goal of Interim Plan is achieving 33% women in policy level to execution level are some example in this regard. In program level, coaching classes, curriculum revision of PSC, different studies and workshops are being carried out to some extent.

4. Difficulties with regard to women's participation of women in civil service

Regarding the difficulties to women's participation in civil services, various issues have been raised. All these reasons have multiplier effect in low participation of women.

Following difficulties have been recognized to participate women in civil service.

a. Difficulties in Family Level

Lack of family support is a great hindrance to women in their career development. Gender division of household role, stereotyped role of women, burden of children, elderly people and sick people, access social and community role assigned for women, male dominated in household affairs are some of the difficulties to women in family level.

b. Difficulties in Social level

Nepalese society is the traditional son preference society. Women are discriminated from the womb to the tomb. In social dealings women are socially conditioned to behave in a non- competitive way. Girls are conditioned to be housewives and mothers and to believe that marriage and pleasing their husband and in-laws must be their first concern.

c. Strong Patriarchy and Male Dominated

Nepal is a strong patriarchal society where male favored culture and customs are in practice. This patriarchal value is even deep-rooted in the women knowingly and unknowingly women are promoting those patriarchal values in the society. The policies, legislation, male dominated are influenced with this value and not favored women in general.

d. Organizational level difficulties

In organizational level, there are several types of difficulties that are being faced by the women are lack of gender friendly environment, male dominated and male favored organizational culture, lack of logistic support to women.

e. Procedural level difficulties

In the organization, there are several difficulties regarding the work to be performed. Management does not believe in the capacity of women. They are treated unequally while providing opportunity for career development. Women are not getting reorganization of work performed. Women are also suffered from the lack of supervision in time and pressure of work. Their voices are remained behind in meeting and male dominated process.

f. Triple Role of Women

Nepalese women have to perform triple role production, reproduction and social role. But these roles of women are not realized properly by the state. Until and unless these roles are not recognized, women situation will not be better off. The above categories state of difficulties is only the tip of the iceberg. We should internalize their real problem and try to solve it from different sectors. Otherwise, women's issues will always remained for behind.

g. Lack of Higher education

The populations of women are more than 50% of the total population in Nepal but the literacy rates of women are 42.5%. To fill up the application form for the PSC examination it requires higher education. It needs minimum SLC to maximum Degree level. The admission ratios of the women are 31,27and 21 percentages to PCL, Diploma Level and Degree Level respectively. The ratio of the pass percentage is also low whether they get admition to the University. It is proved that the higher educated women are very low than men. Higher education is essential requirement to participate the PSC examination.

h. Low reservation quota to the women

To make inclusive to the Civil Service supplying by open competition in any seats of total numbers excluding the 45% seats, assumes that the 45% seats is the 100%. Within this numbers exclude the 33% seats to the women to compete within women. This reserve quota is not sufficient to include the women because these percent takes 10.42% only.

6.3 Recommendation of The Study

In view of overcoming short falls that have hindered to increase the participation of women in the civil service, following recommendation are submitted here.

6.3.1. Policy Level Recommendation

1. Increase sufficient reservation quota

The participation of women in civil service is very low. Their participation will not increase until the government increase sufficient reservation quota women.

2. Introduction of flextime in the office

The flextime in workplace is very important to women especially those who have small children and elderly people to care. Therefore, it is recommended to introduce flextime in government office.

3. Integration of all policy/action plan in favor of women

It is observed that the policy and *action* plan that are being made have not integrated. Different stakeholders who are working for women are working differently. Therefore, it is necessary to integrate and co-ordinate all women's program by a national machinery and should make evaluation of the policy and Action Plan.

4. Creation of Necessary Database

There is a lack of gender-desegregated data. The actual facts and figures about women could not be founded. It creates gender blindness while designing policy and program to the women, therefore, it is strongly recommended to create necessary database from gender prospective.

5. Adequate Institutional Arrangement

There is strong need of institutional arrangement to look after women issues and co-ordinate monitor inter and intra-organization. There is no separate women's cell / unit / section division or department in all ministries. Therefore, it is strongly recommended to establish adequate Institutional arrangement within government organization.

6. Appointment of women in high position

Higher policy level and planning level for example NPC, PSC, and Constitutional bodies,

ambassador and investigative commission, there is always lack of women's representation. This situation created unfavorable situation to women. Therefore, it is strongly recommended to involve women in such position.

7. Give recognition of triple role of women

Nepal is strongly male dominated society; women have to play the triple role- productive role, reproductive role and community role in real life situation. It has hindered their capacity and personality development. These access burdens of women have not tried to reduce from policy level. Until and unless this burden remained same for women, women cannot progress in either way. Therefore, the state machinery must recognize the triple role of women and should take intervention in this concern.

8. Gender audit in policy / program / project

There are different government programs that have been carried out massively across the country. But there is no practice of gender audit. It is very important to perform gender audit from gender perspectives to being gender justice in the society.

9. Increase women's access to financial and other resources

Women of Nepal are the ultra poor in the society. It is clearly seen that there is feminization of poverty. Therefore, it is necessary to increase their access to financial and other resources. It is very critical issue and government should pay all attention in this regard.

10. Free and easy access of education to women

Lack of education is another hindrance for women to participate in political and public life. Low access to information and education are the root cause of women's low status in the civil service. This has greater implication in other factors too. Therefore, it is very crucial and has multiplier effect in women's life and recommended free and easy access of education to women.

11. Introduce human resource development policy for women

There is lack of overall human resource development policy for women. The capacity building program and human resource development program carried out by the government are also scattered and disintegrated. The existing situation demands for a

visionary development plan for human resource development program for women. So, it is very necessary to launch a human resource development policy for women and the government should necessary action in this matter.

12. Change patriarchal value system

Nepal is strongly male dominated patriarchal society. It has greater influence in policy, laws and implementation of such policy and laws. This type of social value has restricted women in their public participation. Therefore the government must change the patriarchal value system through, curriculum, legislation and awareness and other necessary measures.

6.3.2 Program Level Recommendation

1. Advocacy program for women

It is observed that there is no strong networking and lobbying group in favor of women. To get through the problem of women, it is very necessary of being advocacy and lobbying group in favor of women. Because of non existence of women's lobbying and advocacy group caused the marginalization of women's issues and problems. Therefore, it is very necessary of being the existence of women's advocacy program and channel within the government machinery.

2. Conduction of gender sensitizing program

Conduction of gender sensitizing program in policy, planning, programming and project level personnel and CBOs and Community as well is very necessary to achieve the real objective of the program. Lack of gender sensitivity while designing the program may cause gender blind in the project. Therefore, it is very necessary to conduct gender-sensitizing program in different ladders of the society.

3. Capacity building program to women

There are very few institutions that run the capacity building program to women. All women's program should be carried out capacity building program massively. There in program level, it is recommended to government that capacity building program for women should be added in their respective program.

4. Launch program to maintain equality between men and women

It is obvious that there is big gap between the status of women and men in the society. Therefore, the government must run some special programs to bring equality between men and women.

5. Provide children-care facilities

The women who have small babies and are employed in the government service, the government should provide child-care facilities to boost the capabilities of women. If the government provides such type of facilities, other private sector organization may replicate it and will be result good for women. Therefore, this type of facility should be made in the government office.

6. Launch awareness programs in different women's issues

Since, there is high rate of illiteracy across the country, especially among women. It is very necessary to launch awareness program in different women's issues.

7. Curriculum audit program to avoid gender stereotype

The contents of the text, which are taught at schools, Collages, are of traditional stereotyped in nature. It is therefore, be recommended that curriculum audit is very necessary to avoid gender stereotyped.

6.3.3 Procedural Recommendation

1. Give recognition of' work done by women

It is found from the study that the work done by women has not given recognition in the government office. Therefore, the office should give the recognition of work done by women.

2. Provide challenging job to women

It is known from the study that women do not get the chance of doing challenging work as men used to. Therefore, women should have given chance to perform challenging work in the office.

3. Right person in right place

Right person is right place play a great role to enhance one's capacity. It is true in

women's case. It is found from the study that women are not placed accordingly to their qualification and experiences. Therefore, right person in right place must be followed especially in case of women.

4. Regular supervision of work

Regular supervision of work play greater role to achieve organization and personal objective. Therefore, it is recommended to carry out regular supervision on factual basis not on ritual one.

5. Provide equal opportunity to women

It is known from the study that women are not provided equal opportunities in comparison with men. They felt discriminated by this behavior from the organization. Therefore, it is recommended to provide equal organizational opportunity for their personal and career development.

6. Provide logistic support to women

Women are harassed because there is no sufficient logistic support in the organization. Sufficient logistic support i.e. computer, fax, telephone have great influence in their performances. Therefore, it is recommended that the logistic support should be sufficient in the organization.

7. Construction of Ladies Toilet in Every Office

It is recommended to construct a separate ladies toilet in every government organization because it has created great difficulties to them.

8. Avoidance of personal influence in male domination

Our bureaucracy is full of personal influences, power play and many more others. These types of personal influences have greatly shocked women in their organization because it is big male dominated environment and obviously there are male's influences. Therefore, it is recommended to avoid personal influence in male domination.

9. Creation of gender friendly environment

It is known that there is a need to create gender friendly environment within the organization by providing children care facilities, ladies toilet, logistic support and

posting of women officer in more responsible and higher place. This would enhance the morale of female officer and could create more gender friendly environment.

10. Match between statement and action

There are lot of statement and commitment that the political parties and state has made in favor of women, but those statement and commitment never materialized in full spirit. Therefore, it is strongly recommended to match between statement and action.

11. Avoid psychological barriers

It is known from the discussion that the officer who held higher position in the office do have the psychological problem that women could not keep confidentiality. Women's were can not perform risky and challenging job; it is deep-rooted psychology in male officer. Such type of psychology has hindered women's capacity. Therefore it is suggested to avoid such type of psychology within the bureaucracy as a whole.

6.3.4 Others

1. Family support

Family support also plays an impollant role in either preventing or promoting women from participating in public life. Women generally need permission from their husband or father's in order to embark on a public career. The role, which women have at home, gives additional responsibilities to female, which reduces their mobility. Therefore family support is most important factor in women's life.

2. Proper budget allocation

It is seen from the previous budget allocation that women's programs have a little share in the budget allocation. The program does not have full area coverage. Budgets are provided in ad hoc basis in hunch. There is no regularity in budget allocation and the program designed. So, it is strongly recommended to concerned authority for proper allocation of budget.

3. Review of all development policies from gender perspective

There is a need to review all development policies that are adopted by different stakeholder for the development. It is very necessary to know and analyze the fact to

mainstream women into national development.

4. Regular supervision of women's program

It is suggested to make necessary arrangement to monitor women's program regularly with the expert and suggested to make correction in the basis of fact findings and situation analysis.

5. Strong co-ordination among agencies and stakeholders

It is suggested to make strong co-ordination between agencies, donors, INGOs, GOs and others to avoid duplicating in programs and for cohesive effort for women's development.

6. Strength the capacity of MWCSW National Women Commission and Ministry of General Administration

The MWCSW, national focal point for women's development do not have the capacity to monitor the program that has been conducted by different sectors. Therefore, it is strongly recommended to equip the MWCSW, National Women Commission and Ministry of General Administration with expert, budget and official mandate to monitor and follow- up the women's policy and programs.

7. Implement international and national commitment

Nepal has made several international and national commitments in different international convention and national documents. But the commitment that is made by the government has not given attention in working situation. Nepal is a state party in different international convention. So it is the obligation to the state to follow the provisions of that convention and treaties. Therefore, it is strongly recommended to implement national and international commitment. The above recommended aspects will be certainly helpful to increase women's participation in civil service and benefit sharing from the policy participation. If these initiations and orientations are taken in to consideration, certainly there will be a better participation and contribution from women in the respective organization. Societies cannot succeed while suppressing the talents of half of their members. Therefore, these realities need to be addressed properly to enhance mechanism of Nepalese Civil Service with equal gender participation.

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