

CHAPTER -1

INTRODUCTION

1.1 Background of the Study

According to the constitution 2047 B.S, of Nepal, there are three kinds of local representative bodies namely VDC, Municipality and DDC's. And constitutions also have provisions that in the normal condition, the local representatives hold their chair for the five year. Our constitutions has considered the abnormal situation in this regard, constitution clearly reads that the term of local representative body can be extended by one year of unfavorable situation comes before to held new and fresh election but unfortunately we could not meet the aforesaid situations i.e. neither election is held nor the ex- representatives were assigned for the another

Governance is the complex of mechanism, process, relationship and institution through which citizen and group articulate their interests, exercise their rights and obligation and mediate their differences. Governance, a process of political management, aims at maintaining to problems through appropriate mechanism and strategies remaining neutral in providing basic human rights to people and developing both effectiveness and accountability in all activeness undertake at the state level. Governance is terms that applies to the exercise of power in a variety of institutional contexts, the object of which is to direct, control and regulate activities in the interest of people as citizen, voters and workers (Robinson, 1966: 347). It is the exercise of political power to manage nation's affairs (World Bank, 1989: 60).

It also means a human aggregate, mode of people representatives who are acting together on a collective task of a public welfare (Dahal, 1996:5).

Local government is an ancient institution with concept .It is an ancient institution in the sense that some sort of local government had been in existence in every phase of the history of different nations. (Shrestha, 1996:4). The LSGA has made a provision of local bodies at two levels: the DDC at the district level and VDC and Municipality at the local level. Each DDC is divided into 9 to 17 ilakas (areas or sub district). Similarly each VDC is divided into 9 wards and the municipalities are divided into 9 to 35 wards on the basis of area, population etc. In each one of such wards, there is provision of a ward committee made up of 5 elected members one of which must be a woman. The municipalities are classified as metropolis, sub-metropolis and municipality on the basis of population, sources of income and the availability of physical and social utilities. The VDCs (3,915), Municipalities (58) and district development committees (75) are formed and operative under the LSGA (1999). District Council (DC) in the district level, VDC council and municipality council of the local level is the level to determine polices related functions like approval of the budget and programs in it. At present, all the local bodies are defunct due to the decision made by the government not to extend the term of local elected body representative after the term expired in mid- July 2002.

The VDC is the lowest unit of local govt. institutions. Each district have between 13 (Manang) to 114 (Saptari) VDCs. And each VDC is divided geographically into 9 wards, each represented by an elected ward committee. The chairman and vice-chairman of the VDC are elected by the voters of the VDC, on system of adult franchise. One member from each ward is also elected as a ward chairman. These direct elections are held on party basis. The VDC has the mandate to formulate the implement the development plans on the basis of its own resources, grants received from

govt. and from NGOs or CBOs. The VDCs received grants to the tune of Rs. 5 Lakh from the centre. The VDC level projects are executed and co-ordinate through user committees and NGOs. The VDC has to follow the directives issued by the govt. and DDC in relation to the formulation and implementation of village level plans. Their responsibilities to formulate and implement village level plans are significant. However, VDCs are institutionally very weak e.g. VDCs secretary is a govt. employ who is meant to provide administrative support under the direction of DDC chairman. But the secretary's salary (as well chairman and vice- chairman's) has been paid out from the development block grant (Gurung: 2003: 29)

Municipalities are the lower tiers of political institutions for urban areas. In each municipality, voters directly elect a Mayor and Deputy Mayor on the party basis. Members of the municipality council also include one elected member from each ward of the municipality. How many wards there are, depends on the size of the town or city. They have mandate to formulate town devt. Plans and implement the devt. Projects on the basis of there on resources, grant received from govt. of Nepal, DDC and national and international NGOs. The municipalities have to follow the directives issued by the govt. and DDC in relation to the formulation and implementation of Town devt. Program. They can also execute and co-ordinate their programs through user groups and the elected ward committee. The executive secretary of the municipality is an employ of govt. that provides administrative support (Gurung, 2003: 29). The chairman and vice- chairman of the DDC are elected indirectly on a party basis by the chairman and vice- chairman of each VDC in the district (and Mayor and Deputy Mayor of municipalities). DDC members are also elected indirectly on an Ilaka (area basis). An Ilaka is a grouping of several VDCs. Each of the

Ilakas VDC chairman and vice- chairman – on political party basis- elect one of their own to represent the Ilaka at the district. Thus, final size of the districts development Committee can range from 9 to 17 members, plus a chairman and vice- chairman. Members of the parliament of the concern district are ex-officio members (Gurung, 2003: 27).

The prime need of the national development is the development of rural area of Nepal. In multiparty system, particularly in Nepal and the global ware of parliamentary system in general has an importance of local self governance. Today, local government and politics have become focal points of democratic political development Nepal is the synonym of village where about 90% people live in rural area of Nepal. Without the development of the village the nation can not be developed. Therefore, an existence of a strong local self government has been badly felt in need for the national development. In this regards the local government can ply an important role. In this regard local institutions need development of power, autonomy and freedom of decision on local issues. Except the decision of national importance such as defense, foreign affairs, education, finance, national plan and so on it can carry out these functions where are of peculiar concern of the locality such as water supply, sanitation, maintenance of public buildings, running of public utility services, local transport etc. The essence of all function is that they a purely local in charter and need local solution in difference to the requirements of the people inhabiting that locality. Therefore elected representatives of village development community, DDCs have a vital role to lead ahead the development fate of the country.

1.2 Statement of the Problems

After the enactment of local self government (LSGA), for the past several years, many donors and development partners have been providing technical and financial support to strengthen these local self governing institutions. Presently, the 10th plan document is also reassuring fiscal and administrative development along with capacity building initiatives focusing entirely on the goal of poverty reduction. Importance of these attempts there were major issues affecting the effective functioning of the decentralized local governance such as lack of constitutional provisions, dual authority legal inconsistencies, weak management and governance capacity, weak resource base, large number of representatives, inappropriate size of the local governments, lack of indicator based monitoring and evaluation mechanism and inadequate attention to human resource development. However, policy review and the reform initiatives undertaken by the government and development partners were forwarding local governance process in right way.

From July 2002, local government institutions are running in the absence of political representatives. Although, the HMG/ N had appointed the local body and then election was also held at Feb.2006 at the municipality level. But, the constitutional political parties did not take part in that local election. Only about 21 percent vote was concluded on the aspect of that election. Generally, people are not show their interest at that election and consequently, some of the representatives are selected in a few seats. But they could not success for the welfare of public because they are not fully supported overall. Lastly, the political situations of Nepal is totally turned at the middle of April 2006, where king Gyanendra left the right to the people of Nepal for ruling the governance. And House of

Representatives is reinstated and cabinet has decided to dismiss the local appointed bodies.

So, local elected body is totally absent all over the country and the local bureaucracy is running the local government. Hence, in the absent of local elected representatives, the development sector as well as the planning section has been affected. Although, present situation of Nepal is going better on the political piece but in the absentee, of local representatives, there are facing the problems about many of the activities in the favor of public welfare.

1.3. Objectives of the Study

The overall objective of the study is to evaluate the local development planning in the absence of elected representatives.

The specific objectives are as follows:

1. To assess the acuteness of planning process in the absence of elected representatives
2. To examine the people's participation of the planning process in the absence of elected representatives
3. To find out the attitudes and views of ex-representatives and local bureaucrats in the absence of Elected Representatives.

1.4. Rationale of the Study

The elected representatives are the key factor to decentralized development because local bodies have the provision of greater access to and control over development resources. But in the absence of the local bodies, many of the organizations including DFDP is running. So, It is

necessary to know that how this institution coverage all the programs in the absence of local bodies.

When the govt. failed to extend the tenure of the elected political representatives of the local bodies from July 2002, since then the local bodies are run by the central govt. personnel. The experiments to run local self-governing institution have proved that the govt. has become unable to mobilize the development grants and sartorial projects as well as local resources for local development in the absence of popular participation. In the present situation of local governance system of Nepal is different, so the policies and planning system of it is obviously affected and it is wide responsibility to the local communities, local bureaucrats and civil society to handle the development process as their best performances.

So, the time has come to evaluate the performance of all of them. How the central govt. and local communities are responding to service delivery? How much resource is generated? What is the impact of funds flows? Is govt. grants using properly or being misused? How is the status of sartorial devolution? Answers have to be searched to these questions. This study is confined on the impact assessment created due to the absence of elected political representatives and has also tried to provide policy feedback to local governance. Virtually, the various activities to strengthen overall local self governance process in Nepal including DDCs to develop their human and institutional capabilities are being remarkably affected since the absence of elected representatives.

Therefore, the study is concentrated to identify the effectiveness of local bodies in the absence of political representatives in the DDCs which could contribute to evaluate the present status of the local governance process in Nepal.

1.5 limitation of the Study

This study was primarily focused to analyze the local development in the absence of elected representatives in Kailali District. To achieve the above mention objectives, the study was concentrated with those people who are participated in the field of local development and beneficiary groups.

This study did not mean to assess their total presentation and effectiveness of the theme of total programme. My study was proceedings at the DDCs and VDCs of Kailali District where different development agencies including DFDP have launched the programme in the period of the absence of elected representatives. And study was limited on the data available from the visits made in those areas and it was completed as defined in my research Methodology.

1.6. Organization of the Study

This study is divided into six chapters. The first chapter is concerned with introduction of study dealing with the objectives, statement of the problem, limitation and justification of the study. The second chapter deals with the review of the relevant literature. The third chapter contains the methodology used in this study. In the fourth chapter, introduction of the study area of the Kailali district dealing with the socioeconomic characteristics and social, environmental origin of the district. Chapter fifth contains the Data analysis and interpretation of the study area. It further elaborates the effectiveness of local development planning in the absence of elected political representatives. The sixth chapter concludes with the conclusion and recommendation drawn from the study.

CHAPTER II

LITERATURE REVIEW

This Chapter is trying to make clear the conceptual parts of the study with a brief sketch of past efforts and experiences on local government in Nepal. Besides, it has made an overview pioneer works done by scholars or researchers in the field of decentralization. Similarly, some of the foreign scholars' works are also included to over viewing the literatures.

2.1 History of Local Governance in Nepal

Nepal is considered to have very long and rich traditions of local governance from the very dawn of the history. Different Hindu epics like Ramayana, Mahabharata, Kautilya's Arthashastra, Manuskriti, Vedas and Upanishads have inspired to developing institutional framework over the ages. A compressed not exhaustive description is attempted below in order to provide historical accounts of the institutions involved over time in the context of Local Governance (LG). Although the practices are not historically proved, however, some of the references are found during the period of Gopal and Mahishpal ruler in different forms. Practices and exercises of LG were in reality meaningful as they were used in different forms and nature in various periods of history. The Kirant period seems to have been the foundation of local government system in Nepal. Kirant administration system was based on the principle of local autonomy. For the administrative purpose, the Kirants had divided their entire territory into different districts known as "Thum", a cluster of several villages. Each Thum had its' own governor or mini King for the maintenance of law and

order, settlements of disputes, punishment of the criminals and so on. Thums also had their own Panchayat composed of five elected members to solve local problems. Each village had a local government institution called “Panchali” similar to present village development committee. The Panchallis were even empowered to collect tax in order to maintain irrigation canals, religious monument and funeral grounds. Similar local organization governing the life of people was Guthi, a co operative institution to conduct religious festivals, manage health, education, cleanliness and entertainment and so on. The practice of Guthi is still continued and prevailed in many aspects of Nepalese life and society.

Local governance during the Lichchhavi dynasty was found in accordance with the spirit of decentralization policy. The local institutions such as ‘gram’, ‘gram Pradesh’, ‘pur’ and ‘tal’(the terms that Lichchhavi ruler used were mostly used in Sanskrit language) were empowered with delegated authorities to take necessary administrative actions. To fulfill the objectives that had stated in the decentralization policy separate committees of subcommittees- Panchayat or Panchali were constituted in each local government. Prior to the Rana regime, the chief advisors of the king were Tharghar, six ethnic families- Khanal, Aryal, Pande, Pant, Rana and Bohara), who had once used to help Drabya Shah, founder of Gorkha Kingdom, and Bhardar, member of royal family. The daily administration was carried out by Chautara, Mukhtihar, Minister, Kajis, Kapardar, Kihajanchi, Sardar, Khardar, Takshali, Dharmadhikar, Vchari, Ditta, Jitta, Bohora, Subbha, Umraw and so on. This practice was mostly followed at the centre even in the Rana regime.

During Malla period, the central level had two important institutions. They were ‘Bhandari’ (Grand Council) and General Assembly or ‘Council

of Notables'. Not much is known about those institutions. Nevertheless, the Bhandari presumably might be the high level body composed of Chief Minister, Minister, and Prominent aristocrats, Royal Astrologers, Pradhanas, Pramanans and representatives of the people of all localities. Its meeting called asthan had been chaired by the king himself and the main functions were presumably to discuss the major issues of the state affairs. The local administrative units of the state were known as Bhunti, Visaya and Grama. These local institutions were to deal mainly with maintenance of law and order, collection of land resources, security from external aggression, supervision of customs administration, construction and maintenance of temples, rest houses and roads, providing irrigation and sanitation facilities and work as judge of local court deciding minor cases.

During late eighteenth century, prior to unify the kingdom by Prithvi Narayan Shah, time was passed for emergence and extension of small principalities throughout the country. Though the kings in the medieval period gave very less interest and minimum contribution in local governance process, traditionally established Panchayat and Panchali like institutions were being more popular to the people.

King Prithvi Narayan Shah and his successors founded the present state in the second half of the eighteenth century as a result of the territorial unification of tiny principalities scattered over the hills of Nepal. It also brought into existence, for the first time, of the centralized authority structure of the state and administrative control. The administration of the government was based on religious principles, socio-cultural norms and tradition and commands of the absolute ruler, whether the king or the Rana prime minister. However, a community pattern of socio-economic life of the people in their respective areas remained largely unaffected.

In this context, decentralization plans and programmes introduced during the Panchayat period followed different models such as delegated functions model, specific functions model and concurrent functions model. The first decentralization plan (1965), the District Administration Plan (1975) and Integrated Panchayat Development Design (1978) were based on more or less delegated functions model. During the later phase of the Panchayat regime, the decentralization scheme as reflected in the Decentralization Act (1982) and Decentralization working (Management) Rules (1984) were based on the specific as well as concurrent functions model.

It was based on specific function allocation model in the sense that Local Government Institutions (LGIs) as well as the locally operating government line agencies had been assigned more or less similar types of functions. No attempt were made to clearly define the functional jurisdiction between the two types of institutions i.e. the locally elected authorities and the government line agencies such confused functional jurisdiction of the LGIs and line agencies led to the overlapping and duplication of the their responsibilities creating some sorts of functional anarchy at the local level.

Due to these reasons, implementation of all sorts of decentralization plans and programmes were failure. Besides, during Panchayat regime(1960-1990), a number of issues such as the roles and task of Local Government Bodies(LGBs), the relationship between the government line agencies and LGBs, the roles and tasks of legislators versus local leaders, service delivery, overlaps and duplication, the degree of autonomy of LGs, accountability, transparency and the scope of LGs fiscal authority remind unresolved.

2.2 Conceptualization of Local Governance

The terms ‘Governance’ and ‘Good Governance’ are being increasingly used in the Modern discourses of development literatures. In the decade of 1980’s when Structural Adjustment Program (SAP) phased serious implementation problems, the World Bank and other international, multilateral and bilateral donor agencies regarded it as the result of unaccountable, patriarchal, non transparent system of government. For the first time in 1992, The World Bank defined governance as “the manner in which power exercised in the management of the country’s economic and social resources for development.” In 1995, the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD) defined governance as “the sum of the many ways individuals and institution, public or private, manage their common affairs.” Similarly, in 1997, The United Nation Development Program (UNDP) jumped in the fray of its own definition of governance. Similar to OECD definition, UNDP’s definition took into account the relatively weak role of the state in the process of post cold war globalization and emergence of the capitalist, democratic models of development.

UNDP states that “Governance can be seen as the exercise of economic, political and administrative authority to manage a country’s affairs at all levels. It comprises the mechanism, process and institutions, through which citizen and groups articulate their interest, exercise their legal rights, meet their obligations and mediate their differences.” Furthermore, governance is the art of governing, in which every actors involve on governance process have to play a part in moving the society which includes process and culture rather than structure. The governance constitutes three

main actors such as-State, Civil Society and Private Sector. These actors are considered important for sustaining human development.

The State provides the foundation of justice, equity and peace creating conducive political and legal environment for human progress and welfare. Civil Society lying between the individual and the state facilitates to organize and educate communities, arrange political and social interactions and mobilizes the groups and communities to participate in economic and social life. The private sector provides the foundation of economic growth and development by generating employment and income setting and upgrading corporate standards, human resources development and delivering public services. Hence, the governance is the cumulative results of the interaction and cooperation among these three regimes in society's political, economic, social and administrative domains. It is considered that this can have a lasting impact on the life styles and living standards of the citizens. It always requires caution not to think on basis of structural and textual provisions while discussing the constituents of governance. It has to be activated on a sustained basis into practice by both the governors and governed.

Though government is one of the actors in governance, comprised of formal institutions and mechanism that have been set up to make and implement decisions. These include legislative, executive and judiciary arms of the government and both elected officials and bureaucracy. Constitutions and Laws, institutional and structural, management mechanism and administrative processes are the basic components of the government. Likewise, Local government is an authority responsible for determining and executing administrative and developmental measures in the particular place. Local government may further be described as government by

popularly elected bodies changed with administrative and executive duties in matters concerning the inhabitants of a particular place with assigned powers to make decisions by laws for their guidance. Generally, Local government is defined as an authority to determine and execute measures within an area inside and smaller than whole state.

UNDP has developed 9 characteristics of good governance: Participation, Rule of Law, Transparency, Responsiveness, Consensus orientation, Equity, Effectiveness and Efficiency, Accountability and Strategic Vision. In addition, and with particular reference to local governance, the United Nation Centre for Human Settlement (UNCHS) has identified two other critical aspects of good governance: subsidiary and security. In order to ensure governance strategy at all levels, given key actors- National government, Local government, civil society, Research and Training Institutes, Private Sectors, Media and Initiative of the UN to other multilateral agencies must be actively involved in both the coordinating and outreach mechanism. A local body represents not only the Local Opinion but also helps the central government to formulate genuine policies for betterment of the locality and in turn the country.

Local government, therefore, refers to the operation of Corporations, Municipalities, District Boards, Panchayat and other bodies which are entrusted with the execution of functions relating to and concerning the residence of a given area or locality. These functions do not concern the community as a whole, but embrace only a portion of the total population and territorial area of the state. The essence of all such functions is that they are purely local in character and need local solution indifference to the requirements of the people inhabiting that locality.

The extent of the territory covered and the number of persons ruled over there do not make any differences in the nature of the local government. Besides, local government is an autonomous, authentic and elected political authority which acts, decides and functions within defined area to provide services and to fulfill others needs of people whom it represents and entrusts to maintain law and order within the boundary. To make the local government successful, local people should be free to organize themselves for political, economic and social democracy and self-governance. Institutionalization of local politics, local autonomy, and modern structure of local government bodies, good governance, sound political structure, user's group and impartial non-parties mass media are some of the pre requisite aspect of local self government.

However, finical decentralization from central to local level is crucial for the promotion of autonomy and people's participation in local governance process. Emphasizing on fiscal decentralization Human Development Report, 2003 asserts:

Devolving decision-making to local authorities' risk being an empty gesture unless backed by sufficient financial resources, administrative capacity and mechanism for holding those authorities accountable. But much of the needed funding needs to be devolved from above. Devolving spending does not risk fiscal irresponsibility, as some argue, nor does it make councils hopelessly dependent on higher authorities, as other claim as long councils has some power to decide how to use the funds...Yet must central governments have failed to devolve adequate funds for local service delivery, sometime this is because they derive substantial tax revenues from certain sectors, such as forestry or mining, and want to retain control over

them rather than turn them over to local councils or communities. But without fiscal decentralization, efforts to decentralize are inevitably stymied.

Local government is an ancient institution with modern concept (Muttalib and Khan, 1983). It is an ancient institution in the sense that some sort of the local government had been in existence in every phase of the history of different nations. Similarly, local government is also called an institution with modern concept in the sense that:

-) Unlike in the past when local government used to perform merely some regulatory functions, the present local government performs multi-faced functions including the activities of socio-economic development and devolving of goods and services to the local people in the capacity of a multi-purpose institution.
-) Unlike in the past, when local government had not invariably been an elected body, the present local government in every democratic country is generally elected by the local people thereby promoting democratic values at grass-root level; and
-) Unlike in the past, when local government used to be generally perceived as an administrative outpost of the central government. Presently local government being responsible and accountable to the local people occupies prominent place in the hierarchy of governments.

The emergence of these new values and dimensions has caused even the replacement of the traditional nomenclature-local self government by what is now termed as 'local government' reflecting the emphatic shift in its importance, significance and role in the governance of local affairs(sharma, T.N., 1996: p.5)

2.3 Local Self-Governance: An Introduction

In a developing political system, a spate of new trends emerges. Decentralization is one of the most important dimensions of the political system of today. Democratization of the political system means steps towards installing a government by the consent of the governed. The 1980's can be best characterized as an era of participatory revolution, especially in the Third World Countries. Many social groups such as woman, youths, student, rural people, and minorities campaigned vigorously for better and equal opportunity in the political system. Many of the Third World Countries have been increasingly recognizing people's role in politics.

Democracy is a system of government which provides an opportunity to the people to play an active role in politics, as one would like to perform a variety of roles in the society. The most rational political theory tells us that democracy is a system of government that allows citizens to take part in the government in an institutionalized way where the fundamental decisions are being made for them. Many people think that local self government means community government which co ordinates the activities that are concern with the local community. However, this concept limits its scope; local self government practices reveal that it is not just about local services. Local institutions of villages, towns, districts, provinces, countries, etc are the sole foundations which can protect and promote the interest of a locality. A local body represents not only the local opinions but also helps the central government to formulate genuine policies for the betterment of the locality and in turn the country.

Broadly speaking, the term local self government is connected with mainly two aspects- governance and development. The concept of governance is closely associated with decentralization as it is concerned with

power an authority. Yet, the place occupied by decentralization in the development literature is a recent phenomenon that has grown steadily after 1970, a period, when many of the Third World Countries attempts to adopt *decentralization as a means for development*. (Thapa, G.B., 1998: p.2)

Today local government and politics have become focal points of Democratic political development. But, without decentralization authority, the local government cannot act as an autonomous entity. In highly developed countries like UK, Germany, US etc, the power and position of the local government is continuously guaranteed. In Nepal, however, only the directive principle of state policy in the constitution of the Kingdom of Nepal (1990) vaguely mention local self- governance article 15(4) of the constitutional carries a few words on decentralization but not on local self-government.

The state policy is thus silent on the distribution of central power to the local government. Moreover, every country may have a local government but not necessarily a local self government with sufficient powers in legislative and economic matters. And Nepal is no exception. The political units such as VDCs, DDCCS, Municipalities, and other public organizations like government-owned corporation etc conduct their functions largely under the central government's directions. Therefore, Nepal requires an effective policy on decentralization and local self-government .Lack of political commitment, indifference in political values, and discontinuity of efforts, inefficient strategies for the implementation of decentralized functions are some of the obstacles to effective local government in Nepal. (Sharma, Prem, 1998: p.74)

2.3.1 Local Self- Governance Act (LSGA)-1999

The promulgation of the Local Self- Governance Act (LSGA)-1999 and its Associated Rules (2000) provided sound legislative framework for the development of DLG. LSGA included most of the proposals made in the Ninth Plan to devolve wider authority for planning, service delivery and revenue generation for the LGs. It, further, aims as stipulated in its preamble to participate the sovereign people including the ethnic communities, indigenous people and down trodden (dalits) as well as socially and economically backward group in bringing out social equality in mobilizing and allocating means for the development of their own region and in the balanced and equal distribution of the fruits of democracy in the process of governance by way of decentralization.

Similarly, it states to have institutional development of local bodies capable of bearing responsibility, by providing such responsibility and power at the local level as is necessary to formulate and carry out plans. It's another important aspects is to institutionalize Local Government Institutions (LGIs) through local autonomy. Furthermore, LSGA has presented its Principles and policies as follows:

Devolution of powers, responsibilities and means and resources as are required to make the Local Bodies capable and efficient in local self-governance.

-) Building and development of institutional mechanism and functional structure in Local Bodies capable of considering for local people and bearing responsibilities.
-) Devolution of power to collect and mobilize such means and resources as are required to discharge the functions, duties, responsibility and accountability conferred to the local bodies.

-) For the purpose of developing local leadership, arrangement of effective mechanism to make the local body accountable to the people in its own areas.
-) Encouraging the private sectors to participate in local self governance in the task of providing basic services for sustainable development.

2.3.2 Main Features of the Act

-) It is a unified act of local bodies that defines the principles and policies of decentralization;
-) It has devolved wide sector functions to LGs;
-) It has established a Decentralization Implementation and Monitoring Committee(DIMC) to monitor whether the objectives, policies and provisions are followed;
-) It has also established a working committee to execute the directives of DIMC;
-) It has enable a creation of a Local Government Finance Commission (LGFC);
-) It has made provision for revenue sharing between local and central government and among LGs;
-) It has made provision for 20% representation of woman in VDCs and municipalities and provision for the representation of the deprived and disadvantaged group in LGs;
-) It has provided for more accountable and transparent LGs through village, municipal and district councils, committee systems and audit committees;

-) It has expanded the taxation and service fee collection authority of LGs and recognized some rights of LGs over natural resources;
-) It has made participatory bottom – up planning, periodic planning, resource mapping and establishment of an information centre for LGs;
-) It has made LG funding a mandatory function of HMGN;
-) It has made LG capacity building a sector ministry responsibility;
-) It has authorized District Development Committee (DDC) to open sector units to take over the work of government line agencies;
-) It has authorized DDCs to hire their own staffs; and
-) It has recognized LG association and made provision for representation in DIMC.

The act has laid tasks to be performed by the central government and LGs as well. According to LSGA, the government is responsible to implement policy, coordinate and monitor decentralization through DIMC; monitor and supervise LGs; build the capacity of LGs; depute secretary to LGs and other staffs upon LGs' request; coordinate administrative boundaries; classify LGs; and hold elections and suspend or extend the tenure of LGs. Similarly, the local governments are responsible to deliver sectoral services such as education, health and agriculture by establishing their own sectoral units; prepare long and short term local policies, plan and programmes; co-ordinate and build partnerships with civil society in programme planning and service delivery; and raise revenue from local taxation, fees and other sources.

2.3.3 Institutional Framework

Nepal has a two-tier system of local governance, with village and Municipalities as the lower tier and District Development Committee as the higher. These are the units of LGs. All VDCs are divided into nine wards. Municipalities are divided into a minimum of nine Wards but the maximum number is not specified. Wards are the smallest units of LGs. Each district is divided into nine to seventeen Ilakas that are cluster of VDCs and Municipalities. Each Ward has Ward Committee (WC) made up of the five elected members, one of which must be women. VDC Board and the Municipal Board run LGs' affairs. Village Councils (VCs) and Municipal Councils (MCs) meet biannually and approve VDC and Municipality policies, programmes and the budgets.

The chairpersons, vice-chairpersons, ward member and six nominated members representing women, Disadvantaged Groups (DAGs) from the VCs, MCs have a similar structure but number of nominated members can be a maximum of twenty. There are 3915 VDCs, 58 Municipalities and 75 districts in Nepal. Each District has a District Council (DC), which serves the same role as VCs and MCs, and an executive committee (DDC). The DCs meet annually and are made up of Mayors and Deputy Mayor of Municipalities, VDC Chairperson and Vice- Chairpersons, DDC Chairperson, Vice- Chairperson and Members, the District's Members of Parliament and 6 nominated members. Provision is made for Village, Municipal and District executive bodies to nominate additional members of the weaker section of society and of them one must be a woman.

There is a provision for sectoral committees and an audit committee in each LG. VDC chair person, vice-chair person, mayors, deputy mayors, ward chair persons and members are elected by adult franchise. All these

elected officials elect their respective Ilakas member as well as president and vice- president of DDC. The Ministry of Local Development (MLD) appoints LG secretaries. At DDCs, it deposes additional professional staffs such as accountants, Engineers and Planning Officers. LGs generally appoint lower level staffs, although, some DDCs have started to appoint professional staffs themselves.

2.4 Present Status of Local Government

The popular movements of 1990 restored multiparty democracy in the country. The directive principles of the contemporary constitution of the kingdom of Nepal has described “ It shall be the chief responsibility of the state to maintain conditions suitable to the enjoyment of the fruits of Democracy through wider participation of the people in the governance of the country and by way of decentralization.....” However, it has not specified structures and the role of LGBs.

Articles 46.1(c) stipulates the provision regarding the National Assembly-“fifteen members, three from each of the development regions, to be elected in accordance with law on the basis of the system of single transferable vote by an electoral college consisting of the chief and deputy chief of the village and town level local authorities .” similarly, Article 104.1 of the constitution mentioning the functions, duties and powers of the Election Commission has said – “ the Election Commission shall , subject to the provision of this constitution and other laws, conduct, supervise, direct and control the elections to Parliaments and Local Authorities at the village, town and district levels. For these purposes, the Election Commission shall prepare the electoral rolls of the voters.”

After the restoration of multi-party democracy in 1990, the architect of new Parliamentary Democracy demonstrated their commitments towards local self governing institution as fundamental component for the consolidation of newly established democratic political order and acceleration of the development process from the bottom. In 1991, new government was formed. The government formed a High Level Administration Reform Commission. The local institution was renamed as Village Development Committee (VDC), Municipalities and District Development Committee (DDC) in place of Panchayat. The three separate Acts- the Village Development Act, Municipality Act and the District Development Act dealing with objectives, structures, and functions of local bodies were enacted. These Act described the objectives of the local bodies as to hand over the responsibility of local development to the local people through decentralization by way of active participation of local people in self-governance and development activities through the institutional development of multiparty democracy from local level.

The first local election was held under these Acts in 1992. The newly elected local bodies were very enthusiastic to lead local self-governance and exercise maximum power and authority under the democratic dispensation. The National Association of Local Authorities- the National Association of Village Development Committees in Nepal (NAVIN), Municipal Association of Nepal (MuAN) and Association of District Development Committees of Nepal (ADDC/N) were formed so as to strengthen their voices and to enhance the spirit of decentralization and local self-governance in Nepal. The Eighth Five Year plan (1992-1997) and its enactment was another effort made in the development history of Nepal, clearly underscored its broad objectives: poverty alleviation, sustainable

development, reduction of regional imbalance and the promotion of rural development through decentralization of power and popular participation of people at the grass roots level. In 1996, a High Level Decentralization Co-Ordination Committee (HLDCC) led by the-then Prime Minister Sher Bahadur Deuwa, was formed. Based on the recommendation of HLDCC, the Local self-Governance Act (LSGA) was enacted in 1999.

Prior to enacted of Local Self- Governance Act, The Ninth Plan (1997-2002) presented clear view to increasing people's participation in development work through decentralization for creating the people' ownership and responsibility for local development work using local resources properly by involving common people in plan preparation, implementation, monitoring and evaluation. Besides, The Ninth Plan also placed emphasis on the institutional capacity development of local bodies.

2.5 The Tenth Plan (2002-2007)

Presently, the tenth plan document is also supporting fiscal and administrative devolution along with capacity building initiatives focusing entirely on the goal of poverty reduction. The plan has emphasized the local people's participation in the decision making and implementation process placing special attention on woman's empowerment and their access to the participation in management for increasing gender equality at the local level and made special provision for the woman's leadership training. In reference to decentralization, the tenth plan has set the strategies to:

Give autonomy to the local bodies for performing duties pursuant to the objective of Local Self-Governance Act, 2055(1999), enhance the institutional capacity of local bodies for enabling them to deliver services to the people, and for enabling them to function responsibility, enhance the

people's participation in the local development process extensively and make local bodies capable of mobilizing internal and external resources.

As a matter of fact, the failure and success of decentralization scheme depends upon the various factors such as- strong political and bureaucratic commitments, well organized and equipped organization structure, strong and well managed financial conditions and people's participation in the governance process. But, the present political instability is being serious constraints to strengthen local governance process in Nepal.

2.6 Review of Selected Pioneer Works

Along with above-mentioned efforts by the prominent actors involved in the local governance process, some academicians have also carried out research works in this field. Here, some of the selected works are being reviewed relevance to study.

The book entitled- *The Concepts of Local Government and Decentralization* written by Tulsi Narayan Shrestha, is one of the significant endeavors in this field. The author has divided the book into two major parts- the first part deals with the concepts of local government, the jurisdiction of local government institutions, the diverse models and institutional frameworks, relationship between central and local government and need of democratic local government institutions. The Second part broadly deals with concepts of decentralization, its forms, types and scope, decentralized planning and variables determining the success of decentralization. Further, the author has linked local governance process with decentralization. Addressing local government and decentralization, he said, "Local government without decentralization merely becomes an extended bureaucratic arm of the central government and vice-versa"

Another precise work done by Shrestha, *Nepalese Administration: a Historical Perspectives*, focuses general part of administration right from of administration right from the time of Kirant to Rana period. The author narrates briefly but analytically the fascinating story of the evolution of the very dawn of recorded history to the last days of Rana regime. The book is useful to understanding historical evolution of local governance in various stages of Nepalese history.

Promise and Limitations of Decentralization study done by 'James Manor' has examined the implication of the current wave of decentralization in less developed and developing countries especially its promises and limitation for rural development. This study is based mainly on empirical evidence drawn from experiment with decentralization in a large number of countries.

This study is divided into four parts. First part has defined the terms related to decentralization focusing on three types of decentralization: deconcentration or administrative decentralization, delegation and devolution or democratic decentralization and various levels to which power and resources are decentralized- to the local level or to one or more intermediate level or to the both. Second part has examined the encounter between decentralized institutions and environments in which they must operate. This part has focused on how politics and state society relations impinge on decentralization institutions and vice-versa. Third part has discussed the advantages and disadvantages which attend decisions to centralize to both the regional level in a political system and to the local level, rather than to jump one of these. Similarly, the promise of decentralization is assessed in forth part.

In the book entitled- *The Challenge of Good Governance: Decentralization and Development in Nepal*, the author, Dev Raj Dahal, has developed some new concepts and links relating to the internal political process in the context of global environment. According to Dahal, the major attributes of good governance are- accountability, legitimacy and transparency. He argued that political commitment is essential for the success of decentralized local self governance in Nepal. He has stated a civic society with a democratic political culture with its accountability downwards to the people requires courageous leaders who are committed to diffuse power, rather than concentrate it, and are willing to devolve power and wealth to the people, empower them and make their inclusive in the development process. In Nepalese context, he has said, “It is becoming less credible to doubt the merit of using decentralization incentives for local self government.”

Decentralization and Development: A case study of Nepal is a Ph.D. dissertation submitted by Nani Ram Subedi. With the objectives to identify interrelationship between decentralization and development in Nepalese context, to analyze strength and weakness of local government institution in the context of decentralized development and to discuss the challenges of decentralized development along with needed perceptions for future. Dr. Subedi has used various tools such as primary and secondary sources, structures, semi- structured and unstructured questionnaires, focus group discussion with human rights activists, personal communication and direct observation. While interpreting the collected data; he has used tables and charts, statistical graphs, qualitative information, inventories and comparisons to make the study more applicable and practical.

In the words of researcher, “decentralization and development are integral parts of the concurrent development model.” He had tried to display the worldwide trends of decentralization and focused mainly in Nepal. Conceptually, he is clear to show the relation between decentralization and development. The study has pointed out the impacts of decentralization in development parameters such as increment of productivity and income, protection of environment, increment of liberty, growth and prosperity of civil society, decrement of social hazards and protection of human rights. Besides, he has also mentioned that if decentralization is objectively implemented at any country and any location, the above mentioned development parameters become meaningful and development initiatives become beneficial according to the interest of those who are targeted. The objectives of decentralization are meaningful if they development is turned over as people centered development. He has further included the terms like social relation, human condition and capabilities and institutions in the society which are important if the development thought as taken into account practically.

Finally, he summarized the finding of his research in chapter seven and recommended to restructure local level political process, to determine national standard of living, to make government sector more prestigious than others, to stop corruption to be decentralized, to catalogue the roles of civil society organizations and to determine capacity building frameworks. Though, the dissertation seems more practical than theoretical in the field of decentralization for development.

The Ph.D. dissertation submitted by Rabindra Khanal, entitled – Local Self-Government in Nepal: A study of Democracy at the Grass-roots 1990-2000 is aimed to analyze the decentralization measures taken by the state in

terms of democratic innovation of 1990s; to examine the role of local self-government in the democratization process of Nepal and to analyze the local self-government in promoting democracy at the grass-roots. The researcher has used different tools to collect data during his study as-primary sources which include governmental and non governmental documents, election manifestoes of different political parties, speeches given by the political leaders on the theme and non formal talks with different local government officials, bureaucrats and political leaders. And for secondary data, he has used both published and unpublished books, research reports, seminar papers, academic and professional journals, news magazines and news papers and internet websites of related topics.

Dr. Khanal has presented local self-government and decentralization as the fundamental element to promote democracy in Nepal. The researcher has made an attempt to throw light on the role of local self government and decentralization to strengthening the overall process of Nepal. According to him, the local self government institutions are the basic units for people's participation to choose what is best for them. Similarly, he has also discussed the actors of LSG and the relationship between the central government and the local self government institutions. Moreover, the study has discussed the powers and functions of the elected local bodies as directed by LSGA. The research is based on the theoretical analysis rather than practical and applied structure.

The book entitled- *Local Development Planning in Nepal: an Empirical Experience* is another academic persuasion carried out by Dr. Prem Sharma. It is a significant contribution in this field relating to local development planning process at local government level. The work has come out with the objectives to identify the strength and importance of

people's participation on local development programs, to explain the main constraints and implication on the formulation, coordination, implementation and monitoring of the project planning, to review and analyze the existing practices and their strengths and weaknesses with respect to local project planning and to explore an appropriate and a conducive approach for local planning. Virtually, the book has discussed new concept of development planning such as hardware and software planning. Dr. Shankar Sharma, Vice- Chairman, NPC, has made proper evaluation in his foreword statements. He has said, *“The book Local Development Planning in Nepal written by Dr. Prem Sharma is a new attempt to pursue grassroots level planning approach in Nepal. It has set a new inquiry to identify the status of locals, especially Rural People in local development activities. The study has probed out the ground realities of weaknesses and strength hitherto local development planning in Nepal. The author has objectively examined in depth the experiences of local bodies i.e. DDCs and VDCs, which are the main stakeholders of local development in Nepal.”*

Virtually, the study has tried to highlight the status of local institutions in terms of their project formulation, mobilization of resources, including people's participation and identifying their constraints and prospects. In addition, emphasis has given on popular participation in local development endeavors. The entire book is divided into six chapters. The first chapter includes the methodology of the study, and introduction of the subject matter of research area. The second chapter discusses conceptual framework of development planning and historical development strategy of Nepal during Lichchhavi period to present. Similarly, the third chapter also analyzes the concept of people's participation and concept of local governance as a reliable approach for rural development. The book has highlighted on efforts

in pursuit of local governments since the inception of Party less Panchayat System onto the restoration of Multiparty Democracy in 1990. Furthermore, it has analyzed the policy reform initiatives on local governance after 1990 to 2000. The western Development region has been specified as the empirical study area. The fourth chapter assesses people's participation in local development planning in the western development region along with their modes and status. The fifth chapter deals with problem in project planning, implementation and monitoring and evaluation. The sixth chapter presents the finding of the study and recommendation. The book is based on both analytical and empirical methods of the studies. The empirical aspects of the study has exposed to the ground reality related to local development planning. In the conclusion, DR. Sharma has said, "*Development planning without popular participation makes no sense and strategy for sustainable development beyond users' needs becomes void. Participation makes people feel belongingness which in turn brings a sense of ownership and it imparts knowledge, ideas and skills along its involved experience.*"(p.155)

Recently, another comprehensive study entitled- *A study on Local Governments in the absence of popular representatives* has been carried out by Prof. Dr. Yagya Prasad Adhikari. The study has covered two and half year's performance of local government in the absence of elected representatives. According to the book, from the last July 2002, the local governments are being run by deputized personnel of central government. Once, there had been also an experiment of nominated committees. However, these committees could run no longer. In this period, the central government is unable to mobilize and utilized development grants and sectoral projects as well as the local resources for local development effectively. Also the local governments are being unable to prioritize needs

and aspiration of the people. The practice of nominated and government committees to run local governments is totally against the spirit of Local Self Governance Act-1999, which has impeded the decentralization efforts made in the last ten years in the country. With specific objectives, the study is confined to carry out the performance of the local governments and perception of the local people on the performance of local governments in the absence of political representatives. It has identified the possible factors that has affected the performance of local governments and formulated the set of alternative recommendation to improve the effectiveness of local governments in such a difficult period. The study is trying to answer the issues, such as efficiency and effectiveness of resources mobilization, service delivery, planning and programming, status institutional capacity, partnership and interagency coordination building. The study is based on field in 15 DDCs, 40 VDCs and 12 Municipalities from five development regions. Including a wide interaction with local governments association (NAVIN, MuAN, and ADDC/N), international donor agencies, and local governance programs components, local governmental partner organizations (LDTA, Urban Development Training Centre, Rural Development Training Centre.....) and central and local government's agencies. The study is published in a book form with seven major headings and seventy two sub heading. The study has not only provided the detail impact on resources mobilization, service delivery, planning process, responses of key actors, capacity-building of local government, partnership building with stakeholders and interagency coordination but also has given a brief sketch of past efforts and experiences on local governments in Nepal and threat to local governance process due to Moist insurgency and uncertain political scenario.

CHAPTER – III

RESEARCH METHODOLOGY

The present study is based mainly on primary data and secondary data and information. A variety of methods were used for studying and preparing the research paper. The research was conducted with the help of local people, Bureaucrats of local body and ex-elected member of Kailali district. In order to review the macro level situation, secondary information on local governments consisting of governments policy documents, legislative and regulatory provisions and donors, INGOs and professional institution's programs documents and reports were studied.

Additionally, to conceptualize the local governance, books, seminar papers, journals, newspapers and magazines, published on local governance were also studied. However, in order to make the study investigate and analytical to the maximum possible extent, efforts were made through structures, semi-structure questionnaires with selected key informants at local level i.e. Kailali district. Both primary and secondary sources of information are used. Since the subject matter is concerned with past and present, descriptive and analytical methods of study was adopted on the basis of available information.

3.1. Research Design

A descriptive as well as analytical Research design was adopted in order to analyze and interpret the qualitative and quantitative data collected from the study area. Such a research design helps to fulfill the above target.

3.2. Nature and Sources of Data

The present study is focused on primary data and information. But to support them secondary data was also be used. Appropriate methods were

used for studying and preparing the research paper. The study was conducted with the help of local people, local leaders, professional involving different development sectors and other related agencies and specially focused on local people.

3.3. Method of Data Collection

3.3.1. Primary Data Collection

The Primary data were collected through various tools of data collection as follows;

3.3.1.1. House hold / Questionnaire Survey

The household/ questionnaire survey was conducted to gather the necessary information from the study area. The questionnaire was focused on the objective of the study. Questionnaire was filled up through the information given by respondents.

3.3.1.2. Key informant interview

In order to support the data and information some key informants were interviewed formally and informally. The interview was taken as cross checking the data obtained from questionnaire. The VDC members, ex-Representatives, local bureaucrats and different professional and Stakeholders who were concern to the local body, were the key informants for the study.

3.3.1.3. Focus Group Discussion (FGD)

The focus group discussion was held in study area. The discussion was focused on the ex- Representatives, local bureaucrats of kailali District particularly on my study area.

3.4. Secondary Data Collection

The secondary data were collected from published and unpublished books, journal, various research paper, relevant magazines, newspapers, DDC/VDC report, CBS report and other agencies report related to study.

3.5. Analysis and presentation of Data

The data collected from different sources were processed, tabulated and analyzed, quantitatively and qualitatively by using simple statistical tools. Besides this graphical presentation, bar diagram, pie-chart, Maps was used to supplement the presentation for supporting the study.

3.6. Rationale of the selection of study Area.

The area of the study is Kailali district. Kailali district is one of the Hilly and Terai region lies in far western development region of Sati zone of Nepal. It is spread in 3235 square kilometers. The study is confined with in DDC where there are two municipalities and 42 VDCs and politically it is divided into five constituencies. The population of Kailali district is 417891/614691 according as 048/058 respectively. Where 60928/94395 households are according as 048/058. The literacy rate of male persons is 66 percent whereas the female is 43 percent.

Kailali is one of the multicultural, multilingual, heterogeneous caste and diversity in geographical condition with very remote district of Nepal where very rich as well as very poor people are lived. In that district, Tharu and Dalit community are also live in that district and they are really far from the development. They may listen about the word development but they rarely taste about the fruit of development. The people of that district are underdeveloped in every sector and maximum of women and socially disadvantage group are also live in that district. So, diverseness of the Kailali District attracts me for choosing the selection of study area.

CHAPTER- IV

INTRODUCTION OF THE STUDY AREA

As Mentioned above, Kailali District is the universe of the study. Before analyzing data, in this chapter, attempts have been made to highlight the general setting of the study area.

4.1 The Setting

4.1.1 District Overview

Kailali District is one of the hilly and plain district lies in the far-western development region of Seti Zone of Nepal where the area covered by hilly region is 40.3% and terai region is 59.7%. It is spread in 3235 square kilometers.

4.1.2 Geographical Location

Longitudinal and latitudinal location of the district lies between 28°00' (degree Centigrade) 22' (minute) North to 29° 05' North and 80° 30' East to 81° 18' East respectively. It lies at minimum altitude of 1950m from sea level. Karnali River, Bardiya and Surkhet districts to the East, Uttar Pradesh(UP) of India(Lakhimpur, Khiri) to the South, Kanchanpur and Dedeldhura districts to the West and Doti, Dedeldhura, Surkhet districts to the North around the boundary of the District. Mahendra Highway touches the district with maximum length. The main rivers of the district are Karnali, Mohana, Khutiya, Patheriya, Shishaganga, Gouriganaga, Kanara, Gulara, Godaberi, etc. And Ghodaghodi, Jokhar, Tilku, Bahedababa and Koilahi are major lakes of the district.

4.1.3 The Climate, Rainfall and Temperature

The climate in the district varies from Tropical to Sub-Tropical. Northern parts of the district get less hot than the southern part at summer season whereas in the winter season, the southern parts of the district has covered by fog etc. The rainfall is 1840mm yearly in average. The maximum recorded temperature is 43 degree centigrade and 24 degree centigrade (minimum) at summer season whereas in winter season, the maximum temperature is 19degree centigrade and minimum at 5 degree centigrade.

4.1.4 Political Division

The Political division of the district is as follows:

Table -4.1: The Political Division of kailali District

S.N.	Particular	Number
1	Number of constituencies	5
2	Ilaka	13
3	VDC	42(7at Hill area, 35at Terai area)
4	Municipality	2(Dhangadi and Tikapur)
5	Households	94430

Source: District Development Plan (DDP)-2062/2063.

4.2 Socio-Economic Condition of the District

The socio-economic condition of the district is given on the basis of various parameters which are described as below:

4.2.1 Population

According to CBS, 2001; the total Population of the district is 616697 among which male population constitutes 312311(50.64%) and female population constitutes 304386(49.35%). Population density is 190.63 per

square kilometer and the rate of population growth is 3.93%. Average household is 6.53 and per capita income is Rs.6824.

4.2.1.1 Population by Religion

Table- 4.2: Population by Religion in Kailali District

S.N.	Religion	Percentage
1	Hindu	98.60
2	Buddhist	0.39
3	Islam	0.67
4	Jain	0.04
5	Christian	0.09
6	Sikh	0.02
7	Others	0.21

Source: Population census, 2058

4.2.1.2 Population by Caste/ Ethnic Groups

Kailali District is a common habitat of various castes and indigenous people. Majority of the people are Tharu followed by Chettri and others (see table-4.3)

Table- 4.3: Population by Caste/ Ethnic Group in Kailali District

S.N.	Caste/ ethnic Group	Percentage
1	Tharu	43.7
2	Chettri	17.42
3	Brahman	10.73
4	Kami	6.81
5	Magar	3.88
6	Thakuri	2.94
7	Damai	2.10
8	Others	12.41

Source: Population Census, 2058

4.2.1.3 Population by Language in kailali District

Nepal is a multilingual, multiethnic and multicultural country. Different languages are spoken in Kailali District (see table-4.4)

Table-4.4: Population by Language in Kailali District

S.N.	Language	Percentage
1	Tharu	41.76
2	Nepali	52.37
3	Hindi	0.77
4	Magar	2.02
5	Maithali	0.38
6	Others	2.70
7	Total	100

Source: Population Census, 2058

4.2.1.4 Population by occupation

Table-4.5: Population by occupation in Kailali District

S.N.	Occupation	Percentage
1	Agriculture	79.8
2	Non-agriculture	20.2
3	Others	100

Source: Population Census, 2058

4.2.2 Educational Status

The statistical survey shows the literacy rate of people in Kailali district is 52.06 % where the rate of male people is 63.2% and female is 40.41%. There are 546 educational institutions among which 1 degree

college, 14 private colleges with higher secondary school, 89 secondary school, 72 lower secondary school, 366 primary school where 22 secondary, 8 lower secondary, 199 primary schools are under the government. And 67 primaries, 17 lower secondary, 33 secondary, 6 higher secondary and 4 technical institutions are in private sectors. There are 100 primaries, 47 lower secondary, 34 secondary, 8 higher secondary and 1 master degree colleges in community level. The total population of the student at Kailali district is 141985 and teachers are 1474. However, many of the people lack school education due to distance parameter, and other socio-politico-economic circumstances.

4.2.3 Health Condition

The average life expectancy of the people is 53 years. The hospitals and clinic facilities seem oriented in urban areas than rural areas. The situation of health condition is shown as follows:

Table- 4.6: Health Condition in Kailali District

S.N.	Particular	Number
1	Zonal Hospital	1(50 beds)
2	Eye Hospital	1(150 beds)
3	Primary Health Centre	5(29 beds)
4	Health Post	8
5	Sub- Health Post	30
6	Ayurvedic Aushdhalaya	4

Source: DDC/IRC Kailali District: An Introduction, DDC Kailali, 2061

4.2.4 Agriculture

Nepal is an agricultural country. Economic survey of 2003 shows 39% of National Gross Domestic Product (GDP) constitutes agriculture in the country. Since, the population of the Nepal increases day by day at a rate of 2024% annually; there is extensive pressure on agricultural land. In the rural area, mostly the hills and mountainous region are characterized by serve poverty, agricultural stagnation wide range of disparity and insecurity. Those people depending upon agriculture are almost following the traditional culture of farming. (See Table-4.7)

Table- 4.7: Agricultural Status of Kailali District (2062/063)

S.N.	Particular	Area(In Ha)	Production(In Metric Ton)
1	Paddy	57510	170794
2	Millet	200	180
3	Wheat	21500	51600
4	Barely	150	180
5	Mustard	22400	14560
6	Potato	2500	37500
7	Sugarcane	2400	112800
8	Sunflower	15	18
9	Maize	16590	24840
10	Pulse(Dal)	21750	15213

Source: District Development Plan (DDP)-2062/063

Besides, various Pulses and agricultural products, the livestock also consumed in the district. Easy access of fodder and good climate condition favors livestock farming convenient there. Milk production and meat

production are other important sectors in agriculture. The actual number of livestock is shown as below:

Table- 4.8: Number of Livestock in Kailali District in the year 2062/063

S.N.	Livestock	Number
1	Cattle	193158
2	Buffaloes	124901
3	Sheep	21207
4	Goat	117221
5	Pigs	316000
6	Poultry	54000

Sources: District Development Plan (DDP)-2062/063

Similarly the following table gives the status of livestock condition in Kailali District.

Table- 4.9: Condition of Livestock Production in Kailali

S.N.	Particular	Production(In Metric Ton)
1	Milk	39815
2	Meat	2845
3	Egg	4326

Sources: District Development Plan (DDP)-2062/063

4.3 Development Aspects

4.3.1 Communication

The actual status of communication in the district is not satisfactory. Telephone facility is concentrated in the district headquarter and near by areas only. Access of telephone, computer, fax-machines and email-internet

is sufficient in urban areas. But, remote villages are far from such facilities. The overall communication facility is summarized in table as below.

Table-4.10: Communication Facility in Kailali District

S.N.	Type of Communication	Number
1	Post Box	65(35 Distributed)
2	Telephone distribution	4246
3	Telephone Access	28 VDC and 2 Municipalities
4	Mobile Distribution	Running
5	F.M.	1
6	Express Delivery	Dhangadi – Kathmandu
7	District post office	1
8	Additional Post office	33
9	Ilaka post office	13

Sources: District Development Plan (DDP)-2062/063

4.3.2 Transportation

Transportation is one of the most important physical infrastructures of development. The situation and types of transportation in Kailali District is shown below:

Table- 4.11: Transportation in Kailali District

S.N	Transportation	Length(In Km)
1	Black topped road	159
2	Graveled road	516.75
3	Non-graveled road	926.3
4	Mahendra Highway (no. of Bridges)	61
5	No. of Calvert	932

Sources: District Development Plan (DDP)-2062/063

4.3.2.1 Means of Transportation

There are various means of Transportation in Kailali district. In the urban city (Plain area), maximum number of Motorcycles, Rickshaws, Tempos are the means of transportation. The actual picture is shown in the table-3.12.

Table- 4.12: Means of Transportation in Kailali District

S.N.	Particulars	Numbers
1	Bus	187
2	Truck, Dumper, Roller, dozer	376
3	Tractor	1825
4	Tempo	52
5	Taxi, car, Zip, Van, Pickup	276
6	Ambulance	3
7	Motorcycle	2400
8	Rickshaw	900
9	Private Thela and round Thela	450

Sources: District Development Plan (DDP)-2062/063

CHAPTER – V

DATA ANALYSIS AND INTERPRETATION

5.1. Socio-Demographic Status of Respondents

The information related to socio-demographic characteristics of respondents such as age, sex, level of education, present occupation are also collected at the time of interview. There are 30 respondents selected as a sampling size. During field visit, a total number of sampled respondents are interviewed. Among them, 26 are male and 4 are female. This section represents the characteristics of the respondents, which are included at interview.

5.1.1 Distribution of the Respondents According to their Age

Table-5.1: Distribution of the Respondents According to their Age

S.N.	Age(In Year)	Sex		No. of Respondents	Percentage
		Male	Female		
1	Below 30	3	1	4	13.33
2	30-50	13	3	16	53.33
3	Above 50	10	0	10	33.33
Total		26	4	30	100

Source: Field Survey, June 2006

The above table shows the distribution of the respondents according to their age. The respondents are grouped into three categories on the basis of years. First group of respondents is below 30 years. The second group is from 30 to 50 years. The third is included above 50 years of ages. Out of 30 respondents, 4 (3 are male and 1 is female) of them are below 30 years. That

means 13.33% of the total respondents are below the 30 years. Similarly, 53.33% of the respondents are the age group between 30 and 50. Out of them, 13 are male and 3 are female. And 33.33% or the 10 number of respondents are all males in the age group of above the 50 years.

To analyze the above data, it is calculated that the female respondents above 50 years were absent. Furthermore, the table shows that the numbers of respondents are of age group 30 to 50 years which is maximum, followed by the respondents of age group of above 50 years.

5.1.2 Educational Status of the Respondents

Table-5.2: Educational Status of the Respondents

S.N.	Education	Sex		Total	Percentage
		Male	Female		
1	Literate	2	1	3	10
2	Secondary Level	10	2	12	40
3	Higher Sec. Level	8	1	9	30
4	University	6	0	6	20
Total		26	4	30	100

Source: Field Survey, June 2006

The above table shows the educational status of respondents. Out of 30 respondents, only 3 respondents are literate. Maximum (40%) of the respondents are from Secondary level, 30% are from Higher Secondary and only 20% respondents have an educational status in a University level. During field survey, none of respondents are found illiterate and no any female have a educational status in a university level.

5.1.3 Occupational Composition of Respondents

Table- 5.3: Occupational Composition of Respondents

S.N.	Occupation	Sex		Total	Percentage
		Male	Female		
1	Agriculture	12	2	14	46.66
2	Government service	3	-	3	10
3	Business	6	-	6	20
4	Others	5	2	7	23.33
Total		26	4	30	100

Source: Field Survey, June 2006

The above table shows that out of 30 respondents, 46.66% are engaged in agriculture, 10% in government service, 20% in business and 23.33% in others. It does not ensure that those respondents, who are engaged in other occupation except agriculture, might have engaged in agriculture as part timer, which is a common job of these people in their local community.

5.2 Information Related to Proposed Study

The existing situation prevailed in the country, has severely affected the ten year's efforts on local governance. The attempts to run the LGIs in the absence of EPRs are absolutely against the spirit of the LSGA, which was virtually a fresh start in the history of Local Governance in Nepal. In this situation, mainly the study has focused Kailali District to assess the acuteness of planning process, to evaluate the impact on participatory planning process and to find out the attitudes & views of Ex-Representatives and local bureaucrats in the absence of EPRs.

The information received by Key informants including the Local Development Officer (LDO) at Kailali district is interpreted as below.

5.2.1 Acuteness the Planning Process in the absence of EPRs

To evaluate the acuteness the planning process of Kailali district in the absence of EPRs, it must be known that how the planning process is running? Are all the people participated in planning process? It is also checked about the response of donor agencies in the period of absence, coordination between inter agencies. Condition of national security, working condition of VDCs' secretary, process of completion of plan and factor affecting the planning process are the indicator to measure the acuteness of planning process.

5.2.2 Responses by Donors and Development Partners

The attitude of work experiences of the Development personnel about the various responses of donors and development partners is shown below.

Table- 5.4: Responses by Donors in the Absence of EPRs

S.N.	Responses	No. of Respondent	Percentage
1	As usual as the time of EPRs	2	25
2	More positive than before	0	0
3	More negative than before	6	75
4	Others	0	0
Total		8	100

Source: Field Survey, June 2006

About 75% of the respondents have opined that the donors are more negative at the period of absence of Elected Political Representatives.

According to them, Donor agencies did not want to invest more funds. And 25% of the respondents have opined as usual as at the time of EPRs. There is none to claim as more positive than before. The above data shows maximum of the respondents opined that donor agencies and development partners were not interested to support LGs for their investment.

5.2.3 Inter –Agencies Coordination

Political Representatives work as a bridge between Local government and Development Agencies. But in the absence of Elected Political Representatives, the situation of inter-agencies coordination is shown as below.

Table- 5.5: Difference for the Coordination between Inter- agencies in the Absence of EPRs

S.N.	Response	No. of Respondents	Percentage
1	Yes	5	62.5
2	No	3	37.5
Total		8	100

Source: Field Survey, June 2006

From above data, it is concluded that about 62.5% of the respondents had positive answer about the difference for the coordination between inter-agencies in the absence of EPRs. They felt that there was a changed situation for inter-agency coordination. And about 37.5% of respondents showed there were no any differences on the inter-agency coordination in the absence of political representation. Those respondents who felt the differences for the coordination between inter-agencies in the absence of EPRs is shown in table: 5.6

Table-5.6: Inter-Agency Coordination

S.N.	Response	No. of Respondents	Percentage
1	As usual as the time of EPRs	1	20
2	Worse than at the time of EPRs	3	60
3	Better than at the time of EPRs	1	20
Total		5	100

Source: Field Survey, June 2006

From above data, it is calculated that there were different responses about the inter-agency coordination. About 20% respondents showed that coordination between inter-agencies were better than at the time of EPRs and as the same like as 60% respondents showed the worse coordination between different agencies than at the time at the time of EPR. And only 20% respondents showed that there were not any changed in the coordination between different agencies.

5.2.4 Plan formulation in VDCs in the Absence of Secretary

When Elected Political Representatives were absent at local level, at the same time

The political situation was also vulnerable. Moist insurgency was inside the country. All the VDCs and other Rural and remote areas except urban areas were under the rule of Moist. Government had not sufficient situations for doing any development program. The presence of government was only at urban areas. Secretary of VDCs were staying at city or district headquarters. So, there was not public relation to the government. Kailali

district was not far from that problem. In that period, Development sectors were used the local people by making the users group, focus group, community organization etc. Different national and international government organization was launched program at these areas without any problems, but they did not feel easy as the time of political stability. They really suggest that political stability is primary need for the development of the country. On the other side, Government felt highly problem to organize and formulate any program at the VDCs.

5.3 People’s Participation in Planning Process

In order to measure the people’s participation in planning process, various questionnaires related to the subject have been asked to respondents. The information obtained through this process is interpreted here in tabulated form and descriptive as well.

5.3.1 Steps of the Planning Process

Table-5.7: Completion of Planning Process in the Absence of EPRs

S.N.	Completion of Planning Process	No. of Respondents	Percentage
1	By Community Involvement	4	50
2	Involving Representatives of Political Parties	1	12.5
3	Involving only the Civil Society’s Representation	1	12.5
4	Arrangement Meeting only at District Headquarters	2	25
5	Involving None	0	0

Source: Field Survey, June 2006

From above data, it is calculated that maximum of the respondents (50%) were favored with the community involvement in the planning

process. About 25% of the respondents were used to arrange the meeting at district headquarters where 12.5% were involving the civil society's representation. And 12.5% of the total respondents want to involve the political representation at the planning process. According to government officers, they told that meeting is used to arrange at district headquarters. They did not ready for saying that the planning process is not selected by Mass or Groups. They accepted that planning is based on the need of people but in the whole planning process, they could not attend. On the other side, Development officers from the donor agencies want to involve the local people in every steps of planning process.

5.3.2 People's Participation in Planning Process

People's Participation in Planning Process is another important aspect of this study. The status of people's participation on planning process is stated as below.

Table-5.8: Distribution of Respondents on People's Participation in Planning Process

S.N.	People's Participation	No. of Respondents	Percentage
1	Encouraging	0	0
2	General	8	100
3	Unwillingness	0	0
Total		8	100

Source: Field Survey, June 2006

In the field survey, the status of People's Participation on Planning Process is found general which is also showed in above table.

5.3.3 Community Involvement to analyzing problems.

Community is involved in analyzing problems and setting objectives of running projects. But, how the community is proceed on that? (See Table- 5.9)

Table- 5.9: Community Involvement to Analyzing Problems and Setting Objectives of Running Projects

S.N.	Community Participation	No. of Respondents	Percentage
1	Analyzing the Problems Only	0	0
2	Setting Objectives Only	0	0
3	Both of Above	8	100

Source: Field Survey, June 2006

From Above data, it is calculated that both of analyzing the problems and setting the objectives were involved in community level for the development of community. For the betterment of the project in the community level, it is necessary that whole community were involved in every sector of participation.

5.3.4 Involvement the Woman and Disadvantaged group in the Planning Process

For the sustainable development, it is necessary to involve the woman and disadvantaged group. In the Planning Process, the situation of the participation of woman and disadvantaged group in Kailali district is shown below.

Table-5.10: Involvement the Woman and Disadvantaged group in Planning Process

S.N.	Involvement of them	No. of Respondents	Percentage
1	Yes	6	75
2	No	2	25
Total		8	100

Source: Field Survey, June 2006

Table-5.10 shows that about 75% of the total respondents have opined the involvement of woman and disadvantaged group whereas only 25 % were out of involvement. In every development sector or field, there is a new trend that there should be involved the maximum number of people from woman and disadvantaged group. They should involve in the every form of development like as identification of the problems, implementation, monitoring and evaluation. In the field survey, many respondents told about them that they should have given the higher priorities than the others. They should used in social audit, benefit sharing and budget should be completely favored with them. There should be separated the fixed percentage of the budget in the favor of them.

5.3.5 Constraints and Challenges for the participation of Woman and Disadvantaged group

Woman and Disadvantage group are far from the fruits of development in the country. A few populations of women and disadvantaged group were engaged in many of the projects. In the field survey, it is observed that some of the women were engaged in the project formulation and implementation also but disadvantaged group were engaged less as compare to others. In the

questionnaire survey, there was question like what are the constraints and challenges for the maximum participation of woman and disadvantaged group? There was raised same answer by many of the respondents. They replied about their less participation, it is due to illiteracy, access to information and resources, unaware from the projects and development, inactiveness, language problems, socially marginalized, lack of empowerment, Gender discrimination and other so many reasons. So, they suggested about the maximum participation of them, Government, local government, different organization and development sector should have given the more chances for every sector of development and should remove the unwillingness showed by them.

5.4 Problems in Plan Implementation

At present, due to moist insurgency that started in 1996, Nepal is facing difficulties. DDCs officials are not able to go to field to evaluate projects and priorities of the people, because of the prevailing security situation in the country. All VDC's secretaries are not staying at the VDCs. In the absence of EPRs, the voluntary contribution of labor from the people is not being encouraging. As a matter of fact, labor contribution from the community is not continued. In spite of all these constraints, there are other factors such as even continuous Nepal Bands, regional blockades, and high cost rising of the materials had severally affected to implement the proposed programs. Furthermore, the King's February first takeover was also affected the autonomy of local government institution. In that day, central government agencies and development partners are concentrating their development and capacity building activities both to urban areas or districts headquarters and near by areas. The present situation of the country is totally

changed as compare to past. The government of Nepal has declared as an autonomous country where full democracy is in the country. In spite of the autonomous government of public, the political instability is still present in the country. Local government is also absent in this time. So, many of the activities are affected due to the instability of the political situation. All these views are expressed by the respondents on the questions related to problems in project implementation.

5.4.1 Priorities to Marginalized Social Groups in Plan Formulation

In spite of several efforts made by Plan documents marginalized social group are not mainstream in development endeavors in Nepal till now. All the efforts and plans are located only in the pages of the government documents. In such a situation, one of the concern of the research is also to find out the real situation whether local government are fond of giving policy priorities to marginalized social groups in plan formulation and implementation. In course of field visit DDC officials have claimed that they have given priorities to marginalized social groups in plan formulation and implementation. Basically, the priorities are given to following sectors.

- Education
- Employment
- Skill development
- People awareness
- Health
- Productive activities
- Irrigation

However, the respondents have realized that from the above mentioned policy priorities these groups are not benefiting properly. The

prominent reasons behind for not benefiting these groups are budgetary constrains, lack of clear policies and strategies and absence of awareness of the marginalized social groups to their community development.

5.4.2 Types of Resource Mobilization by the Project

Table-5.11: Types of Resource Mobilization by the Project

S.N.	Types of Resources	No. of Respondents	Percentage
1	Investment of money	5	62.5
2	As a Contractors	1	12.5
3	As a consultants	0	0
4	Investment of Materials	2	25
5	Others	0	0
Total		8	100

Source: Field Survey, June 2006

From above data, for the completion of project, about 62.5% of the total respondents replied about the resource mobilization by investment of money. About 25% and 12.5% of respondents have opined that resource mobilization by the investment of materials and as a contractor respectively. From that it is clear that only investment of money is not sufficient for the completion of projects. There should be launched awareness programs; different skill development types programs etc.

5.4.3 Effectiveness of the resource mobilization

In the field survey, many of the respondents have opined about the effectiveness of resource mobilization. According to them, only resource mobilization by investment of money, as a contractor, as a consultants and investment of materials are not only the sufficient for the effectiveness for the projects. There should be people's participation in every sector of development programs, Program should be launched on the need of public or demand on them. Maximum respondents told that investment of money and others method of resource mobilization which was given above showed effective but they advised to improve the methods of resource mobilization for betterment of the completion about the projects. The effectiveness of projects in the absence of Political Representation was not seen totally satisfactory. There were some constraints raised on the time of political absence. According to respondents, the assigned offices also played co-operative and responsible role for the success of the projects.

5.4.4 Management of project in the absence of EPRs

In the absence of EPRs, many of the projects are launching in the Kailali district. In the period of EPRs, really the project owners felt easier for launching the programs. But, in the absence of them also programs are running in that area. How they run the programs in the absence of EPRs (see Table-5.12)

Table- 5.12: Management of Project in the Absence of EPRs

S.N.	Management of Projects	No. of Respondents	%
1	Taking help from local political parties	1	12.5
2	Taking help from the civil societies	1	12.5
3	Following to the VDC secretary	2	25
4	Following same ways which was already followed by Ex-Representatives.	0	0
5	All of above and others	4	50
Total		8	100

Source: Field Survey, June 2006

From above data, it is calculated that half of the total respondents (50%) have opined that for managing the Projects, following all process must be implemented. Like as taking help from local political parties, following same ways which was already followed by Ex-Representatives, taking help from the civil societies, and followed to the VDCs secretary etc. According to them, all available and possible techniques should be used for betterment of the project's implementation. Only 12.5% of respondents told about taking help from Political Parties and as the same way 12.5% told for taking help from civil societies. About 25% of total respondents have opined that they should have followed to VDCs secretaries for the running of projects as well.

5.4.5 Necessities of EPRs for the Formulation, Implementation, Monitoring and Evaluation of the Project.

Table-5.13: Necessities of EPRs for the All Process of Projects.

S.N.	Necessities of EPRs	No. of Respondents	Percentage
1	Yes	6	75
2	No	2	25
Total		8	100

Source: Field Survey, June 2006

About 75% of total respondents were in favor of the necessities of the EPRs in the all process of Projects. They felt that without help of local leaders, Programs might be disturbed. And it was felt that the programs were not running satisfactory in the absence of EPRs. But 25% of respondents have opined that there should not necessities of EPRs for all the sector of Projects. According to them, EPRs or the other political Person always used to his power as the development as political purpose. They always had been worked for their parties not to people. They worked as their political selfishness. If Political person is used in project formulation, that projects might be politically disturbed and working time duration may also raised. They were accepted that only advice might be taken from Political person but program must run as interest of projects.

5.4.6 Meeting Process in the Field

Table-5.14: Process of Monitoring and Evaluation Meeting on the Field

S.N.	Meeting Process	No. of Respondents	Percentage
1	On the basis of field information	4	50
2	On the basis of technical supervision report	1	12.5
3	On the basis of general observation	2	25
4	On the basis of information collected by other means	1	12.5
Total		8	100

Source: Field Survey, June 2006

From above data, it is calculated that half of the respondents precede the monitoring and evaluation meeting on the field information. Where 25% were based on the basis of general observation and 12.5% were held the meeting on the basis of information collected by other means. Remaining

12.5% of respondents have used to precede the meeting on the basis of technical supervision report.

5.5 Work Experience of DDC Officials at the time EPRs

Table- 5.15: Work Experience of DDC Officials at the time EPRs

S.N.	Work Experience	No. of Respondents	Percentage
1	Easy	5	62.5
2	Uneasy	0	0
3	Mixed	3	37.5
Total		8	100

Source: Field Survey, June 2006

The above table shows the work experience of DDC officials at the time of EPRs. The majority of respondents (62.5%) had felt easy for working in the presence of EPR where 37.5% had mixed experience. None of them had uneasy experiences. Those Respondents who had mixed experiences, they don't have mention on that also.

5.5.1 Work Experience of DDC Officials in the absence of EPRs

Table-5.16: Work Experience of DDC Officials in the Absence of EPRs

S.N.	Work Experience	No. of Respondents	Percentage
1	As Usual as the time of EPRs	2	25
2	Worse as the time of EPRs	5	62.5
3	Better than at the time of EPRs	1	12.5
4	Others	0	0
Total		8	100

Source: Field Survey, June 2006

From above table, It is calculated that maximum of the respondents (62.5%) had felt the work experience as worse as compare the time of EPRs. About 25% of the respondents had no any different answer about that

question. They felt as usual as the time of EPRs where 12.5% of respondents had better experience than the time of absence of the EPRs. They felt that political representatives are disturbed to their own plan and strategy. So, in the absence of them, they work easily.

5.6 Responses of Ex- Representatives of DDCs and VDCs in Kailali district

Local Self Government Act (LSGA) has assigned a wide range of responsibilities to DDCs. The functions, duties and powers of DDCs are: related to agriculture, rural drinking water, hydropower, transport, land reform and land management, different sector of development like as development of woman and disadvantaged group, forest and environment, education and sports, wages for labor, irrigation and soil erosion and river control, information and communications, language and culture, cottage industries and handicrafts, health service, tourism and miscellaneous. After the introduction of multi-party democracy in 1990, the elected political local representatives practiced the local governance for the two full terms until their term expired in July 2002. The EPRs were being more active for not only infrastructure activities but also in institutional and human resource development and management.

All stakeholders were directly involved in preparing annual, periodic and long term planning process. In addition to this, the local governments (LGs) were activating to mobilize the LGs stakeholders to capacity development. Encouraging attempts and efforts in developing capacity of LGs were taking place continuously. The state of the absence of absence of EPRs has seriously affected these on-going efforts on local governance. In course of field study ex-representatives have put their views on the impact of non-existence of EPRs as follows.

5.6.1 Track of Development in the Presence of EPRs

Development is overall changes which take the positive change in the development. It is a continuous process of change leading to rise in the standard of living of the people. For the development in the local region, local Bureaucrats of the government and local leaders who are elected by the people must be necessary. Local Elected leaders run the local governance with the supporting by the local bureaucrats. In Nepal, the political absence was raised from 2058 B.S. Since then, only local bureaucrats run the local government. So, in the presence of local elected body (before 2058 B.S.), where the track of development was going? (See Table)

Table-5.17: Track of Development in the Presence of EPRs

S.N	Track of Development	No. of Respondents	Percentage
1	To the Progressing way	16	72.72
2	To the Regressive way	4	18.18
3	Constant	2	9.09
Total		22	100

Source: Field Survey, June 2006

From Table 5.17, about 72.72% of the respondents had answered that when they were in chair, the track of development was going on the progressive way. According to them, that time political government had made the plan and implemented. So, the track of development was a right way. About 18.18% of respondents told that the track of development was going on regressive way. According to them, there were a bad politics in the local development programs. The elected political leader used to show their monopoly. They used their political power for their own beneficial. And about 9.09% of respondents had told the track of development was at

constant. According to them, there were not changing the behavior of the development programming in the presence/absence of elected leader.

5.6.2 Track of Development in the Absence of EPRs

Maximum of the respondents were worried about the track of local development in the absence of EPRs. They suggested that the local government must be fulfilled as soon as possible. According to them, in the absence of elected representatives, the track of development was going on haphazard way. Nobody knows about the development project which is launched by local government. The leaders who were appointed by the contemporary HMG did not show any development activities in the aspect of welfare of people. They were called unpopular. They misused the fund for their own beneficial. The local fund was divided to those political parties who were in the favor of Royal Government.

In the present situation, the local government is running by local bureaucrats and central government. According to ex-representatives, bureaucrats and central government do not know about the local problems and they can not choose the priority of the programs. Only of representatives are actual person who know prospective of development in their local areas.

5.6.3 Most Affected Areas in the Absence of EPRs

In the absence of EPRs, the local government sector had been affected in different sector. Generally, there were the various areas which were affected in the absence of elected representatives. But, most of plan and program formulation, people's participation, resource mobilization, monitoring and evaluation and service delivery etc are the affected areas. In

which elected representatives who works in local government, engaged in these areas for the prosperity of the local development (see table 5.18)

Table-5.18: Most Affected Areas in the Absence of EPRs

S.N.	Most affected areas	No. of Respondents	Percentage
1	Plan and Program formulation	2	9.09
2	People's Participation	2	9.09
3	Resource mobilization	5	22.72
4	Monitoring and Evaluation	1	4.54
5	Service Delivery	0	0
6	All of above	12	54.54
7	Others	0	0
Total		22	100

Source: Field Survey, June 2006

From above data, it was clear that the activities like plan and program formulation, people's participation, resource mobilization, monitoring and evaluation, service delivery were mostly affected in the absence of EPRs. About 54.54 of the total respondents told the above statement. About 22.72% of the area affected in the field of resource mobilization. According to them, resources of the local area were mobilized by randomly. Resources were mobilized by the bureaucrats and contemporary appointed member of local government in the favor of own benefit.

5.6.4 Present Problems of DDCs for Formulation and Implementation of any Projects

In the absence of elected representatives on the local government; development program is still running on the same way. But, there appeared

some problems in front of bureaucrats and the stakeholders who are engaged in the development sector. Research showed that the problems faced by DDCs for the formulation and Implementation of any project in the absence of elected body are following:

-) Lack of coordination between inter agencies and overall.
-) Development programs seems like as zero work
-) Lack of Monitoring, Supervision, Plan Formulation.
-) Lack of People's Participation, awareness.
-) Public does not informed about the activities of project. They are not noticed.
-) Bureaucrats ruled as the chief of the local body. Wards are divided under of local bureaucrats.
-) High efficiency of kinship,
-) development belongs only at relationship
-) Lack of transparency
-) Lack of accountability
-) Far from the responsibilities

5.6.5 Differences at the Period of EPRs and in the Absence of Them

There were deep difference between the period of EPRs and their absence. Research showed there was a system when the local body had EPRs. In that time, every development activities were launched in the favor of people or the development activities were run for the willingness of local people. Every Program launched on the demand of people and programs were launched on the basis of priorities sector and depend on their necessities. Local elected representatives were known more than others at

their particular areas and there problems. They may identify the problem well. But, in the absence of them, the vacant local body of government is run by local bureaucrats and central government who can not identify the real base of problems and field need to developed. In that time, the neighbors of local bureaucrats and leader who have more political power and other elite person of the society only can take benefit from the local body. In that time there is not any committee who can monitoring and evaluated the projects. So, development is going on regressive way. Socially marginalized people, disadvantaged group and other poor people may far from assess of development. Hence development is affected.

5.6.6 Utilization of Experience of the Ex- Representatives

In the period of absence of elected body, many of the projects funded by INGO's, government and others are launched. It is true that the local political leader or the representatives have more knowledge about the problem of identification. So, before launching the project, there should be utilized the experience of the representatives for wellbeing and success of the projects. But, In the Kailali district, Research is shown below. (Table-5.19)

Table-5.19: Utilization of Experience of the Ex-Representatives

S.N.	Utilization of Experience of them	No. of Respondents	Percentage
1	Yes	0	0
2	No	22	100
Total		22	100

Source: Field Survey, June 2006

According to Ex-Representatives, there were not utilize the experience of them. Table also shows that there was no any organization or projects that took utilize the experience of ex-represents. Total of 100% of respondent accepted that no one used their experiences in any development field. They were ignored from all development activities. It is sure that ex-representative or the local political leaders are well known about the demography with more knowledge of local areas. They have more idea about political and other social issues, so there knowledge should be utilized. But, according to ex-representatives of Kailali district, they were not called by any development organization for sharing their knowledge since 2058 B.S. They were not utilized for discussing about the project, project area, identification of problems and no any organizations begged the suggestion from them. They were not called in any meeting or group discussion as the member of representatives.

5.6.7 Participation of Ex-Representatives in the activities of the projects

A few ex-representatives were participated in the activities of the project as a people of that local area but not to as a political leader or as an ex-representatives. (See-table: 5.20)_

Table-5.20: Participation of Ex-Representatives in the activities of the projects

S.N.	Participation of Ex-Representatives	No. of Respondents	Percentage
1	Yes	5	22.72
2	No	17	77.27
Total		22	100

Source: Field Survey, June 2006

About 72.27% of respondents were not participated in any activities of the projects. Only 22.72% ex-representatives were participated in same activities of the projects only. But, those respondents who were participated in some activities of the projects were not participated as representatives of any political parties. They were participated only as a general people of that local area or as a member of user group.

Those ex-representatives who participated as a user group were participated as shown below.

Table-5.21: Participation of Ex-Representatives as a users group

S.N.	Participation	No. of Respondents	Percentage
1	Identification of Plan	2	40
2	Formulation of Plan	2	40
3	Financial matter	0	0
4	Plan implementation	0	0
5	Monitoring and Evaluation	1	20
6	Others	0	0
Total		5	100

Source: Field Survey, June 2006

From above data, it is calculated that users group were participated in the identification of plan and its formulation only. Furthermore, a few users group were participated in the field of monitoring and evaluation also. About 40% of the respondents were participated for identification of plan, 40% of them were participated in plan formulation and 20% were participated in monitoring and evaluation only. But they were not participated in financial matter and implementation of the programs.

5.6.8 Reason Behind for not Participating in activities

Maximum of the ex-representatives were not participated in the activities of any project. Their experience and knowledge was not utilized. (See table-5.22)

Table-5.22: Reason Behind for not Participating in Activities

S.N.	Reasons	No. of Respondents	Percentage
1	Lack of information	4	23.52
2	Lack of time period	2	11.76
3	Lack of proper activities	0	0
4	Absence of tradition to invite the ex-representatives	10	58.82
5	Others	1	5.8
Total		17	100

Source: Field Survey, June 2006

From table-5.22, about 58.82% of the respondent told that they were not participated in the activities of projects because there was the absence of tradition to invite the ex-representatives. They are worried to see such type of tradition. According to them, Bureaucrats and projects owners thought that political leader did not have good knowledge or they had not skill for the development activities. Everyone felt that political representatives were temporary at chair or they governed for the short period. About 23.52% of the ex-representatives did not informed about the project formulation and 11.76% of the total respondents were busy on their own business or can say they had shortage of time period. And only 5.8% of respondents were busy in other sector, they did not mean about the social service or they ignore the politics.

5.6.9 Suggestion by the Ex-Representatives for Wellbeing and Success of the Development Programs

According to respondents, they suggested for the wellbeing and success of the programs are as follows:

-) Local government must be fulfilled or election must be held so that popular elected representatives will help for launching the development programs or the projects.
-) There was a lack of coordination between different agencies. So, for wellbeing of the projects, coordination must be improved.
-) Participation is the most important parts for the development sector. So, representatives from every local Democratic Party and representatives of civil society must be included in the participation process of development field. By gathering mass of people, the real problem and need base problems could be identified.
-) Fund provided by any projects must reach the actual needed people or it must used for ultra poor people. Or fund must be invested as a priority base.
-) Political conflict must be far from the selection of projects
-) Budget must not be freeze.
-) Users group should not keep far from the activities done by projects. Or people's participation should be used in every sector of the projects.
-) Representatives of every political party should play a role of mediator between society and project owners. So, they should not be ignored.
-) Projects should be launched as demanded by local people.
-) Only different training was not sufficient for the development. So, trained participator should be used in implementation program also.
-) The fruits of the project should reach to the grass root people who have actual need of it.

5.7 Impact on Local Development Programme in Kailali district through DFDP.

The Decentralized financing and Development programme (DFDP), the then Local Development Fund (LDF) is being executive by the ministry of local development (MLD) with the financial and technical assistance from UNCDF.

The DFDF, a five yrs programme was started in 2001. The programme aims to reduce poverty through financing of rural infrastructure, income earning and human resource development opportunities identified by the Participatory Planning Process. The program, especially focus to increase access to improved quality of basic infrastructure services through the decentralized planning and financing of rural micro- projects. so, the DFDP only support for those micro- projects that have been approved by the respective councils of local bodies as per Local Self –Governance Act 1999.

The increased incidences of conflict have weakened local level planning, financing and implementation process of the project. In the absence of Elected Political Representatives, the local planning process, financing and implementation process of the projects and delivery services are also affected in the Kailali district. Because of the Moist insurgency, Secretary of the VDCs were not stay at their respective villages. Maximum of them are staying at headquarter of the district. Due to this and the absence of EPRs in the local bodies have weakened the frequent contacts between people and local bodies. This has negative impact towards delivery the services at local level. Most of the VDC councils and Ilaka level planning workshops within the district were conducted at the district headquarter and

hence affected the quality of the participatory planning process. Particularly in Kailali district, the technicians were found visiting the sites frequently.

DFDP encourages DDCs to pay more attention to the operations and maintenance arrangements of completed projects. And DFDP is also providing some technical skills and many of the socio-economic programs in the Kailai district. DFDP has launched many activities in the favor of local people including female and other marginalized people from which they are getting more benefit.

Case-1

Sita Devi Parki; 52 yrs old live at Parkitole at Malakheti VDC-4 of the Kailali district. She has land about 6 kattha but has high population of her family. Her husband has not any other job except agriculture. They have crisis of daily food intake. They worked to the others land in the system of sharing agriculture of the reproduction. They have not a boring for irrigation. They have to buy the boring water for the irrigation of their field in a fixed cost. They have to pay 50 Rs. per hour when they used water for irrigation. They have to pay to the neighbors which have those facilities. In that area, there are very few boring systems. DFDP has launched the program about digging the boring from which all of the farmers can take benefit. there is the system that farmer may used the boring 20 Rs. per hour, who are participated in the beginning of that programs or can day those who were engaged on the labor work for constructing that. And those who are not participated on that work can also used to that but they have to pay 30 Rs. per hour. From those activities, local people are taking benefit for their agricultural productivities and hence reduce the poverty. The fund collected from that revenue is used in the field of maintenance and implementations of that.

There were constructed so many buildings by the DFDP. At Jamunabhadi Ilaka of Sripur VDC of the district has constructed the community building for the female; and many of the school buildings were also constructed in different VDCs like as Ratanpur, Gadriya, Joshipur, Pahalwanpur, Masuriya, Dodadhara. DFDP also constructed in the field of irrigation systems. The people of the VDCs like as Sripur, Beladipur and Dugauli are taking benefit from the irrigation system. At the same time, DFDP has launched irrigation boring system of the marginalized areas where irrigation must be needed. The local need of that area is to construct the boring system at Parkitole ND khamara ilaka of the Malakheti VDC, Thapapur and Munuwa VDCs.

As like to Sita Devi; so many farmers are being beneficial from that program that program is the favor of society which can grow the agricultural productivity, improve the social-economic condition and hence help to reduce poverty.

DFPP has also constructed so many Calvert in the most of the areas of Geta and Beladebipur VDCs from which local people can take maximum benefits. At the same time, there were made the many Dams in the areas of Patharaiya and Chaumala VDCS, from which local people are fully satisfied and they are secure from the further disaster from the means of uncontrolled rivers and streams. DFPP has launched other many activities in the field of skill building and technical field. House warring tanning is provided in the area of Tikapur. In the development of drinking water supply project in Sahajpur VDC and river control projects in Badigaun ilaka of Sugarkhal VDC are the other important activities done by the DFPP in Kailali distict. In the absence of EPRs, DFPP has constructed in the health sector also. There are many of the maternal houses at Phulbari, Darkha, Baliya, Basouti, Urma VDCs made in the favor of females. And program is launched at those areas where the marginalized person lives. There had not the facilities about

the health sector before launching the program by the DFDP. Hence from that local people are enjoying for taking benefit from that.

Case- 2

Radha Karki, member of users group of Maternal home at Urma VDC expressed about the DFDP program," We are being very happy and taking sufficient facilities from the maternal home which is funded by DFDP. We had compelled to go to Dhangadi for taking delivery services when we had not such facilities at our VDC. But now, we have facilities in our VDC and we are saved money and time as well as we can get much the facilities from that." From that, it is found that the local females have good health and have used safe maternal process.

There is a other maternal home launched at the Malakheti area which is funded by DFDP in collaboration with DDC of Kailali Distret, But,that maternal home is not used till now. Because, It in very near to town area. The distance between that area to town area, Attariya is about 1.5 Km. So, local people of that area used to go at Attariya for taking health facilities. Actually, that maternal house was built in the presence of contemporary local government when EPR is absent in the period of king's direct rule in the Nation. Most of the Dalit people are live at the Malakheti area and they are socially weak and their economic condition is also poor. So, that maternal house can provide the usual service for the local people if it is run properly.

Overall, DFDP has launched so many activities in the field of development and field of social sector which is directly concerned to local governance. Programs are running in the favor of local people of Kailali district which help in the field of socio-economic, environment, agricultural, Educational, skill trained programs and many of the physical infrastructural field and overall in the field of all sector of the local people of Kailali district.

CHAPTER- VI

CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

People's Participation is the central element for strengthen Local Governance process. In a true sense, participation is not only a structural arrangement; furthermore, it is a matter of will and commitment of stakeholders involved in LG process. Linking citizens' participation to the state at local level raised fundamental and normative questions about the nature of democracy and the skills and strategies for achieving it. It is a process through which stakeholders' influence and share control over development initiatives and decisions and resources which affect them. From these perspectives, participation could be seen in the level of consultation or decision making in all phases of project cycle needs to assess the status of policy formulation, implementation, monitoring and evaluation. Definitely, political participation is more associated with representation of the people.

The scaling up of participation necessarily leads to involve people in development project and program with boarder issues of governments, representation, transparency and accountability. The apparent gap between the promise of enhance participation through democratic decentralization on the one hand, and the everyday realities of participatory politics on the other, suggest the need to understand more the barriers and dynamics to participation in LG, as well as the enabling factors and methods that can be used to overcome them.

Accordingly, from the fiscal year 2001/2002, the government has introduced the policy of sectoral devolution with a view to manage the basic services to the local people. But, up to now, there are several constraints in regard to implement the devolved sector. Current central government is

lacking to have clear strategies and specific action plan. No efforts have been made to analyze challenges and opportunities of sectoral devolution. Lack of clear classification of functions and responsibilities between central and LGs, lack of ownership on the part of line ministries and the absence of amendment of sectoral acts and rules which are contradicting with provisions in LSGA, are being constraints in order to make sectoral devolution effective.

In the absence of EPR, DFDP has launched the many Programs for strengthen the Local Governance. It has supported in many sector of local institution of Kailali district. DFDP encourages DDC to pay more attention to the operations and maintenance arrangements of completed projects. And It is also providing some technical skills and social awareness programs. There were constructed community Houses, Health Post, Maternal Houses, Irrigation Supported Programs, Boring Construction for Irrigation in marginalized areas, Construction of Culverts, River Controlling activities, Dam Construction etc. As the same way, DFDP has launched many of skill development programs like as house warring and other social welfare activities. In conclusion, DFDP has launched so many activities in the field of development and field of social sector which is directly concerned to local governance. Programs are running in the favor of local people of Kailali district which help in the field of socio-economic, environment, agricultural, Educational, skill trained programs and many of the physical infrastructural field and overall in the field of all sector of the local people of Kailali district.

The major findings found in the study are summarized as follows:

A) Acuteness of Planning Process

- J) Projects are selected according to the access rather than objectives realities.

-) Problems in Plan Implementation were also present in the country, it is due to Maoist insurgency that started in 1996, and Nepal is facing difficulties. DDCs officials were not able to go to field to evaluate projects and priorities of the people, because of the prevailing security situation in the country. All VDC's secretaries were not staying at the VDCs. In the absence of EPRs, the voluntary contribution of labor from the people was not being encouraging. As a matter of fact, labor contribution from the community was not continued.
-) Exceptionally it is found that marginalized social groups are considered to some extent in plan formulation. Even in the absence of EPRs, DFDP has provided its support to such groups in constructing toilets, drinking water supply, Irrigation, Culvert, Maternal Houses, Health Post, and other skill development programs in some of the VDCs of sample district.
-) The budgets and premises of LGs are used by the security agencies, instead of using it for the welfare of common people.
-) The King's February first takeover also affected the autonomy of LGIs. In these days, central government agencies and development partners were concentrating their development and capacity-building activities both to urban areas or district headquarters and nearby
-) Marginalized social groups are given priorities in plan formulation and implementation, basically, in the sectors like education, health, employment, skill development, different Productive activities, irrigation and public awareness in the district. But, these groups are not getting benefit properly from such policy priorities because of budgetary constraints, lack of clear policy and strategies and lack of awareness of such groups to their community development.

-) There is not any project who utilized the knowledge and experiences of ex-representatives. Ex-representatives are taken as pressure of unnecessary political power. They are not participated as a representative of local people and from any political parties.

B) People's Participation

-) People' participation is not encouraging. It always at general. Political representatives are only the effective vehicles to mobilize the resources and the people.
-) Involvement of the woman and disadvantaged group in planning process is increasing in order but the constraints and challenges for the more participation are as follows: it is due to illiteracy, access to information and resources, unaware from the projects and development, inactiveness, language problems, socially marginalized, lack of empowerment, Gender discrimination and other so many reasons.
-) The financial resources are used without taking into account of the people's need and priorities. Plans are selected in accordance to the personal interest of the decision makers without having accountability to the people. In the period of nominated elected bodies, they were forced about the construction of Maternal House at Malakheti area where it could not use still now. That constructed area is too near from the city; hence people did not have need about that. It was made in the pressure of nominated leaders who were ruled in DDC at that time. And Security agencies also used financial resources of DDCs in the last 2 year. They used the vehicles of DDC.

-) The factors such as existing national political crisis and the absence of EPRs are being responsible for not reflecting people's real priorities in project selection.
-) Planning process is not adopted according to LSGA. The occasional involvement of civil society and representatives of political parties alone do not ensure people's participation in the process.
-) Planning process is completed by community involvement and followed by involving the other process like as involvement of political parties, civil societies' representatives and others.
-) Only resource mobilization by investment of money, as a contractor, as a consultants and investment of materials are not only the sufficient for the effectiveness for the projects. There should be people's participation in every sector of development programs, Program should be launched on the need of public or demand on them.
-) There seems less participation of the local people in the absence of the Elected Political Representatives in Kailali district. Because, local leader knows about problems of local people and process of maximum participation of them.

C) Attitudes and Views

-) In the absence of EPRs, the deputized personnel committees are lacking even to run already agreed projects and those projects that had already been started are also incomplete.
-) Donors and the development partners are not interested to support LGs in the absence of EPRs.
-) Inter-agency coordination in the absence of EPRs is worse than at the period of EPRs. Resource mobilization capacity is more deteriorating.

Internal auditing section is affected due to the nausea of government personnel.

-) The central grants are not being available in time. The flow of the budget is often, interrupted even on already agreed projects during the period of EPRs. In the absence of EPRs, the voluntary contribution of labor from local people is not encouraging. As a matter of fact, labor contribution from the community is almost all stopped. In spite of all these constraints, continuous Nepal bandas, regional blockades and cost rising in the materials have severely affected to implement the proposed programmes.
-) Activities related to institutional development are not getting continuity because of existing political instability, incapability and negligence of government officials in delivering the public services and running LGs effectively. Due to existing uncertain and instable political circumstances common people are suffering in receiving daily services from LGIs. Common people are unable even to meet responsible officials of LGIs at their working premises.
-) None of the activities of LGs are monitored and evaluated properly in the absence of EPRs. One of the most seriously affected aspects is financials resource mobilization. The political instability has affected not only the performance of DDC but also has damaged the whole decentralized local governance reform initiatives in the country. Moreover, the infrastructures had been destroyed, government officials are threatened or compelled to resign. The financial resource was spending to security agencies instead of using the welfare of the common people. Community people were rarely consulted in plan formulation, implementation, and monitoring and evaluation process.

-) It is also found that some of the VDCs secretaries are not staying at their respective VDCs. All the local people are compelled to reach to the district headquarter to receive their essential services.
-) The educational status of the maximum (40%) political ex-representatives is secondary level. Female participation is less as compare to male participation on politics. According to study, about 83.4% of male and 16.4% of female ex-representatives had secondary level education.
-) When Elected Political Representatives were absent at local level, at the same time, the political situation was also vulnerable. Moist insurgency was inside the country. All the VDCs and other Rural and remote areas except urban areas were under the rule of Moist. Government had not sufficient situations for doing any development program. The presence of government was only at urban areas. Secretary of VDCs were staying at city or district headquarters. So, there was not public relation to the government. In that period, Development sectors were used the local people by making the users group, focus group, community organization etc.
-) In the absence of EPRs, different national and international government organizations were launched program at these areas without any problems, but they did not feel easy as the time of political stability. They really suggest that political stability is primary need for the development of the country. On the other side, Government felt highly problem to organize and formulate any program at the VDCs.
-) The effectiveness of projects in the absence of Political Representation was not seen totally satisfactory. There were some constraints raised on the time of political absence. Local People, local leaders, civil society

and other development factors are kept far from the access of projects implementation.

-) There are running so many kinds of training, seminar, workshops and talk programs organized by different development organizations and development sectors where excess of fund is mobilized. But, its result is not beneficial for the local people. Such training is not used in their practical life and from that very few person can take little benefit. In conclusion, those types of training cannot touch for the job prospects. And workshop and talk programs are not satisfactory for their daily life.
-) There is a positive and realistic change in the field of local governance by the DFDP. DFDP has launched many programs in the field of development like as construction of physical infrastructure- school, health post, drinking water supply, community houses, culvert, maternal houses; skill development activities, irrigation support programs, river control etc which are directly concerning to the need of local people and hence helps to reduce the poverty.

6.2 Recommendation

At present, on the one hand, the country is facing political instability in the country where the state has not taken decision about the constituent assembly. On the other hand, the central government appointed the local bureaucrats for giving all rights and responsibilities of EPRs. Running local government without EPRs is against the correspondence and spirit of LSGA. In this difficult situation, there are very limited options to ensure the effectiveness of service delivery to the common people. Therefore, the solid alternative of present status LGs is either local election or committee formatted by the representatives from all parties presented in the district and

representatives from civil societies. But, in such a grave national political crisis, the possibilities of fresh election also seem far away. Keeping in mind all these realities, on the basis of field visits and its conclusion, few recommendation are made for the concerning agencies, which are as follows:

-) Local government can be fulfilled by the fresh local election only. Local development is the overall development of the nation. If local development programs are disturbed it disturbs all the planning process of nation. It is the best way that as soon as possible, the political instability seems in a country should be solved or the all political parties and revolutionary parties should compromise in a point of the favor of national welfare. Before the election of constitutional assembly, local election should be started. Because, for going to the process of constitutional assembly's election, it can take long time. So, before that election if local election will proceed then, local government should going on development process.
-) The identity and autonomy of local governing institutions needs to be a subject matter of national commitment. Similarly, donors and development partners also need to consider continuing the cooperation in the field of decentralization and local government taking into account the post revolution situation.
-) For the local self governance, there are many practices separates in theoretically, but these practices are not used in practical life. So, all the theoretical practices of local governance should be applied on the practical life also.
-) Different kinds of training should be launched which can fully beneficial for the local people. Or the training should be practical and

used in their daily life which provides to develop their socio-economic condition. And people who are trained should have chances about the job on those sectors.

-) Donor agencies or Development partners should launch the programs in the basis of local people's need or the programs are launched in those sectors where the local people's demand is. And people's participation should be increased in every sector of development programs.
-) Central government needs to consider the utility of civil society's organization for the effective delivery of public services. These organizations might play the role of facilitators between the rebellions and the LGs officials.
-) Local Government is a political issue. Without strong political will and commitment, LG process never can be strengthened. In order to strengthen it, the political parties which are the main actors of democratic political process, could have been better if the political parties and revolutionary party are involved in the process of running LGIs instead of appointment to local bureaucrats.
-) Participation of socially marginalized people, Dalits, women, Janjatis, residence of program area's people should be increased.
-) For the development of the particular area, a package of program should be launched at a time which makes sustainable development.
-) Donor agencies or the development partners should launched the programs according to the demand and priorities base of problem of the local people in their maximum participation. Local people should be participated in all parts of projects. They should participate in the

identification of problem, formulation, implementation, monitoring and evaluation. Programs should not be fixed before reach to the need of people. If the participation of all people is not possible, then representatives from different political parties, civil societies, users group etc. should be participated in the programs before launching the projects.

-) The relationship between elected Political leaders and local bureaucrats should be improved.
-) Local bureaucrats and elected political representatives are the two equal parts of local government or they both are two wheels of van. In the absence of one of them, development programs are disturbed. EPR should not give the unnecessary political pressure to bureaucrats for doing illegal activities and bureaucrats also should not be politically biased or they should have follow the local politics.
-) Being of more popular, DFDP should have launched the more programs in the far remote area of Kailali district and its neighboring areas.
-) All the planning process of local level and field meeting should be held in the field.
-) DFDP should increase to use the experience of Ex- Representatives of different political parties and should be increased peoples participation in all sectors of programs for strengthen the local governance.
-) DFDP should increase the coordination among of bureaucrats, local political parties, civil society and different line agencies for betterment of its programme.

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ANNEX-I

Questionnaire to local development officer and other institutional personnel at kailali District

Name of Respondent:

Sex:

Post:

Age:

1. How do you feel for your work experience at the time of Elected Representatives (EPRs)?
A) Easy B) Uneasy C) Mixed
2. What do you suffer about the working in the absence of EPRs?
A) As usual as the time of EPRs B) Worse as the time of EPRs
C) Better than at the time of EPRs D) other (specify)
3. How many projects are proposed by the DFDP in this District and in which field they have to be chosen? (Specify)
4. Why did you choose such kinds of Projects?
5. Did the people of that project area is also part in selection process of those projects?
A) Yes B) No
6. If yes, how the people are involving the selection process?
A) On the basis of representatives of various political parties
B) On the basis of representatives of civil society.
C) By community involvement.
D) On the basis of random sampling.
E) Others (specify)
7. Was the whole community involved in analyzing problems and setting objectives of running projects?
A) Analyzing the problems only. B) Setting Objectives only
C) Both of above.
8. Was the women and Disadvantage group involved in the planning process?
A) Yes B) No

ANNEX-II

Questionnaire related to Ex-Representatives of Kailali District

Name of the Respondent:

Age:

Post (year):

Sex:

Education:

Present occupation:

1. What did the track of development in your district is going on, when you were at chair?
A) To the progressive way B) to the regressive way C) constant
2. What do you feel about the above statement in the absence of elected representatives?
3. What are the most affected areas in the absence of EPRs?
A) Plan and program formulation B) People's participation
C) Resource mobilization D) Monitoring and Evaluation
E) Service Delivery F) All of above G) Others
4. What are the present problems of DDCs for formulating and implementing of any projects? (Please state points)
5. What are the actual differences at the period of EPRs and in the absence of them? (Please state points)
6. Are the projects members trying to utilize your experience?
A) Yes B) No
4. If yes, how?
A) Inviting on meetings B) Discussing formally/ informally
C) Begging suggestions D) Others
5. Have you participated in any activities if project?
A) Yes B) No
9. If yes, in which activities did you participated recently?
A) Identification of Plan B) Formulation of Plan C) Financial matter
D) Plan implementation E) Monitoring and Evaluation F) Others
10. If not, why?
A) Lack of information B) Lack of time period
C) Lack of proper activities D) Absence of tradition to invite ex-EPRs E) Others
11. Do you have any suggestion for wellbeing and successes of the projects? (Specify)