

# Chapter - One

## INTRODUCTION

### 1.1 Background

Nepal is basically a country with agriculture as the means of livelihood for more than 85 percent of people living in rural areas. The majority of rural people are deprived of basic infrastructural support, such as education, drinking water, irrigation, transportation, communication, primary health and basic right like citizenship and human right.

Governance is considered important because it impacts directly on the livelihood of poor people who are less able to avoid the adverse consequences of poor governance and, therefore bears a disproportionate share of the ill effect system and structure of governance that do not reflect their interests. The economic wellbeing of the poor is affected by both direct and indirect channels.

Good governance enables citizens to have opportunities to secure their basic need through and access to market, assets, economic, goods, and property regulated institution so that the poor and deprived section of the society can't realize their potential (Dahal 1997:3). Good governance is about utilizing power and resources in a way that maximizes the welfare of the people (Sharma 1998:32). It also means a human aggregate, made of peoples represent who are acting together on a collective task of public welfare.

Historically the word Good Governance is used first time by the World Bank in its report on Sub-Saharan Africa: From Crisis to Sustainable Development, in 1989. This report has given emphasis to small good governance. Likewise, the World Bank also expressed about the Good Governance in 1994 with the following statement: "Accountability is the heart of good Governance and the effective voice of local

people could best be increased by permitting greater freedom of associations in various NGOs.”

Again the World Bank defined good governance in 1998 that “UN program now target good governance, safeguarding the rule of law, verifying elections, training police, monitoring human rights, fostering investment and promoting accountable administration. Without good governance, no amount of funding, no amount of charity will set the developing world on the path to prosperity." Likewise, the “Overseas Development Agency also expressed about the good governance that collective decision making and action in which government is one stakeholder among others."

In this way, there is no universal definition about good governance, but from the many definitions and international expressions we can say that governance may be improved “in a particular country through improving the quality of public management by enforcing the rule of law, enforcing accountability in the administration and ensuring transparency (Sobhan et al.1995:31).

Accountability, responsibility, legitimacy, transparency, participation, promotion of the rule of law instead of rule of individual, equity considerations, responsiveness and efficiency, consensual policy orientation, long term strategic view benefiting the public are the cardinal principles of good governance. The good governance thus is highly associated with political and bureaucratic accountability to public needs, transparency in finance, auditing and decision making, a fair and reliable judicial system freedom of information and expression, effective and efficient public sector management and cooperation with civil expression, effective and efficient public sector management and cooperation with civil society organizations (UNDP 1995:22). Visionary leadership, devolution of power and efficient local

capacity building process for service delivery through popular participation give the movement vibrant life. “Good governance ensures that political, social and economic priorities are based on broad consensus in society that the voices of the poorest and most vulnerable are heard in the decision making process” (Shrestha 1999:1-3). In this way, among the many characteristics of the good governance, public accountability is the heart of good governance.

Accountability is found where rulers readily delegate authority, where subordinates confidently exercise their discretion, where the abuse of power is given its proper names, and is properly punished under a rule of law which stands above political faction.

If the Public authorized person do the mistakes without responsibility and accountability the corruption will spread in the public administration office. The abuse of power can be realized by the rural people in local offices. The District Administration office has the authority to control, regulate, and direct the all local offices for the good governance. If the District Administration Office itself do the abuse of power we can not imagine that the other basic need provided public offices can be good for service receiver to deliver the services and accountable bureaucracy? The Governance means in the district is the Power and authority of the District Administration Office. The office is the supreme or head office of the district so, the other office are followed the order, direction and suggestion of this office. Instead of the order suggestion and direction for other office in the district it provide the services for the citizen like citizenship, institution renew, Passport for the abroad etc. It has the power to make peace in the district and it hears complains of civil society. The Chief District Officer has the power to govern in the district by mobilizing all the government staff of the district.

Although the CDO has the supreme power to govern in the district but he could not take the any steps against the chair person and vice chair person of the District Development committee and also the staff of District Administration Office.

## **1.2 Statement of the Problem**

In general meaning, good governance is the proper utilization of the authority. The mission and vision of good governance is to work in the welfare of public (Shrestha 2061:258). The work of public administration is to reach up to public by the local government office. So the government managed the all offices in the district to work for the welfare of public in the leadership of Chief District Officer of District Administration Office. Although the CDO has the right to make the local or district level administration regular, control and order according to local Administration act 1971, They have been frequently charged by the CIAA of corrupt practices such as illegally distributing citizenship, certificates and exaggerating the price of land and the rate of ration (ESP 2001:61).

If the DAO itself will not follow the important elements of Good Governance such as responsible bureaucracy how can the people expect the good governance from other service provider offices? Although the office itself is doing the work in anticorruption movement, the Staff are still taking the bribe even in small amount from the district Administration office Chitawan, The CIAA also could not stop this type of criminal case, although the CIAA District Unit is situated inside the DAO building (Acharya 2063:12).

The general experience of ordinary people when dealing with government offices is delay, evoke and poor service. With good reason they see most public officials as trained with corruption. Legally and constitutional safeguards have failed

to improve the quality of public administration. In theory, citizens can report government offices to their supervisors for mal- administration; but, most citizens find it difficult to meet higher level officials. There is no System of monitoring to assess the quality of services provided by government offices to the general public. Redress against mal administration is feasible only if a citizen is politically connected or is related to someone influential or is ready to pay bribes (ESP 2001:65-66). This type of treatment against bad administration is not adopted even in the District Administration office, Chitawan.

To provide the service from the Public Administration, The citizen Charter should be made more effective. But about the citizen charter 80 percent of the people do not know although it is painted in the front wall of every office. The letters are too small and 80 percent of the people do not understand what information the citizen charter is providing. So, if it is necessary to make effective the citizen charter DAO and other local offices should run the awareness program in grass root level to inform the people about the services that how many documents and what type of documents did the office need for what type of service (Personal communication with the local people, for radio report of anticorruption movement).

The above discussed scenario of District Administration Office demand further investigation on certain issues and to come up with the solutions that could help in the smooth implementation of the DAO regular work in the district as well as the country. To explore and evaluate the existing situation in the areas of awareness, good governance, service providing behavior, neat and cleanness of the office, accountable and responsible bureaucrats and functioning a of the District Administration office as well as other local service provider office of the Chitawan District.

This study basically will attempt to answer the following questions:

- To what extent the local people are aware of the Citizen Charter of the DAO?
- To what extent the local people are getting services from the DAO as per their expectation?
- To what extent the DAO is functioning democratically after the Janaandolan-II?
- What is the condition of bribe in DAO? Are the staff are aware from the accountable bureaucracy on Good Governance?

### **1.3 Importance of the Study**

Although the study area is very small in comparison to the total area covered by the District Administration Office, Chitawan. It is hoped that the outcome of this study can give the indication of the trends occurring in the implementation of service providing office, officers and other staff in relation to the awareness, relation between the service provider and service receiver, neat and cleanness of the office, quality of public services in the district. The findings seem to be useful to planners and implementers in making modifications in existing strategies that in turn, could improve the program implementation in the district and subsequently contribute to Public accountability and accountable bureaucracy on good governance issue in Nepal.

### **1.4 Objectives of the Study**

The general objective of the study is to identify and analyze the characteristics of public accountability for good governance in District Administration Office, Chitawan. Specifically, the study has the following objectives:

1. To find out the quality of public service delivered by District Administration Office based on the perception of the service receivers.
2. To find out the irregularities in District Administration Office based on the perception of the service receivers.
3. To find out the condition of public service and District Administration Office based on the perception of the service receivers.

### **1.5 Limitation of the Study**

This study especially covered the few District Administration office and other local public service provider office where the responsible bureaucracy should be improved to serve the people in their welfare. The findings and recommended strategies can be applicable within the district as well as to some others part of the country but cannot serve as a basis for making generalization of the true and right situation of the service provider offices in the entire country and also can not cover the repeated (mistake or loss of certificate need to make or correct it again) service delivered by the DAO.

### **1.6 Organization of the Study**

The study has included five chapters, which related introduction, literature review, research methodology, results and discussion and summary, conclusion and recommendations.

The first chapter describes the background of the study by identifying the problems of public accountability which is trend in the Public Administration Office. The objectives are based to proof the research problem. The study has its own importance although there are some limitations.

Likewise, the second chapter discusses previous studies and other significant information related to this research. Encompassed subject areas include historical

background of good governance in Nepal, characteristics of good governance, concept of public accountability, Accountable bureaucracy, Standards of Public service, effect of public accountability in rural development as well as poor and poverty of local area of Nepal

The third chapter presents the research methodology, which is necessary to solve the research problem because it is also the way of systematic investigation to find answers to the problem and create the knowledge. It helps to analyze, examine and create interests on various aspects of research as data and information collection, analysis and presentation.

The fourth chapter discusses of socio-economic characteristics of the service receivers, Perception of the service receivers in the different activity derived by DAO for the welfare of them such as the behavior of the staff, fast service of the DAO, unnecessary trouble for the people as well as irregularities and corruption. Beside these, neat and cleanness of the office and Information flow of delivered service from DAO.

The concluding chapter (the fifth one), summarizes the findings that are derived from the present study regarding public accountability of DAO and its effect in public at local area. Recommendations are forwarded based on findings, conclusion and observations. The key area for further research into various aspects of public accountability is also outlined.



## Chapter – Two

### LITERATURE REVIEW

The following section discusses previous studies and other significant information related to this research encompassed subject areas include historical background of concept of good governance, good governance in Nepal, characteristics good governance, Condition of Accountable bureaucracy in Nepal, Public Accountability, Relation of Public accountability with rural development, effect of good governance and accountable bureaucracy with poor and poverty.

#### **2.1 Historical Background of Good Governance**

It is accepted that the time of the rule of Ram, the son of Dasharath, in Treta Yug (epoch), as an exemplary rule of a good governance and cited as Ramrajya. It is believed that in the rule of Ram the people were free of all types of troubles and sorrows. This dreamed exemplary rule being transferred from generation to generation is equally important and contextual even today. The rule of Ram Shah, the then king of Gorkha, is also taken as an example of good governance. The saying that Ram Saha used to provide justice to the people as sincerely and judiciously as “the separation of water from the milk” is still in the mouth of the Nepali people. Due to his unbiased system of providing justice there was conviction that king provides justice to the people. Nepali people still remember the saying of that time ‘if one seeks for justice, go to Gorkha’.

It is found discussed in history that King Pratap Malla used not to meal until his subjects had meal. This can be taken as a good example of how the kings of that time were responsible to their subjects. In addition to this the expression of even an

autocratic Rana Priminister Padma Samsheer “I am the servant of the people” also can be taken as an example of the intension of the ruler of that time to be responsible to the people. These instances verify as how the rulers of the past used to run the sate by using judicious decisions in accordance with the norms and values by protecting the traditional customs even in the times when there was no written constitution (Khadka and Sharma 2061:9).

Although many steps were taken to improve the traditional administration trend after the democracy in 2007, many committees and commissions were formed in 2009, 2013, 2025, 2032, 2048, and 2062 by taking the objective to improve the administration and to implement the suggestion and view of the committees and commissions. But the public administration is being expensive, complex, tedious, opaque, delay etc. which is also accepted by the Ninth plan (Dahal 2002: 263)

## **2.2 The Concept of Good Governance**

The system released by the state is governance and the public oriented governance is good governance. Until now there is no universal definition of good governance but the translated form of English word “good governance” is being the popular in the name of “Ashal Shasan” after 1990 in Nepal which is also called “Sushasan”. Neither it is professional subject nor a philosophy but it is the realization and can be measured by the satisfaction of the people. The central point of good governance is the public welfare so the all strategy should be public oriented that’s why the word is being popular in the democratic system (Khadka and Sharma 2061:9-17).

Governance becomes good only if the state realizes its normative goals such as “Peace” “Order” and “Justice” and combines freedom with development. In good governance, the three vectors of power the state, the market and civil society balanced

out each other's roles and purport to achieve development synergy. Good governance deals with the central issue faced by the citizens, problems of power and resources, legitimating of governing actors and institutions, ideal citizenship as well as the problem of public policies (Dahal 2002:253).

### **2.2.1 Characteristics of Good Governance**

Good governance can not be complete with one aspect. To manage the governance the following characteristics should be added.

#### **2.2.1.1 Transparency and Responsiveness**

Transparency is built on the free flow of information, processes. Institution and information are directly accessible to those concerned and enough information is provided. Institution and processes serve all stakeholders.

#### **2.2.1.2 Rule of Law**

Legal frameworks are fair and enforced impartially. In particular the laws on human right, public security and safety are placed at a high level in good governance.

#### **2.2.1.3 Consensus Orientation**

Difference in interests are mediated to reach a broad consensus in the best interest of the organization, community, or country and where possible in policies and procedures.

#### **2.2.1.4 Decentralization**

Decentralization is an important element of good governance. If the governance will be centralized the autocracy and monopoly increase which are the obstacle of the good governance.

#### **2.2.1.5 Participation**

All men and women have a voice in decision making either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on the freedom of association and speech, as well as capacities to participate constructively.

#### **2.2.1.6 Equity and Effectiveness**

All men and women have opportunities to improve or maintain their well being. The vulnerable and excluded are targeted to provide security of well being to all. Processes and institutions produce results that meet needs while making the best use of resources.

Beside the above discussed characteristics there are other characteristics also play the vital role such as legitimacy, ecological soundness, empowerment and partnership and public accountability to maintain the good governance in the state (Parsai 2002:63-67). All the above mentioned characteristics of the good governance are related with the public accountability.

#### **2.2.1.7 Public Accountability**

Public accountability is playing vital role in the democratic country so after the 2046 B.S after the restoration of democracy it is being the chapter of discussions in Nepal. Public accountability is just like a mirror of good governance, transparency and public service. If the Governance is responsible towards the public in a state it should be conscious in the subject matter of public accountability. We can realize the level of democracy of a state by observing the public accountability.

We can define the public accountability according to the situation and necessity but the meaning of public accountability is the justification of public authorized person about the public related work or subject. The following definition of public accountability is renowned.

“The obligations of persons or entities, including public enterprises and corporations, entrusted with public resources to answerable for the fiscal, managerial and program responsibilities that have been conferred on them and to those that have conferred these responsibilities on them.”

Public accountability include justification with logic if the role could not be fulfilled which is provided to the public authorized person by the state. If the role provided the state could not be fulfill on time. The authorized person should bare the punishment given by the state or governance. So the following points are related with the public accountability such as the public authorized person, group or organization. The public accountability is closely related with the bureaucracy.

The meaning of bureaucracy is the government run or conducted by the desk or desk government. In the democratic government bureaucrats are the most trusted servants of the people but they thought themselves as a master of the people. This type of thought of bureaucrats, increasingly losing the administration's sense or direction, control, regulation, communication, representation and its imperative to serve the public interests. So day by day the governance crisis can be seen most clearly in the growing distance between the government and people. The gap between the routine rhetoric of the rulers and the grim reality facing the people only exacerbates the problem (Dahal 2002:330-33).

### **2.3 Standards of Public Service Delivery 1990- 2005**

The officers of GoN, the then HMG/N, are renowned for their poor standards of service delivery. The reasons for this include lack of training and resources, and outmoded ways of working in 1999. The government issued a set of ‘service delivery directives’ to its agencies. This document required government offices to:

- Make the delivery of public services fast, smooth, and hassle-free;
- improve the implementation of development projects;
- translate the concept of good governance into practice;
- devolve government to the people; and
- Replace the corrupt and inefficient work culture in government offices with a customer service outlook.

They specially sought to improve service delivery to the weaker sections of society. District committees, a ‘Central Monitoring and Implementation Guidance Committee’ and a ‘Central Monitoring and Guidance Committee’ were set up to implement these directives. However, they have had little impact. Most of the standards prescribed by the directive do not specify particular objectives. They emphasize the observance of rules prescribed for the accomplishment of a task but no indicators to evaluate performance (ESP, 2001:38).

### **2.4 Policies and Regulations on Public Accountability for Good Governance**

Although the concept of Good Governance is not a new subject for Nepal, the appropriate place in the policy and regulatory has not been given for it due to the lack of public accountability. The developed country improved in many aspect of Good Governance but in Nepal did not take any steps for it after 1990 though there are following regulations on management of Public accountability for good governance.

#### **2.4.1 Public Accountability Related Provision in the Constitution of Nepal 1990**

From the point of view to adopt public accountability the constitution 1990 was not so weak because it managed the minister's assembly, court, parliament including constitutional organs. So it can be said that sufficient bases were given to intuitional development of public accountability. First of all we can take the example of the constitutional management of the thought and combined public accountability of the member of the minister's assembly. Likewise, the accountability of Auditor General for auditing responsibility, investigation of corruption and control and irregularities of CIAA, unbiased election of Election Commission and selection of the good service provider of Public Service Commission.

#### **2.4.2 Public Accountability Related Provision in CIAA**

There is the vital role of CIAA to establish the public accountability in the country. It can control two types of work such as corruption and irregularities. Corruption defined by the Prevention of Corruption Act and irregularities defined by CIAA itself. Actually the irregularities are directly linked with public accountability. For example, not to complete the work within owns responsibility, to send the work in other section or unit of the office, not to follow the rules and regulation in decision making process are the irregularities. According to the CIAA Act 1991, the CIAA has the full right to take action against those individuals and offices who do not respect the CIAA's directives and recommendations. One of the reasons as to why most of the CIAA instructions remain unimplemented is that these particular provisions of the Act have never been implemented. Therefore the CIAA needs to enforce those provisions and take a serious heed of the problem (Rijal 2005:28).

### **2.4.3 Nijamati Sewa Act, Second Edition, 2059**

Nijamati sewa Ain, Second edition, 2059 managed a trust “Karya Sampadan Protsahan kosh” to encourage the staff for the good governance; Based on their work effectiveness and result they will get the prize. But implementation aspect is so weak and there is no monitoring in their work. So it is not effective in behavior and also the Nijamati employees are also being careless (Phuyal and Paudel 2062:1-7).

### **2.4.4 Local Self Governance Act, 2055**

The Act was released for developing the local self-governance system with the help of local organizations and committees. There is the system where the two public heads are mobilized for its development. One is the Chief District Officer and the Other One is the Chairperson of District Development Committee. The Chief District Officer also can involve as a representative of GoN in the development work of the district including security, on the other hand DDC cannot separate from the development work in decentralization system. So there is the big dilemma of public accountability in local area.

Likewise public accountability is being the difficult work due to the lack of recall system in local self act and electoral member are doing monopoly in local organization, which is the big obstacle for good governance (Sharma 2061:323-24).

### **2.4.5 Five Year Plan (Ninth and Tenth Five Year Plan)**

Ninth five year plan combined the good governance in national policy and program by imagining success, unbiased, productive, mutual, fast public oriented and accountable administration. Likewise tenth plan also giving the continuity based on the experiences of different project and program (NPC 2059/60-2063/64).



## **2.5 Impact of Lack of Public Accountability on Poor and Poverty**

The poor are the ones who suffer the most at the hands of corrupt officials and from the consequences of corruptive mechanisms and corruptible delivery systems. The occurrences and impacts of such deviations and the resulting distortions are severe in low income and poverty- stricken countries.

Bureaucratic barriers, delays, and harassment are harmful, and reduce the availability of socioeconomic opportunities, productivity, and achievements. Lagging areas elsewhere such as the ones in the far west of Nepal, for instance, do indeed show distinct signs of suffering from such malfunctioning. Basic need providing sectors are also severely affected by these problems. Therefore, there seems to be a need to review the crucial facets of governance, especially public accountability of good governance.

Public accountability builds and maintains sound macroeconomic management and facilitates participatory, pro poor policies as well. In the absence of public accountability for good governance, reducing poverty is not possible. Public accountability benefits all, especially the poor who are least capable of coping with the consequences of bad governance. Thus, public accountability is an imperative for uplifting the poor and alleviating their poverty (Ojha 2003:16-17).

## **2.6 Potential Benefit to Public through Public Accountability**

Public accountability is the subject of realization. Good governance imagines of public oriented country, whereas public accountability imagines the public-oriented duties. So the GG and PA cannot separate from each other. It has 3 aspects – political, managerial, and moral. If we see the PA with the political point of view it the political notion, the ladder of popularity and the medium of public motivation.

Likewise, the managerial aspect refers the program for public service, production, distribution and management of office for it and the conduct of program towards public and moral aspect denotes to the behavior of authorized person, honesty culture, value and norms. It does not concern only with the government nor with only with the people but it is the subject matter of all people of the country. It can be measured with the satisfaction of the people. If the public are satisfied we can say that the condition of public accountability is good, if not it is weak. There are some potential benefits to public through public accountability:

- The gap between the government and civil society will be reduced:
- Decentralization system will be improved
- The horizontal and vertical line of responsibility within the office and offices will be managed
- Corruption free government will be mobilized
- Code of conduct will be easily followed by the GOs staff (Sharma 2061:325-333).

## **2.7 Rural Development through Public Accountability**

People in rural, remote areas of Nepal, mostly in the highlands, have been experiencing serious hardship in maintaining their livelihoods. Conditions are aggravated due to scarcity of basic infrastructural facilities and institutional support system and services. Greed, inequality and even undue self regard have been key causal factors for human adversity such as conflict, stagnation, and the downward spiral of growth and development. Sound governance is imperative for overall rural development. In its absence poverty alleviation, let alone elimination, is impossible. Therefore, establishment of legitimate, accountable, honest, people-centered, truly

democratic, meritocratic, capable, stable, effective, and efficient governing mechanism is the most fundamental necessity for a country. Nepal's developmental backwardness has been basically the outcome of critical scarcity of these features for most of its recent history. Hopes among the common masses for better days to come have emerged many times.

A lack of formal organizations in rural areas of developing societies is believed to be an important cause of their underdevelopment relative to their urban counterparts. Organizations can embrace and use the actors of development and become more crucial than economic and technical premises. To achieve sustainable development these premises, no matter how innovative, ideal or important do not suffice. Caution, however, is needed to avoid duplication of organizations especially to ensure that grassroots organizations do not turn to be like 'grass without roots'

Given the gravity of the above issues influencing the process of public accountability in Nepal in particular, this discussion can perhaps be best concluded with the following piece of ancient wisdom as quoted by Professor Amartya Sen in his book entitled *Development as freedom*:

..... If the ruler is sincere and upright, then honest officials will serve in his government and scoundrels will go into hiding, but if the ruler is not upright, then evil men will have their way and loyal men will retire to seclusion (Ojha 2006:17-21).

## Chapter - Three

### **RESEARCH METHODOLOGY**

Systematic research methodology is necessary to solve the research problem because it is also the way of systematic investigation to find answers of the problem and create knowledge. It helps to analyze, examine and create interests on various aspect of research such as data and information collection, analysis and presentation.

#### **3.1 Research Design**

Research design is the plan, structure and strategy conceived to obtain answers to research questions and to control variance (Karliger 2004:300). It provides a way to reach research objectives. It describes the general framework for collecting, analyzing and evaluating data after identifying: i) what the researcher wants to know and ii) what has to be dealt with in order to obtain required information. A research design refers to the entire process of planning and carrying out research study (Wolff and Pant, 2000:74). This study has used both the exploratory and descriptive research design.

#### **3.2 The Study Area**

The study was conducted in Chitawan district, which is located in the central development region of Nepal. The district was selected purposively because of the following considerations:

- easy accessibility of the primary and secondary data
- The district is one of the sample districts where the good governance and anti corruption projects are running
- The researcher is acquainted with the district and the local situation

### 3.2.1 Location

Chitawan district is situated in central development region, which is more developed, and industrial sector and more fertile land among the five district of Narayani zone of Nepal. It is made up of the two big valleys: east-west Chitawan, Madi.

Chitawan district lies between 27°21'45" to 27°52'30" latitude and 83°54'45" to 84°48'15" longitude. Chitawan lies 150 km. southern away from Kathmandu valley. The elevation ranges from 141m to 1945m above mean sea level. The climate of Chitawan district varies from subtropical and tropical temperature and also there is mild and cool temperature in the hilly area. It has 2 Municipality, 4 parliamentary representative election sectors, 13 DDC units, and 36 VDCs. The district headquarters is Bharatpur. The total population of the district is 472,048 of which 236,964 are female and 235,084 are male. The population density is 210.8 persons per square km. (CBS 2003). The total household 92,863 where average household size is 5.08. The literacy rate of this district 61.44 percent where as male literacy rate is 67.63 percent and the female literacy rate is 55.19 percent

Chitawan district situated within northern point Kurintar of Darechowk VDC, southern point Bandarjhula of Ayodhyapuri VDC, eastern point Chauras danda of Lothar VDC and western points are site of National Park and Narayani River. The district is like right angle triangle, whose eastern and southern parts wider and western and northern sides are narrow. The district east to west is 88 km and south to north 50 km maximum and 2 km minimum narrow. The area of district is 2238.39 sq. km and among this 908.79 sq. km is in the National Park (Khanal 2062:14-15).

The major occupation is agriculture that plays the important role for the livelihood of the peoples of this district. Main castes of this district's hilly area are the Gurung, Magar, chepang and Tamang and in the plain area Bote, Tharu, Kumal,

Darai are settled who are the natives of this district but there is high population of Brahmin, kshyatri, Newar due to the migration of in this district after 2013 B.S

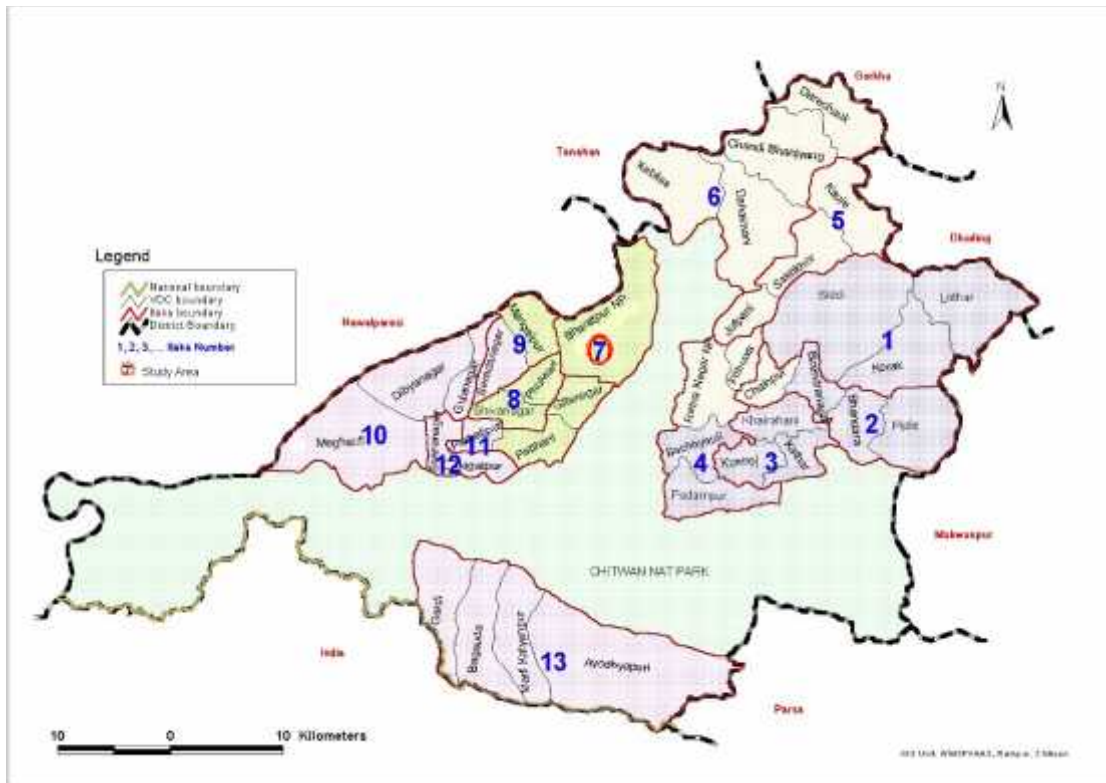
### **3.2.2 Description of Specific Research Site of the District**

The research site is ward No. 10, 11 and 12 of Bharatpur Municipality which are situated surrounding area of the District Administration Office. The population of these three wards is 18,000 in an average. Among this population only 31 people are taking the citizenship from the District Administration office from each ward in a month. This is the 0.002 percent of the total population.

The population of Wards 11 and 12 are occupying the agriculture whereas in ward number 10, some are engaged in business, some are unemployed and some are renting their house for income.

## Map of the Study Area

Figure 1: Map of the Study Area



Source: Information Section, DDC, Chitawan.

### 3.3 Method of Data collection

The following research and data collection methods are used in this study:

- i. Group discussion
- ii. One set of survey questionnaire
- iii. District Administration computerized list of service receiver of different ward.
- iv. Field observation.

Before conducting formal interview questionnaires were pre tested to see whether or not the schedule would generate the required information. The respondents were informed about the purpose of the study and appealed for their cooperation prior to the interviews. The researcher stayed in the field during data

collection. The Service receivers are the respondents who were selected through a three stage sampling method.

First of all, the service receivers were selected purposively from the Ward No 10, 11 and 12 of Bharatpur municipality, which are nearby wards of the District Administration Office and other government's office.

The second stage is service receivers were selected from the list of District Administration Office who had received the service from the District Administration office within six month. To know the level of accountable bureaucracy of good governance in service provided head office after the Janaandolan - II, because it is already being six month of New Nepal Government. Accordingly, the total Service receivers of three wards were 450 individuals.

At the third stage, respondents were selected randomly from the list 450 service receiver of District Administration office within the six month. The sample size was calculated using the formula:

$$n = \frac{N}{1+Ne^2}$$

Where:

n = Sample size

N = Total number of service receivers from the DAO within 6 months.

e = Desired margin of error, allowance for non precision for using the sample for the study instead of the whole service receiver population.

In this study, allowance for non-precision is assumed to be 9 percent by assuming the error percent would be better below 10 percent. So the sample size became:

$$n = \frac{N(450)}{1+450*9/100^2} = \frac{450}{1+450*(.09)^2} = 96.878$$



Although the sample size was 97, 100 respondents were taken from the 450 service receivers to make it easy for calculating in percent. This number is too small as compared with the total number of service receivers of the District Administration Office within 6 months but it has been assumed that it is sufficient because Kidder et al. (1981) have stated that even a small sample size would give reliable result if the respondents in the area are aware of the service providing offices' problem. These 100 respondents were equally divided in three wards so 33, 34, 33 respondents were taken from wards 10, 11 and 12, respectively.

### **3.4 Data Analysis**

Descriptive statistics such as frequency counts, percentages, averages, and ranges were used to describe the findings of the study. The computer based Excel Program was used to process the data.

## Chapter - Four

### **PUBLIC ACCOUNTABILITY SITUATION IN CHITAWAN DISTRICT ADMINISTRATION OFFICE**

This chapter discusses the socioeconomic characteristics of the respondents, quality service, irregularity related activities, and condition of the service and Service provided office- DAO on the perception of the service receiver. It also presents the awareness about the service for service receiver as different term of Public service on good governance as well as right and duties towards the public service.

#### **4.1 Socioeconomic Characteristics of the Service Receivers**

The description of socioeconomic profile includes describe the respondents' age, gender, ethnic affiliation, occupation, and educational level.

##### **4.1.1 Age Groups of the Respondents**

The age of the respondents varied from 16 to 70. Further the respondents have been classified into three categories, viz., young, adult and old as shown in Table 1. Among the various age groups the majority 48% fall in the age group of 26 to 50 years. The reason for higher proportion of the respondent in this group was due to more attachment with the job, separation with the joint family, interest increasing to go aboard, most active and involvement in more than one organization.

Table 1: **Age Groups of the Service Receivers**

Age (Years)	Respondents	
	Number	Percentage
Below 25	44	44.00
From 26 to 50	48	48.00
Above 50	8	8.00
Total	100	100.00

Source: Field survey, 2006.

### 4.1.2 Gender

Gender is an integral and inseparable part of rural livelihood. The study show the lower percentage of female service receiver because there is less opportunity for the job and also they are very few to go aboard independently which is proved that among 37 female only three persons were went to make passport. The proportion of male respondents who participated during interview is 63 percent.

Table 2: **Distribution of Service Receivers by Gender**

Gender	Respondents	
	Number	Percentage
Male	63	63.00
Female	37	37.00
Total	100	100.00

Source: Field Survey, 2006.

### 4.1.3 Ethnicity

The study area has four typical tribal groups: Kumal, Magar, Tamang, Gurung, and the others are Brahmin, kshyatri, Newar, Dalit, Mushlim. The study area has heterogeneous society in terms of casts and ethnicity. There are multitude of castes and ethnic groups in three wards of Bharatpur municipality. There are hill migrants, Terai castes and ethnic groups. The study area consists of a multicasite and multi cultural community. The detailed ethnicity composition is given in Table 3.

Table 3: **Ethnic Affiliation of Service Receivers**

Cast or ethnicity	Respondents	
	Number	Percentage
Brahmin	50	50.00
Kshyatri	21	21.00
Newar	10	10.00
Kumal	7	7.00
Magar	5	5.00
Tamang	5	5.00
Gurung	2	2.00
Dalit	1	1.00
Mushlim	1	1.00
Total	100	100.00

Source: Field Survey, 2006.

#### 4.1.4 Educational Status

Literacy is an important indicator of awareness and development, having multiplier effect on service receiving. It empowers them to act towards the changes to use the opportunities. Table 4 presents the respondents' educational level. 100 percent service receivers were literate through formal or informal education. Informal education refers to non-formal adult education without schooling. Majority of the respondents (35%) had higher level of education due to the necessity of citizenship for higher education they became service receiver of DAO. The school leaving trend can be seen easily in the respondents who has primary level and secondary level education. Although the literacy rate in the district is 61.44 percent but the respondents (100%) were literate because the study area is belonged with urban area.

Table 4: **Educational Status of Service Receivers**

Education level	Respondents	
	Number	Percentage
Informal education	5	5.00
Primary	26	26.00
Secondary	34	34.00
Higher Education	35	35.00
Total	100	100.00

Source: Field Survey, 2006.

#### 4.1.5 Occupational Status

People are in developing countries they are locked into low productivity occupations (Jafry 2000:54). The respondents' occupational status is presented in Table 5. Although the study area is belonged with Municipality the higher proportion (29%) of the respondents are involved in agriculture. The rest of them were in business 21 percent, service 9 percent, service in aboard 4 percent, daily wages labor 3 percent, the unemployed (depended with other's salary but don't have any work) 12 percent and studying are 22 percent.

Table 5: **Occupational Status**

Occupation	Respondents	
	Number	Percentage
Agriculture	29	29.00
Business	21	21.00
Service	9	9.00
Service in aboard	4	4.00
Daily wages labor	3	3.00
Unemployed	12	12.00
Study	22	22.00
Total	100	100.00

Source: Field Survey, 2006.

## **4.2 The Quality of Service Provided by the DAO**

The quality of service is the indicator of good governance, which is analyzed with all types of services and quality of work provided by the state. Quality is depended on the responsibility of public, payment of work, time, process, contact point, availability of service etc. The responsibility of public includes the application to receive the service, necessary documents, payment of service, and waiting time in the office.

The quality of service can be measured with the satisfaction of the service receivers. If they could not be satisfied there should be the provision of complain hearing, responsible person for hearing, decision of complain and supply of loss assets. (Khadka and Sharma 2061:25). Based on the above mentioned point of quality service, the quality service of DAO, Chitawan also analyzed which are related with the behavior of the DAO staff, information flow system of the DAO, awareness of SR about citizen charter, satisfaction of SR in time involvement in DAO during service receiving process, and independency of SR in their entire work.

### **4.2.1 Types of Services Received by Service Receiver from DAO**

Many types of services are being provided by the District Administration Office. Some of these include citizenship distribution, recommendation letter to home

ministry for Angikrit Citizenship, simple passport, duplicate citizenship (in the case of original citizenship missing), approved letter of relation with relatives, organization registration, News paper registration, Renew letter of Organization, Press registration, Economic help for poor and suffered people, marriage registration certificate, complain hearing, Issue registration etc. (DDC, Chitawan 2061:17-23). But the basic necessity service for every body is related with citizenship so the table 6 has shown in high proportion of the respondents (69%) were received the citizenship from DAO. The rest of others were passport 24 percent, Organization registration 3 percent and at least one each was complain hearing and paper registration.

**Table 6: Types of Services Received by Service Receiver from DAO**

Services	Respondents	
	Number	Percentage
Citizenship	69	69.00
Passport	24	24.00
Org. Registration	3	3.00
Complain hearing	1	1.00
Paper reg.	1	1.00
Economic Help	2	2.00
Total	100	100.00

Source: Field Survey, 2006.

#### **4.2.2 The Behavior of the DAO Staff**

**Table 7: Behavior of DAO Staff**

Behavior	Respondents	
	Number	Percentage
Very good	2	2.00
Good	24	24.00
Not so good	61	61.00
Bad	11	11.00
Very bad	2	2.00
Total	100	100.00

Source: Field Survey, 2006.

The good behavior of the government employee is also one of the indicators of good governance (Khadka and Sharma 2061:24). But Table 7 shows the large number. of respondents said the behavior of DAO staff is not so good. And thirteen respondents said also the bad and very bad behavior, respectively.

#### 4.2.3 Easily Available of Information of Service Delivered by the DAO

The system of getting information easily from the Public offices about the services without any bribe, late motion, and also without interruption is called “Sadachar Paddati” (TIN 1997). Table 8 presents that 25 percent of the service receiver got the information easily in their entire work from DAO and 46 percent of the service receiver got the information after the inquiry. But the 29 percent did not get any information from the DAO when they received the services

Table 8: Information Easily Available from DAO

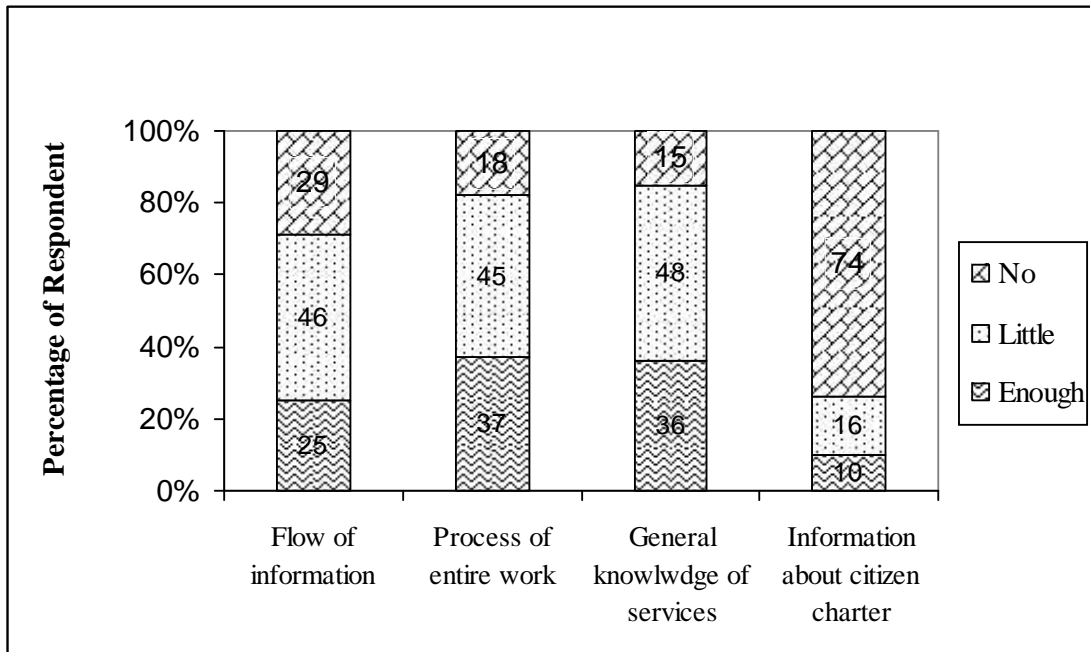
Information	Respondents	
	Number	Percentage
Yes (easily)	25	25.00
Not so easily	46	46.00
Not at all	29	29.00
Total	100	100.00

Source: Field Survey, 2006.

Whatever the scope of FOI (Freedom of Information) legislation, there will always be arguments against it and exemptions from it. The most frequent arguments against FOI is one of the cost and efficiency. Some claim that it diverts resources and staff away from program that could, actually make an impact on public welfare. Yet, one most considers the cost of failing to provide such legislation, which includes a lack of accountability and transparency and fertile environment for corruption (TIN 1997). Fig 2 also represents the flow of information from DAO in the perception of Service Receiver. It combines the level various aspect of information in one chart

whether DAO is flowing the information which is needed for the Service Receiver to complete their entire work or not, they know the process of work or not, they are well known person about general knowledge of DAO and its work or not, and what is the level of information about citizen charter.

Figure 2: Information flow from DAO based on the perception of Service Receivers



Based on Table 8. 9. 12 and 20

#### 4.2.4 Awareness about the Citizen Charter

Although In table 8 Presents that the large No. of Respondent get the information about their entire work easily from District Administration Office but in table 9 shows that 74 respondent said that they do not have any information about the citizen charter. Citizen Charter is a directed chart where the types of services, its objective, service process, time and cost and complain hearing person's name is written (Khadka and Sharma 2061:21). Nowadays, by following the good governance concept and to give the quality service for the public it is written in the front wall of the office and the DAO. Chitawan DAO is also adapted the same. Due to not taking any steps to



aware the people citizen charter is also being difficult to read. Small letter in wall, No attractive for the illiterate and informal education holder, difficult to understand etc the respondents do not have any information about it.

**Table 9: Awareness about Citizen Charter**

Awareness	Respondents	
	Number	Percentage
Yes (enough	10	10.00
Little	16	16.00
Not at all	74	74.00
Total	100	100.00

Source: Field Survey, 2006.

#### **4.2.5 Satisfaction of the Service Receivers about the Time Involvement in DAO**

Accountable bureaucracy includes to make satisfy for the public by giving services as soon as possible which is one of the characteristics of good governance. The system is written in the Nijamati Sewa Ain Dafa 55 “ka” to give threat by the supervisor of the staff who does negligence and work at late motion.

**Table10: Satisfaction of Service Receivers about the Time Involvement in DAO**

Satisfaction about time involvement	Respondents	
	Number	Percentage
Very satisfied	1	1.00
Satisfied	41	41.00
Not so much Satisfied	34	34.00
Unsatisfied	15	15.00
Very Unsatisfied	9	9.00
Total	100	100.00

Source: Field Survey, 2006.

Table 10 represents the satisfaction about the time involvement of service receiver in DAO, Chitawan, where 41 respondents were satisfied. The other 34 respondents said not too late and not too fast (fair). But the 15 and 9 respondents are unsatisfied and very satisfied respectively about their time involvement because they bore too much time (more than one day) to receive the services from the DAO.

#### 4.2.6 Helper Used by Service Receiver in DAO for the Completion of Work

Generally people could not get the service from the public offices by themselves due to unknown about the services and they bring their relatives with them and some will take the help of mediator but the people who know or little know about the service they will ask with the office staff and can get the service from the public office and get it easily. Table 11 presents the service receiver who get the service from DAO by them selves were 60. The other 25 respondents brought their relatives being unknown about the service which they want to receive, two respondents brought village leaders which prove that still the “samanti pratha” can be seen in the society, three got the help of others and the mediator users were nine.

Table 11: **Helper Used by Service Receiver in DAO for the Completion of Work**

Helper used	Respondents	
	Number	Percentage
Self	60	60.00
Village leader	2	2.00
Mediator/ Lekhandash	9	9.00
Relatives	25	25.00
Others	3	3.00
<b>Total</b>	100	100.00

Source: Field Survey, 2006.

#### 4.3 Irregularities of the DAO in the Perception of Service Receivers

Irregularities of GOs refers that not to give the information to the people, delay in service, taking bribe from the SR, not to fulfill the expectation of SR, Unnecessary trouble creation for them, Social Ethical discrimination etc. The following sections describes about the level of irregularities of DAO, Chitawan based on the perception of SR.

#### 4.3.1 Prior Knowledge about the Official Requirement (Procedure) Needed for Accomplishment of Work from DAO

When the service receiver knows about the process of entire work the service provider could not do late in their work. Table 12 presents the condition of service receiver whether they are informed about the process of entire work or not? Here 37 respondents were well informed about the process of entire work and the other 45 respondents were little known but the 18 respondents did not know about the process of entire work.

Table 12: **Prior Knowledge about the Official Requirement (Procedure) Needed for Accomplishment of Work from DAO.**

Process of entire work	Respondents	
	Number	Percentage
Enough	37	37.00
Little	45	45.00
No	18	18.00
<b>Total</b>	100	100.00

Source: Field Survey, 2006.

#### 4.3.2 Fulfillment of Expectation of Service Receivers from DAO

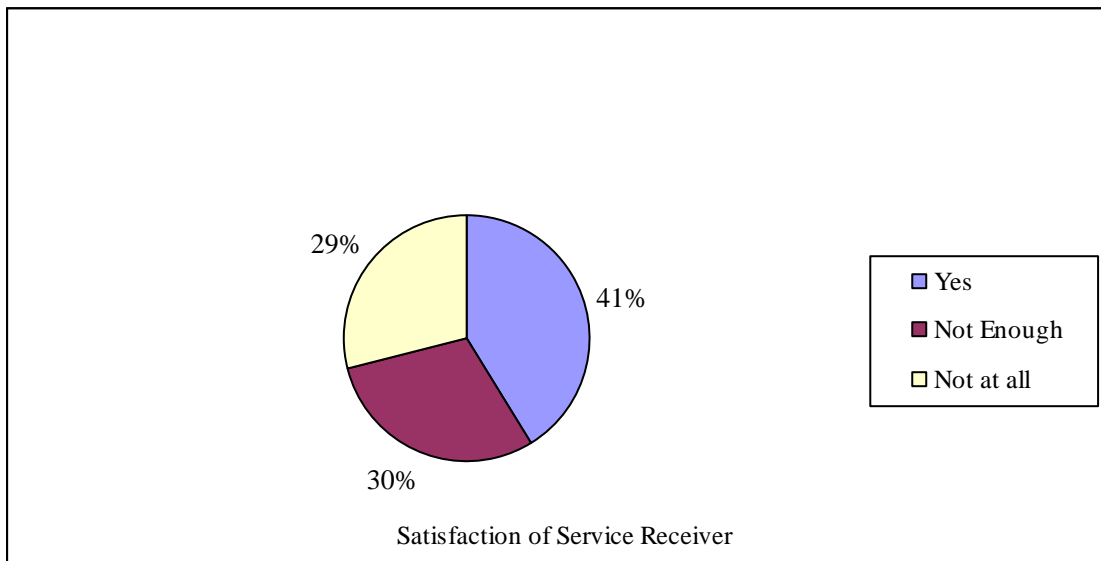
Service receivers are expected the work will be finished easily before coming the public offices. If they get service easily and timely they will express the work is just as expected and realize there is the good governance in the state. Here Table 13 presents the expectation of service receiver whether the service provider provided the service as they expected or not? The 41 percent of the service receiver received the services from DAO as they expected and 30 respondents could not fulfill the enough expectation. Nearly 30 service receivers could not receive the services as they expected. Fulfillment of expectation is shown more clearly also in Figure 3.

**Table 13: Fulfillment of Expectation of Service Receivers from DAO**

Fulfillment	Service Receivers	
	Number	Percentage
Yes	41	41.00
Not enough	30	30.00
Not at all	29	29.00
Total	100	100.00

Source: Field Survey, 2006.

**Fig. 3: Fulfillment of Expectation from Delivered Service by DAO Based on The Perception of Service Receivers**



Based on: Table 13

### 4.3.3 Delay Service from DAO

The general experience of ordinary people when dealing with government offices is delay and poor service with good reason, they see most public officials as tainted with corruption (ESP, 2001). Table 14 also expresses that there is no any respondents who can say there was no delay in their entire work. 59 respondents said the service was fair and 23 respondents said the service was fair and 23 respondents said little delay and 18 respondents said too much delay.

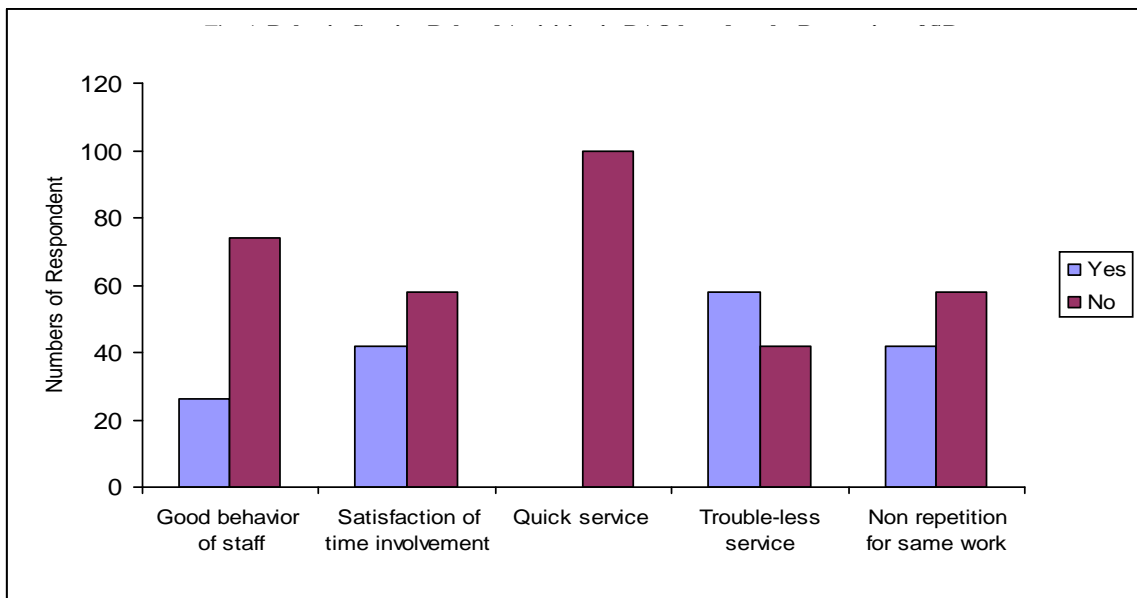
**Table 14: Delay Service from DAO**

Delay	Respondents	
	Number	Percentage
Too much delay	18	18.00
Delay	23	23.00
Little delay	59	59.00
No Delay	0	0.00
Total	100	100.00

Source: Field Survey, 2006.

Figure 4 also indicates the delay related activities of DAO, If the behavior of staff is not good the work will be delay and if the SR will wait too much time to receive the service, he will realize the late motion work, if the staff will create the trouble, the delay motion will take place and if there is the repetition to do the same work definitely the DAO is not thinking the fast service from their office. The all above discussions are adopting by DAO, Chitawan. So, no body was found saying that there was fast service in the office.

**Figure.4: Delay in Service Related Activities in DAO Based on the Perception of SR**



Based on: Tables 7, 10, 14, 15, 23

#### 4.3.4 Unnecessary Trouble Creation from DAO

When there are some mistakes in the service receiver's supported documents that time Govt. employee create some troubles and they do too much delay to solve the problem. But if the service receiver will be ready to pay some money, the unnecessarily created trouble will solve within minutes (Jhan 2062:16). Here in Table 15 the perception of 24 service receiver the DAO staff created trouble. Other 18 respondents said the service was fair and 58 respondents said the unnecessary trouble was not created from DAO but from the municipality in the period of taking the recommendation letter for DAO.

Table 15: Unnecessary Trouble Creation from DAO to Deliver Service

Trouble	Respondents	
	Number	Percentage
Extreme trouble	24	24.00
Trouble	18	18.00
No trouble	58	58.00
Total	100	100.00

Source: Field survey, 2006

#### 4.3.5 Social, Ethical Discrimination During Service Providing Period

People think that Govt. staffs are influenced by the *Natabad* and *Kripabad*. They discriminate to the service receiver when providing the services. If service receiver is the relative or friend of service provider they will keep the file in front of the queue and provide the service within minutes. Likewise if somebody is ready to give bribe the time will be deducted and the first priority of work will be given to them. Likewise if the poor and weak person is taking the services, the staff will threat him. This kind of threat can be seen in women, economically poor person and ethnic based group. But in Good Governance the *Natabad and Kripabad* and social, ethical discrimination should not take place (Sharma 2061:319-20). This type of

discrimination was realizing 20 respondents in Table 16 and 80 respondents did not realize the discrimination when they were receiving the services from DAO, Chitawan.

Table 16: **Social, Ethical Discrimination in Service**

Discrimination	Respondents	
	Number	Percentage
Yes	20	20.00
No	80	80.00
Total	100	100.00

Source: Field survey, 2006

#### **4.3.6 Condition of Bribe in DAO**

CDOs are empowered to regulate, control and command district level administration by the Local Administration Act 1971. They have been frequently charged by the Commission for the Investigation of the Abuse of Authority (CIAA) of corrupt practices such as illegally distributing citizenship certificates exaggerating the price of land and rate of rations. (ESP 2001:61). Not only are the CDOs, the other district administration office staff involved in the case of bribe. In this way people have the concept that the District Administration office also one of the place where the transaction of bribe is occurred. The low level of civil servant pay are often said to be contributing factor to the widespread corruption.

The Government increased civil servant's pay by over 50 percent in 1999/2000. However it failed to implement other key measures such as linking pay increases with increases in the cost of living, and with performance levels. HMGN also failed to address the low pay differential between the lowest and highest grade positions. Even in Table 17, among in 100 service receiver only 18 service receivers paid extra money for their services and 82 individuals did not pay. In this case the condition of bribe

was occurred accidentally which seems the staff are being greedy to take the bribe due to low scale of their salary.

**Table 17: Extra Money Paid for Service (Bribery)**

Extra money	Respondents	
	Number	Percentage
Paid	18	18.00
Non paid	82	82.00
Total	100	100.00

Source: Field Survey, 2006.

#### **4.3.7 Information About the Purpose of Extra Money Taking by DAO from Service Receiver**

Table 18 presents the Knowledge that lack of clear information only 4 service receiver knew that their extra money was for bribe but the other 14 service receiver did not know for what purpose they paid and also the amount was not written in the bill of payment.

**Table 18: Information About Extra Money They Bribed**

Information	Respondents	
	Number	Percentage
Have knowledge	4	22.22
No Knowledge	14	78.88
Total	18	100.00

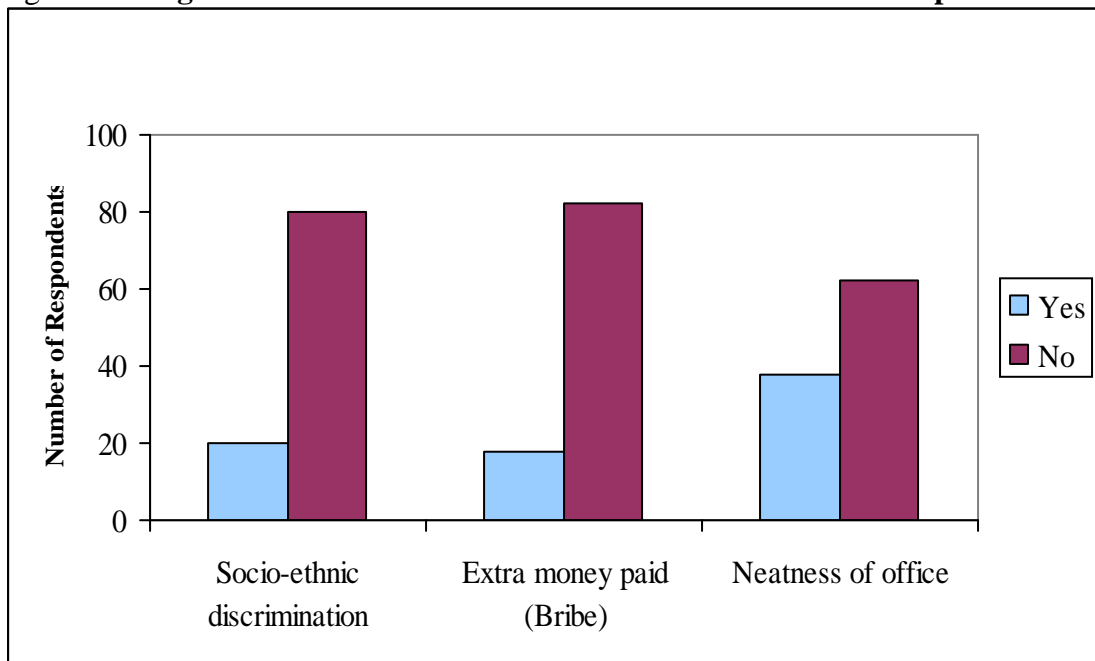
Source: Field Survey, 2006.

Figure 5 represents the condition of irregularities related activities in DAO, Chitawan. If there is socio-ethnic discrimination in service providing period and if the SR paid extra money to receive the service it will be great irregularity in the office but most of the respondent said that there is no socio-ethnic discrimination and paying trend of extra money is also very low. It is occurred accidentally in the office when the staff becomes greedy to take bribe. Although, it does not include those perceptions of the SR who come to make if their citizenship, passport will loss and they have to



make again and to correct the some print mistake in their certificates. Likewise, if some staff will sit without the work, but the office may dirty, it is also the great irregularity because to maintain the clean environment of the office also one of the characteristics of the staff. Here, most of the respondents said that the office is not clean.

**Figure 5: Irregularities Related Activities of DAO Based on the Perception of SR.**



Based on: Tables 16, 17 and 22

#### **4.3.8 Amount of Extra Money (Bribed)**

The amount of extra money was below 500 of each service receiver in Table 19. The amount seems that the lower staff of DAO took the bribe due to the low pay in their salary. Only one service receiver who paid 100 NRs., and 300 NRs for the bribe among 4 individuals. And two people paid NRs. 200 each for bribe which is the 50 percent of the total service receivers. From the amount we can assume that the money was taken due to the greediness of the staff and low pay in salary.

Table 19: Amount of Extra Money Paid for Bribe

Amount (NRs)	Respondents	
	Number	Percentage
100	1	25.00
200	2	50.00
300	1	25.00
Total	4	100.00

Source: Field Survey, 2006.

#### 4.4 The Condition of Public Service and the Service Provided Organization (DAO) in the Perception of Service Receiver

The Chief District Officer (CDO) has the right and responsibility to regulate, control and direct all administrative work in the district. He can order, monitor and mobilize all the staff except the third series staff of the District Administration Office and President and Vice president of the District Development Committee but He can take the steps to reduce the corruption and make the accountable administration from other administration way or awareness program. Though, expensive and loaded administration work CDO and DAO both are not effective in their work. It is impossible to think that other office in the district can be effective in their work until and unless the head of the office in the District (CDO) will not improve its work. Here, the following findings are shown the condition of DAO in its different activities in the perception of SR.

##### 4.4.1 General Information about the Services to SR Provided by the DAO

There is no any course about the services provided by the district administration office in the school level curriculum provided by the District Administration Office. Even the district administration office is not taking any steps to aware the people about the services and citizen charter. So only 36 percent of service receivers in Table 20 have the information about the services provided by the district

administration office and Majority of the service receivers have little information about the services. This information also they received when they involved in service receiver for their entire work. And 15 service receivers did not have any knowledge about the services provided by the DAO although they received the entire services from DAO.

**Table 20: General Knowledge About the Official Activities Delivered by the DAO (Other than His/Her Personal Work)**

Information about services	Respondents	
	Number	Percentage
Yes	36	36.00
Little known	48	48.00
Don' know	15	15.00
Total	100	100.00

Source: Field Survey, 2006.

#### **4.4.2 Accessibility of Service Receivers in DAO**

The World Bank report 1997 presents that if the Public Authority will use in the work of their brother or cousin for their benefit it will be the corruption although there is no transaction of the amount. When there are some relatives or known person in the office the work did not take time to complete. Instead of this, if nobody in the office is relatives or known the service take whole day or more than whole day for completion. If some staffs are recognized with the service receiver we called that there is the access of them otherwise no access. This type of Accessibility of service receiver in Table 21 is only 24 percent. The other 76 percent of the service receiver said that there is no accessibility in DAO. They complete their service with the help of mediator or with the help of their relatives who came together with them and their selves.

**Table 21: Service Receiver’s Accessibility to DAO**

Access	Respondents	
	Number	Percentage
Yes	24	24.00
No	76	76.00
Total	100	100.00

Source: Field Survey, 2006.

#### **4.4.3 Neatness and Cleanliness Environment of the DAO**

If the surrounding environment is Green, Neat and clean inside the office the service receivers do not mind about the contribution of time for technical delay service. . If the environment is dirty they don’t like to stay any more but in Table 22, 57 percent of the service receivers realized that the environment of DAO is dirty and 5 said very dirty. The 38 percent of the service receiver said neat and clean because the office environment is actually clean rather than the poor service receiver’s house.

**Table 22: Neatness and Cleanliness in DAO**

Environment	Respondents	
	Number	Percentage
Neat and clean	38	38.00
Dirty	57	57.00
Very dirty	5	5.00
Total	100	100.00

Source: Field survey, 2006.

#### **4.4.4 Repetition of Coming in DAO for Same Work**

Neither there is the easy accessibility of the public to get information about the service provided by the DAO nor is the DAO taking any steps to aware the people about the service and citizen charter. So the public do not know about the procedure that how many documents are needed to completion of their entire work. The service receivers are bared the time not only the DAO but also in the service related office like municipality or VDC to take the recommendation letter. The DAO is not being

responsible to inform the staff of the municipality and VDC that how many documents are needed to get their entire service. If the staff of the municipality or VDC can say about the needed documents or the procedure, the problem of the delay service can be solved. But the there is no attention of DAO to provide the information for the public. The table 23 also presents that 58 percent of the service receivers repeated more than one time to complete the same work and only 42 percent completed in one time.

**Table 23: Repetition of Coming in DAO for Same Work**

Time beard	Respondents	
	Number	Percentage
One time	42	42.00
Two times	31	31.00
Three times	17	17.00
More than three times	10	10.00
Total	100	100.00

Source: Field Survey, 2006.

## Chapter - Five

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

This concluding chapter summarizes the findings that are derived from the present study regarding good governance and its characteristics public accountability, and the level of public accountability in district administration office Chitawan. Recommendations are forwarded on the basis of finding, conclusion and observations. The key area of further research/studies into various aspects of good governance and public accountability is also outlined.

#### **5.1 Summary**

The study was conducted in the Chitawan district of Nepal. The general objective of the study was to identify and analyze the characteristics of Public Accountability of Good Governance in District Administration Office, Chitawan.

One hundred service receivers were selected randomly from the 450 service receivers provided the service by DAO within the six month period (after the Janandolan- II) from the near by wards 10,11 and 12 of the municipality. Survey method was used to collect information through one set of pre tested questionnaires. Some of the information was collected by reviewing the list of service receiver from DAO within six month after the Janaandolan-II. The data collection was done in October 2006.

Data were analyzed using the methods of descriptive statistics such as frequency counts, percentage, average and ranges to describe the findings of the study. The computer based excel program was used to analyze the data.

### **5.1.1 Socioeconomic Characteristics of the Service Receivers**

Majority of the service receivers were male and belonged to the middle age group. The major occupation of the service receivers was farming. All service receivers were literate through either by the formal or informal education. The large majority of the service receiver belonged to the Brahmin in the ethnic affiliation.

### **5.1.2 The Quality of Service Provided by the DAO**

The quality of service in this study refers to the involvement of service receiver in various activities of District Administration office such as types of services provided by the DAO, Realization of behavior of DAO Staff, easily getting the information about service provided by DAO, awareness about the citizen charter from DAO, satisfaction about the time involvement in DAO. Trend to receive the service by them.

#### **5.1.2.1 Quality of Services Provided by the DAO**

The majority of the service receivers were citizenship holder. This shows that the more concerned of the people in DAO only to get the citizenship. The other services are belonged with the rare person. Likewise other greater number is related with passport holder. It seems that the unemployment problem also running continuously in the district. This result clearly indicated that DAO is not taking new steps to consult with the people and to aware them.

Likewise, the DAO is not taking any steps to make the behavior of staff good majority of the service receiver said the behavior of staff is not so good. The behavior of the staff is the first impression to make the quality service. This shows that the staff is still thinking to themselves as boss of the public rather than the servant of the public.

All the people do not know the process that how to take the services easily. The quality maintained offices are maintained the reception in front of the office and public know most of the information from the reception. But there is no any reception in the DAO office and no body wants to inform the public about the service which they want. Majority of the service receiver got the information not so easily. They asked in many person and many rooms about the services.

To make the quality service of the public offices has written the citizen charter in front wall of the office but majority of the people are not aware about the citizen charter being not attractive, not so easy to understand for the primary, secondary and also for the informal education holder. Even from the delay work of the DAO staff, the service receiver became unsatisfied. Majority of the service receiver said that they were unsatisfied from the contribution of time in DAO. Although the *Nijamati Sewa Ain* also indicated that about the punishment to staff for the delay work, still it is not implemented. Instead of the above discussion scenario, The DAO succeeded to make trend that the concerned people must come to receive the service rather than the relatives, mediator and others. Majority of the service receiver came to receive the service by themselves. The result indicated that the Public accountability is must necessary in good governance but the public accountability in the district administration office, Chitawan is so week to give the quality service for the public.

### **5.1.3 Irregularities of the DAO in the Perception of Service Receivers**

Irregularities in an office include inflow of information, unfulfilled expectation of service receiver, delay service, unnecessarily created trouble, social–ethical discrimination, trend of taking bribe of public offices. If there are irregularities in the



DAO, the rural people could not feel the good governance in the local area. The finding indicates the influence of public from following irregularities related topic.

#### **5.1.3.1 Irregularities of DAO in the Perception of Service Receiver**

Neither there is hard and fast rule to complete the work nor there is must necessary of the required documents. All are dependent in the mood or behavior of the staff. So they don't like to give the pre information for the requirement. Most of the people only know that the citizenship of their father is must necessary. The majority of the service receivers have little pre information to complete their work.

The objective of the public oriented office is to fulfill the expectation of service receiver but large No. of service receivers' expectation fulfillment is not enough when we combined those service receiver whose expectation is not enough and those service receiver whose expectation of fulfillment is not at all .

Although the Nijamati Sewa Ain also has indicated that the delay service is also the irregularities. All of the service receivers felt the service of DAO, Chitawan is adopting the delay service. There is no one service receiver who said the service of DAO, Chitawan is not delay.

Likewise, the irregularities include the unnecessary trouble created by DAO. People think that if the staffs want to do corruption or to do delay in the service they give the unnecessary trouble by saying to bring other document to receive the service. This type of trouble was given by the DAO for less No. of service receiver. Majority of the service receiver said there is no unnecessary trouble created by DAO. The irregularity is also known as the social- ethical discrimination when taking the service from the public office. Only few service receivers feel that there is the discrimination on the basis of Nepotism. The staff discriminated by putting the file in front of the

queue and completed the work of their relatives within minutes. But the large No. of service receiver did not realize any kind of social- ethical discrimination.

The bribe is the great irregularities or the corruption of the public office. People think that DAO is also one of the major places in the transaction of bribe and corruption. This type of bribe has taken by the lower level staff from service receiver. It seems this type of case rarely happen by the staff in the DAO being greedy due to the low pay in the salary.

The large number of service receiver did not give the extra money or bribe in DAO. But Among the service receivers who paid the extra money, Large No. of them also don't know is that bribe or not but they did not receive the bill of the amount paid by them. The less number only they know that the amount was for bribe. All of the service receiver who paid for bribe, the amount is below Rs. 500 although the staff asked large amount from them. It also proves that the bribe has taken due to less pay in the salary.

#### **5.1.4 The Condition of Public Service and Service Provided Organization**

To analyze the condition of public service and service provided office it is must necessary to take the perception of the service receiver by taking the information about the flow of general information to the public, accessibility of the service receiver in the office, neat and cleanliness and delay service of public office. The findings show and prove the condition of Public office, DAO, Chitawan.

##### **5.1.4.1 Condition of Public Service and Service Provided Office**

The majority of the respondent has the little general information about the DAO which is the obstacle for the fast and accountable bureaucracy. Still there are some service receivers who don't have any information about DAO.

Likewise, the Access of few service receivers assists to keep the trend of Nepotism and biasness. The majority of the service receivers do not have the access in DAO but less number of service receivers has access in DAO.

If the environment in front of the office is green and maintained, inside environment of the office neat and clean the service receiver can contribute the time for technical delay service without hesitation. But the result shows that majority of the service receiver said the environment of DAO is dirty and very dirty respectively. Less No. of service receiver said the environment is neat and clean because the poor Nepalese can not maintain their house so the environment of DAO is comparatively better than their house. This result proves that the DAO is not giving the attention in environmental good governance.

The majority of the service receiver said that they bore the time more than one day for same work. It means the condition of service proving process in DAO, chit wan is delay.

## **5.2 Conclusion**

The District Administration office, Chitawan, is not taking any steps to flow the information about the services. So some service receivers are still using helpers to know about the services. Those who went to receive the service by themselves without using helper also do not have enough information about the service. Public accountability is necessary to provide fast, transparent and accountable service for the public. If the information could not flow easily the local people could not realize the local administration is situated in local level. Likewise, DAO Chitawan is not giving the any attention to public right to know the information on the topic of public concerned and Citizen Charter are being put up just like the “elephant’s teeth.”

Although the bureaucracy is concerned with the public and staff should be accountable towards public in good governance in local administration for the satisfaction of service receiver. The satisfaction of public is related with the behavior of staff, fast service, no socio-ethnic discrimination but the behavior of staff is not good in DAO, the service is very delay although the socio-ethnic discrimination and unnecessarily created trouble are not visible condition. The staff is still thinking themselves as a boss rather than the servant of the public. In one hand numbers of peon, gardener are spending the time whole day without any work and other hand, the environment is dirty inside and outside of the office. Most of the service receivers are unsatisfied with bad smelling of toilet. The above discussed scenario proves that the DAO Chitawan is not giving the attention in environmental good governance.

The great irregularities of the Public office are bribe and corruption. This type of corruption or the case of bribe is rarely happened in DAO due to greedy nature of staff and low pay in the salary. The trend of asking for the bribe is still remaining although the awareness program in anticorruption for public is conducted from the different NGOs. So majority of the service receivers did not give the amount for bribe and others who paid the extra money are the innocent because they did not know about the purpose of extra money and also they did not get the bills of payment although the amount of extra money is less than 500. Likewise, the Nepotism also the irregularities that few service receiver have the access in DAO which create the biasness.

Nobody among the service receiver who said the service of DAO, Chitawan is adopting the fast and transparent service. It is too much delayed. The majority of the respondents spend the time for same work more than one day. And those who spend only one day in DAO but they spend the time and unnecessary trouble faced by the

municipality to get the recommendation letter. This proves that the DAO could not maintain for the fast and transparent service and it is not taking step for discussion within the related office. The above discussed scenario proves that the DAO has not public accountability for good governance.

### **5.3 Recommendations**

Based on results of the study, conclusion and observations, the following recommendations are forwarded.

#### **5.3.1 Recommendations for Program Implementers**

- The rules and regulations of Nijamati Sewa Ain should be made effective for accountable bureaucracy.
- An effective system of punishment and reward should be implemented as soon as possible for the good governance in every public office.
- The CDO could not take the steps for the punishment of his staff, so the other office should be created in the district to monitor of the DAO Staff CDO himself rather than the regional administration office.
- CIAA District Unit should be separated from the District Administration Office.
- The public hearing program conducting by the DAO should be made necessary, effective and regular in the district to accessible to all service receivers.
- The salary of the lower staff is too low, so it should be increased to reduce corruption. It should be sufficient to meet the basic needs.

### **5.3.2 Recommendations for District Administration Office and staff**

- The staff of DAO should not be lazy. They should avoid the trend to sit out in the winter and talking each other without work during the office period. The required documents should be written in the form, in front of the table of service provider.
- The flow of information should be effective to aware the public.
- DAO also co-ordinate with the civil society and NGOs within the district for the information flow and to make citizen charter effective and attractive.
- The office compound should be green and maintained for the environmental good governance and inside the office should be neat and clean.
- The work for the peon and gardener should be provided the direction by their boss for the management aspect.
- The office staff must avoid the bribe and extra money about different purpose. Likewise, delays in service delivery, nepotism, the accessibility of only a few service receivers are also the irregulations of the office.
- The office staff should adopt the nature to become the servant of the public rather than the boss for public accountability. .
- The direction should be provided for service related office like VDC, municipality and other office to provide the fast services for the public.
- There should be easy accessibility of poor to the service like economic help, recommendation letter for timber, land and so on.
- Complain hearing unit of the DAO and public offices should make effective.

### **5.3.3 Recommendation for the Civil Society and Service Receiver**

- The civil society also must create the pressure for avoiding the bribe, irregularities of public offices.
- The civil society and NGOs should make effective good governance in the district level rather than the notion only.
- The NGOs should co-operate the DAO in the awareness program about the citizen charter and other service provided by the DAO.
- They should raise the questions to keep the lesson about the service provider office in the curriculum of school level.
- If the mistakes and irregularities occurred in the public offices the service receivers should complain with the concern authority.
- Service receiver should have the patient to stay in queue to take services and avoid giving the extra money and bribe. Before giving the amount they should ask for the purpose and bill of payment.
- Service receiver should know the general information before coming in the office about the entire work with the help of relatives or neighbor.

### **5.3.4 Recommendations for Further Research Studies**

- ) Challenges and opportunities of good governance in local office.
- ) Mobilization of service provided office's fund for information flow for the awareness program.
- ) Gender and equity, corruption and irregularity issues in local administration office for good governance.
- ) Impact of delay service in local level and local office.
- ) Similar research should be done in other offices and other district too.
- ) The study of transparency and responsibility and other issues of good governance in formal institutions.

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## Annex - I

### **Public Accountability for Good Governance: A Study on in District Administration Office, Chitawan**

#### **Questionnaire for Service Receivers of District Administration Office, Chitawan**

1. Interviewer \_\_\_\_\_ Date of interview 2063/ /
2. Service receiver No. \_\_\_\_\_
3. Respondent's name (Optional) \_\_\_\_\_
4. Address \_\_\_\_\_ Ward No. \_\_\_\_\_

#### **Basic Information**

**Please answer the following questions by placing a check  sign or the appropriate answer.**

5. Age (Last birthday) : \_\_\_\_\_ (Years)
6. Sex:  Male  Female
7. Ethnic Origin \_\_\_\_\_ 8. Major Occupation \_\_\_\_\_
9. Educational attainment:  informal education  Primary  
 Secondary  Higher education

#### **Objective 1: To find out the quality of public service delivered by District Administration Office on the perception of Service Receiver.**

10. What type of service did you receive from the DAO within six month period?  
 Citizenship  Passport  Economic help  
 NGOs registration  Paper registration  Others.
11. How was the behavior of the DAO staff when you reached in DAO for service?  
 Very good  Good  Not so good  
 Bad  Very bad
12. Did you get the Information easily which flow from the DAO?  
 Yes (easily)  Not so easily  Not at all
13. Do you have the information about the citizen charter?  
 Enough  Little  Not at all
14. Do you satisfied with the time contributing by you in DAO?  
 Very satisfied  Satisfied  Not so much Satisfied  
 Unsatisfied Very  Unsatisfied
15. Who helped you to receive the service from DAO?  
 Self  Village elite  Mediator  Literate relatives

**Objective 2. To find out the irregularities occurred in District Administration Office based on the perception of service receiver.**

16. Did you have the pre knowledge about the official requirement (procedure) needed for accomplishment of work?  
 Yes                       Little                       No
17. Did your expectation fulfilled from DAO?  
 Fulfilled                       Not so much fulfilled     No fulfilled
18. Is there delay service in DAO?  
 Too much delay     little delay                       delay                       No delay.
19. Did the DAO created unnecessary trouble when taking the service?  
 Extreme trouble     Trouble                       No trouble
20. Did you realize the socio-ethnic discrimination in DAO?  
 Yes                       No
21. Did you pay the extra money (bribe) in DAO?  
 Yes                       No
22. Do you know for what purpose you paid the extra money?  
 Yes                       No
23. If yes, how much did you pay? \_\_\_\_\_

**Objective3. To find out the condition of public Services and Service Provided Organization on the perception of Service Receiver.**

24. Do you know the General Information about the Services provided by the DAO?  
 Yes                       Little                       No
25. How is your accessibility in DAO?  
 Good access                       No access
27. How was the environment in DAO?  
 Neat and clean     Dirty                       Very dirty
28. How many times did you visit DAO for the repetition of same work?  
 One time                       Two times                       Three times                       Many times
29. Do you have any suggestion for the Good governance in DAO?  
\_\_\_\_\_

**Thank you**

**Annex -II**



**Photo 1: The researcher taking the interview with the service receiver.**



**Photo 2: The service receivers are taking services from DAO, Chitawan, and the many papers, plastics are spreading in the compound of DAO.**