



A STUDY ON KNOWLEDGE, ATTITUDE, AND PRACTICE OF CITIZEN-STATE ENGAGEMENT

at Local Level using
Technological Interfaces

Sustainable use of Technology for Public Sector Accountability in Nepal- SUSASAN



Global Affairs
Canada



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Acknowledgement

The Sustainable Use of Technology for Public Sector Accountability in Nepal (SUSASAN) project aims to collaborate and coordinate with government agencies and civil society organisations (CSOs), including local communities, to leverage and mainstream integrated technologies in the governance processes. The aims to contribute towards “increased empowerment of women and men, girls and boys, and marginalised groups, to engage in democratic processes and enjoy and exercise their human rights.” The KAP study attempts to gather information on existing knowledge, attitude, and practice on citizen-state engagement, the tools and mechanisms used to promote good governance, and the technological interfaces used by four groups of stakeholders – government agencies, CSOs, technology service providers and citizens, particularly women and marginalised groups (WMGs).

Freedom Forum, a project partner, carried out the study in close coordination the Centre for International Studies and Cooperation (CECI)’s SUSASAN Project Management Unit. Other project partners Centre for Law and Democracy (CLD), based in Canada provided knowledge support and Young Innovations, a Nepali IT firm, provided technical support.

Mr. Bhola Bhatarai, a faculty member of Sociology in the Pokhara University, Mr. Prakash K. Paudel, a development researcher and Mr. Krishna Sapkota, policy adviser at Freedom Forum, had developed the survey and other assessment tools and drafted the report. Mr.

Toby Mendel, CLD Executive Director, provided comments and input into the design, of the research, the methodology, the assessment tools and the outline of the report. Mr. Mendel also drafted the Executive Summary, Conclusion and Recommendations.

We also express sincere thanks to the CECI/ SUSASAN Unit for its support and inputs throughout the study. We specially thank Hem Tembe, project Team Leader, Binod Upadhyay, Governance Advisor, Parshu Ram Rimal, Monitoring and Evaluation Specialist, and Surya Laxmi Bajracharya, Gender Specialist for their support in the research, including that for refining the study tools and approach.

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Tara Nath Dahal
Chief Executive

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Acronyms

CAC	Citizen Awareness Centre
CECI	Centre for International Studies and Cooperation
CIS	Citizen Interface System
CRC	Citizen Report Card
CSC	Community Score Card
CSO	Civil Society Organisation
DCC	District Coordination Committee
DDC	District Development Committee
FGD	Focus Group Discussion
GE	Geographically Excluded
GESI	Gender Equality and Social Inclusion
GoN	Government of Nepal
HH	Household
ICT	Information and Communication Technology
IPs	Indigenous Peoples
IT	Information Technology
KAP	Knowledge, Attitude and Practice
KII	Key Informant Interview
LGCDP	Local Governance and Community Development Programme
MoFALD	Ministry of Federal Affairs and Local Development
NGO	Non-government Organisation
PWD	Person with Disability
RTI	Right to Information
SAS	Social AuditSustainable
SUSASAN	Sustainable Use of Technology for Public Sector Accountability
TSP	Technology Service Provider
WMG	Women and Marginalised Group
YI	Young Innovations

Executive Summary

Citizens' involvement in public affairs is crucial for both democracy and sustainable development. Their meaningful participation during deliberations of local issues and decision-making for planning and delivery of public services can strengthen governance. Over the past decades there has been an increase in citizen engagement initiatives led by both government and civil society in Nepal. These include establishment of community awareness centres, and introduction of citizen charters, public hearings, participatory planning, and social audits. Such initiatives, including the Right to Information Act (RTI), have assisted citizens to hold government to account, seek and receive the services they need and participate in development initiatives by engaging constructively with the authorities. Despite this, however, citizens' engagement with decision-makers still falls short of what could have been done. The federalisation of governance and the devolution of authority at the local level have resulted in new opportunities for citizens' engagement, particularly at the local level.

The Sustainable Use of Technology for Public Sector Accountability in Nepal (SUSASAN) project, supported by CECI, seeks foster greater engagement by citizens, particularly women and marginalised groups (WMGs¹) in six districts where it works. It aims to do this by promoting the use of online and offline technologies to support engagement and social accountability.

This study sought to gather baseline information on existing knowledge, attitude and practice (KAP) on citizen-state engagement, the mechanisms and tools used to promote such engagement,

and technological interfaces used by four key stakeholders groups – government agencies, civil society organisations (CSOs), citizens (especially WMGs) and technology service providers. An integrated quantitative survey and qualitative tools (key informant interviews, focus group discussions, etc.) were used to collect information. The household survey of a random sample of 373 households was carried out in the six project districts – Achham, Bajhang, Dadeldhura, Kailali, Lalitpur and Sindhupalchok.

The study has revealed that the level of knowledge is generally low across all three dimensions citizen-state engagement, service delivery mechanisms and tools, and technological interfaces for all groups. Further, women appeared to have comparatively lower knowledge than men, while marginalised groups had much lower knowledge compared to other citizens. For example, a majority of female respondents (60%) were unaware of the key purposes and roles of local (ward/municipal) assemblies. Similarly, 61 per cent of Indigenous People (IPs)² and 59 per cent Dalits were unaware of the core functions of the ward/municipal assemblies. Sixty per cent of Brahman and Chhetri respondents had this knowledge. From among different social accountability tools, public hearings and community scorecards were much better known than others. A clear majority of Dalit respondents (80%) had not heard about the citizen charter while 75 per cent of them did not know about the planning processes at the rural/municipal offices. Knowledge was particularly weak in relation to technology, although some very specific age- and education-related trends were observed.

¹ WMGs: Marginalised Groups for the purpose of this study, include women, youth, Dalits, persons with disabilities, ethnic minorities (i.e. Adibasi Janajati, Tharu), Muslims and geographically excluded and extreme poor communities.

² Indigenous People are ethnic minorities, such as Adibasi Janajati and Tharu.

³ According to GON, disability as a condition where a person faces difficulty to perform day-to-day activities and participate fully in social life due to problems in body organs and system, including physical, sociocultural and communication barriers.

Likewise, there was a wide variance among attitude responses across the different groups included in the survey. People felt excluded even if they were formally represented in decision-making processes since most of the decisions were made on the basis of consensus. More than half (52%) of the IP respondents indicated that decisions made by the local government level were not shared with them and none of People with Disability (PWD³) respondents 'strongly agreed' that decisions were communicated to them. At the same time, local officials believed that citizen engagement could help them deliver better services and manage other workflows better. However, they said that a lack of both human and material resources were obstacles in their ability to deliver timely and efficient services. Technology was perceived to be tool that could help in making service delivery more effective and efficient at the local level.

In terms of practice, a low rate of participation in decision-making platforms and processes, especially by WMGs, was a consistent observation. The study has revealed that in many cases complaints was made through personal

communication rather than through formal channels leading to a lack of information in the ways complaints were registered and resolved, hindering both the democratic process and citizen-state engagement.

A majority of respondents recognised the importance of meaningful participation by all citizens for sustainable development of their communities, but they lacked the requisite knowledge about tools for engaging. As a result, significant efforts need to be made to enhance transparency, communication effectiveness and capacity, especially for WMGs. In terms of specific communications tools, a dual strategy of relying on existing tools – such as radio and local bulletin boards – and developing and raising awareness about less popular mechanisms (SMS, low-tech apps, medium-tech apps, etc.) and social media, including Facebook, could be considered. Also apparent was a large and crosscutting need for capacity building for all stakeholders. Support was also needed for civil society groups working at the local level to enhance their ability to facilitate downward accountability. Such initiatives could enhance the ability of WMGs to engage with government at the local level.

Introduction

CHAPTER

1.1 Study Context

Meaningful participation of citizens in the development process is crucial for improving their livelihoods, uplifting their living standards, and for strengthening democracy. Engagement empowers citizens and gives them confidence to seek accountability from authorities and contributes towards enhancing transparency in the development process. Development can become sustainable when there is inclusive participation of diverse sections of society.

Nepal has had a democracy since 1990. However, almost 25 per cent of the population is still below the poverty line, and the situation is even more serious in geographically remote areas (NRB, 2012). According to the United Nations Human Development Report 2014, citizens from Western, Mid-Western and Far-Western mountains are deprived of basic needs, and collectively are regions that have lowest scores in the Human Development Index (HDI). This disparity also manifests in terms of social backgrounds (caste, gender, etc.) where Dalits have the lowest HDI of 0.434 compared to other castes and ethnic groups.

Nepal's governance system has changed from a centralised unitary system to a decentralised Federal system after a decade-long conflict, and almost another decade of political instability. The country now has seven constitutionally mandated Federal units and 753 local government units (metropolitan, sub-metropolitan, municipalities and rural municipalities). The change is expected to strengthen democratic processes and establish and enhance state-citizen engagement at all levels (local, provincial and Federal).

Nevertheless, there are challenges to establishing democratic processes in the newly formed state institutions that need to put in place effective and efficient service delivery mechanisms by ensuring inclusive participation of all citizens in decision-making processes. This KAP study on local governance and accountability by Freedom Forum with support from the Sustainable Use of Technology for Public Sector Accountability in Nepal-SUSASAN project managed by CECI is expected to provide basic data required to understand the challenges required for devising supportive interventions. The SUSASAN project aims to collaborate and coordinate with government agencies, civil society organisations (CSOs) and local communities to leverage and mainstream integrated technologies in the governance process. It seeks to facilitate good governance by enhancing equitable and inclusive participation in democratic decision-making processes. Specifically, it seeks to support Women and Marginalised Groups (WMGs) and build their skills and capacities to hold government to account by enhancing the responsiveness of public institutions through increased use of technology.

1.2 Purpose and Research Questions

The purpose of the study was to collect information on the existing knowledge, attitude, and practice on:

- a) Citizen-state engagement in democratic decision-making processes at local governments

- b) The tools and mechanisms used to promote governance and social accountability, and
- c) The use of technology for engagement and promoting governance.

The study aims to map existing knowledge, attitude and practices in the decision-making processes, accountability and transparency mechanisms, and technological interfaces at the local government level considering the following questions:

What is the status of KAP regarding citizen-state engagement in democratic processes, decision-making and leadership among stakeholders (government agencies, CSOs, technology service providers, and WMGs)?

How effectively do existing tools and mechanisms (online and offline) used for promoting governance and social accountability at the local level support people (mainly WMGs)?

How do stakeholders perceive the technological interfaces used for enhancing governance and accountability at the local level? And

What are the good practices and barriers to stakeholders' engagement and accountability?

1.3 Limitations of the Study

Identifying the population covered by the study was challenging because existing data that was available covered the old local boundaries that had changed with restructuring. Hence, the study has used the baseline population based on the 2011 census. However, the census data available did not clearly identify households belonging to marginalised groups. Therefore, the sample size was determined based on the proportion of the different social groups in the total population. Similarly, multiple-marginalisation of respondents was excluded considering the major exclusion of project beneficiaries as a basis for interpretation.

Review of Literature

CHAPTER

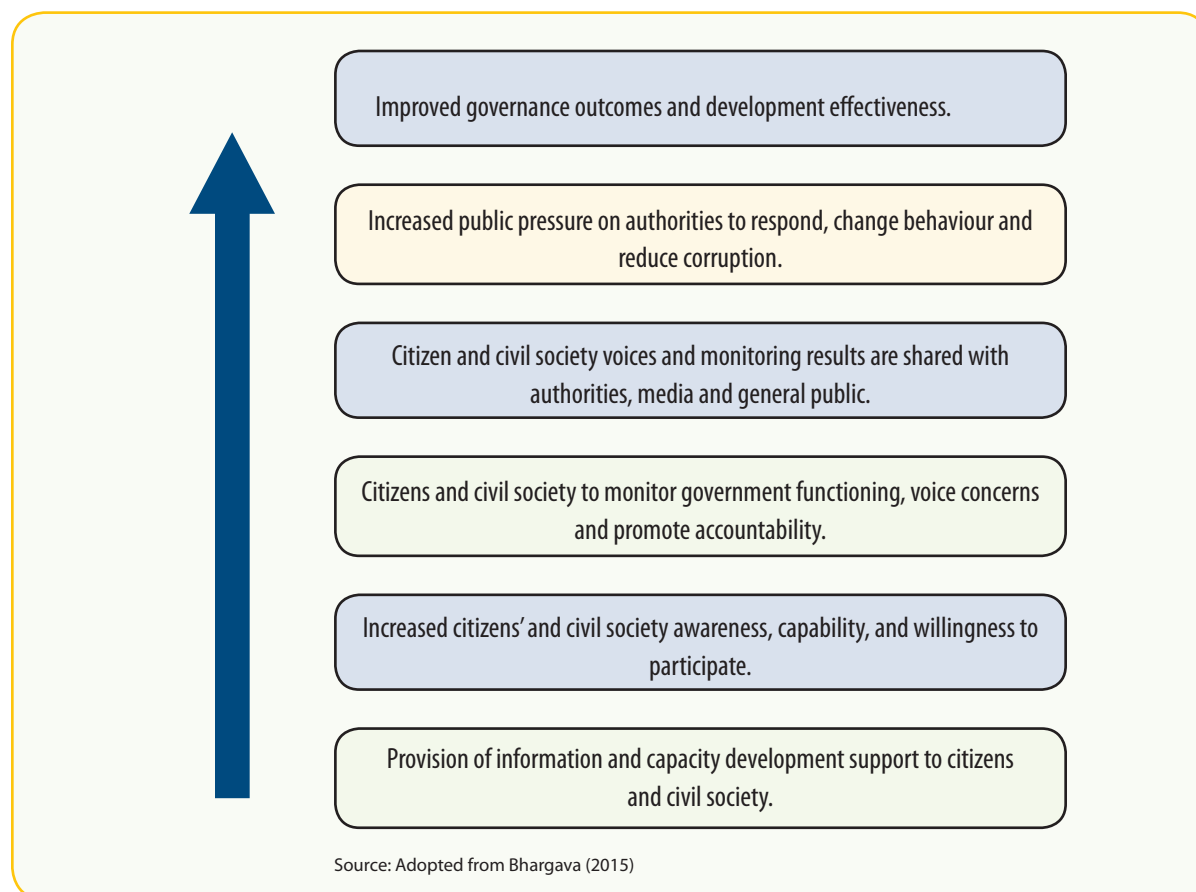
2

2.1 Citizen State Engagement

Understanding the nature of participation is crucial because its outcomes are affected by historical, social, political, economical and geographical circumstances (Nabatchi, 2012). Local governments are unique governments in terms of the diverse social groups living in their jurisdictions. The diversity is also an outcome of the people's faith, mainly the Hindu and Buddhist traditions that influences their way of live. Traditionally, the central rulers possessed hierarchical powers over localities. Indigenous institutions such as, *gosthis* (popular village assemblies), *panchayat* (assemblies of five respected elders elected by a local community), and *manyajan kachahari* (assemblies of elders) were the locus of important social and political responsibilities (Acharya, 1965). However, the system limited participation, and those who were influential in society made decisions. It was only after the end of autocratic rule in 1950 that Nepal began institutionalising democratic principles in governance. The new systems encouraged people's participation by decentralising power to institutions at different levels (Panchayat/VDC, District, Zone and Region). These institutions had authority to function as local units of self-government and to integrate local participation (Dhungel, 2004). The purpose of encouraging participation was to better manage development projects. Still the system was not effective in terms of engaging the common people since it was run by highly centralised institutional structures controlled by the monarchy.

Nepal's social hierarchy and caste-based system have been other obstacles to participation. Traditionally, political power was largely concentrated among high-caste Brahmins, Chhetris and Newars. Women, Dalits (so-called "untouchables"), Janajatis (ethnic groups), Madhesi and Muslims were often excluded from or exercised little power in governance and development processes (UNDP, 2014). Although the overall Human Development Index (HDI) for Nepal improved between 2000 and 2011 from 0.449 to 0.540, its distribution remained unequal. In terms of caste, Brahmins and Chhetris had an HDI of 0.538, whereas that for Dalits was 0.434. Both the Gender Development Index (GDI) and the Gender Empowerment Measure (GEM) are extremely low at 0.534 and 0.568, respectively (UNDP, 2014). Nepal's Corruption Perception

Index was 31 for 2012, which indicated that people had a low level of trust in government. In addition, Nepali society remains stratified, as shown by the domination of the upper class over tenants (UNDP, 2014). Because the degree of cooperation between different sections of society depends on a pre-existing set of socio-political relations in a given community (Putnam, 1993), deep-rooted inequality may prevent effective cooperation in participatory initiatives. Greater devolution of authority after the 2017 elections created hope about citizens being provided opportunities to participate. Prior to this, however, the process largely lacked inclusiveness, participant-friendliness and transparency, leaving



the door open to corruption, malpractices and weak or non-performing accountability systems (Koirala 2011).

2.2 Citizen-State Engagement Initiatives in Nepal

When a society transitions from non-democratic towards a democratic regime, peoples' relationship with the state often becomes more deliberative, transparent, participatory, and collaborative (United Nations [UN], 2008). Nepal is no exception. Following a major political shift in 2015, Nepal's governance system transitioned from one that had been heavily controlled by the monarchy to a more democratic system. Both the delegation of power and resources, and the

promotion of citizen participation in governance are regarded as crucial under the new system for promoting and sustaining democracy and development. The Constitution of Nepal (2015) and Local Government Operation Act (2017) focus on promoting citizen's participation in local development and governance processes. In addition, inclusive provisions, such as reserved seats in Local Governments (LGs) for WMGs, are expected to help in promoting and institutionalising inclusive and participatory governance at the local level.

Nepal's 2015 Constitution seeks to establish accountable, responsive and inclusive governance at all levels. The Local Government Operation Act (2017) has made local level governments (municipalities and rural municipalities)

autonomous and provides citizens spaces to engage with local governments. Further, the Local Level Budget Planning, Implementation, Financial Management, and Property Handover Guidelines, 2017 requires inclusive participation of citizens in the local decision-making processes. Participation of citizens in planning, allocation of budget for targeted communities – especially women, children, ethnic minorities, Dalits and other marginalised people – and the system of public hearing, social audit, women’s empowerment and social inclusion to ensure accountability are also included in the local governance Guidelines.

The Good Governance Act, RTI and its Regulations reflect the government’s commitment towards establishing accountability and transparency. Likewise, Hello Sarkar Operational Guidelines (2014) and the Good Governance Action Plan (2012) also encourage inclusiveness, participation of women and disadvantaged groups, and improvement in service delivery. There are a number of policies, laws and guidelines for promoting the rights of marginalised communities and these support such groups, especially in terms of seeking and receiving information and services from state agencies. The Commission Acts 2017 (such as Indigenous Peoples’ Commission Act 2017, Tharu Commission Act 2017, Dalit Commission Act 2017, and Muslim Commission Act 2017) have given these commissions space to suggest policies and laws to the government. They are also responsible for monitoring effective implementation of programmes specially designed to benefit marginalised communities. The Ministry of Federal Affairs and Local Development (MoFALD) has launched a feedback page using an online app (available at <http://mofald.gov.np/ne/feedback>) in an effort

to make service delivery more accountable. This page also has a link to the Hello Sarkar page.

2.3 Citizen-State Engagement and Technology in Nepal

Central processing of national data in Nepal began with the establishment of the National Computer Centre (NCC) in 1974. The private sector began engaging in software development in the 1980s. However, these efforts were limited to major cities and to date, there is a ‘digital divide’ at both the individual and institutional levels across the country. Nepal ranked 135th in United Nations’ e-Governance Development Index (EGDI) in 2016. Factors identified as contributing to the country’s low EGDI score were limitations in: information, communication and technology (ICT) infrastructure; human resources expertise and experience; and ICT policy prioritisation and associated financial allocations (CECI, 2017). Another study by Freedom Forum (2014) had identified the main constraints to the growth of Open Data (OD). They were the lack of an Open Data policy, political and bureaucratic resistance to innovation, limited financial allocation, high levels of corruption, and a lack of collaboration between the OD and Right to Information (RTI) movements.

The state-owned Nepal Telecom Company (NTC) is the main operator of the national telecom network. There are other companies (such as NCell, UTL and internet service providers or ISPs) that also provide communication services. Technology has been identified as a backbone for development and as a result, government institutions have begun to use it to enhance public service delivery through efforts such as Open Data, Hello Sarkar, online registration of personal records, online gate pass/attendance,

online tender system (e-tender), computerised citizenship records, websites, e-mail, internal memo management, administration and revenue recording systems. Similarly, policies have been

introduced and the institutional mechanisms have been created in order to enhance effective governance through the use of technology (e-governance).

Research Methodology

CHAPTER

3.1 Research Design and Data Collection

An integrated research approach, using both quantitative and qualitative methods, was employed for this study. Both a structured questionnaire and texts collected through an open interview schedule were used in the study. Quantitative data collected through the household survey identified the KAP regarding citizen-state engagement among stakeholders while qualitative data collection methods explored the stakeholders' knowledge, attitudes and practices. A questionnaire was used to collect quantitative data, while the key informant interviews and focus group discussions (FGDs) generated qualitative information.

The enumerators employed to collect survey data were orientated on the study and the questionnaire before being sent to the field. Similarly, a pre-test of the questionnaire was conducted, and inputs from the testing were taken into account before the survey was done. Data were collected using an electronic device (tablet) on KoBo collect android application. Enumerators carried out mock tests on the methods, FGD and KII, and also filled out questionnaires as part of the orientation.

The data were edited, cleaned, coded and tabulated for descriptive statistical presentations (cross tabulations, graphs, and charts). For the qualitative data, the transcripts of interviews and FGDs were compiled using field notes and recordings.

Table 1: Sample Size of HHs, KII and FGD by Districts

Districts	Sample Size		
	Household Survey (HHS)	Key Informant Interview (KII)	Focus Group Discussions (FGD)
Achham	48	7	2
Bajhang	34	7	2
Dadeldhura	30	7	2
Kailali	131	7	2
Lalitpur	48	7	2
Sindhupalchowk	82	7	2
Central level	0	7	0
KII, FGD in total		Total KII	Total FGD 12 (6-8 person in each) Average 6
Sample of total persons	373	49	72
KII Participants: i) Mayor/Deputy Mayor of municipality-1 and Chief/Deputy Chief of rural municipality-1; ii) Chief Administrative Officer of municipality and rural municipality (local government)-2 iii) Chair Person of Ward in the municipality and rural municipality-2 iv) Technology Service Provider-1, Total: 1+1+2+2+1 = 7 in each district.			
KII Participants at central level: i) MOFALD -1, ii) Representative from VDC federation and MUAN-- 1+1 =2, Thematic Experts-2, Technology Service Provider-2 (Young Innovations, Telecom) Total 1+2+2+2= 7 (does not include local ISPs).			
FGD Participants: Ex-social mobilisers, community leaders, political leaders, youth and people with disabilities, CSOs, Total: 6-8 (emphasised GESI)			

Table 2 : Selected Wards of Six Districts

S.No.	District	Municipality and wards	Rural Municipality and wards
1	Achham	Sanphebagar-4, 8	Banigadhi-Jaygadh-3, 5
2	Bajhang	Jayprithvi-10	Masta-4, 6
3	Dandeldhura	Amargadhi-5, 10	Navadurga-2, 3
4	Kailali	Dhangadhi-1, 15	Kailari-1, 5
5	Lalitpur	N/a	Konjyosom-1, 2 and Bagmati-3
6	Sindhupalchok	Barabise-4, 8	Sunkoshi- 1,7

Informed consent of participants was obtained prior to seeking responses and confidentiality of both participants and responses have been maintained by using aliases or pseudonyms. Considering power relationships between the researcher and respondents, attempts were made to use value neutral enumerators by distancing them from the analysis.

3.2 Sampling Plan

Under the new Constitution (2015) Nepal has seven provinces and 753 local governments serving as sub-national political and administrative units. Local governments comprise 293 municipalities and 460 mural municipalities. This study was carried out in six districts under the scope of the SUSASAN project. Within each district, two municipalities/rural municipalities were selected. The wards of municipalities/rural municipalities served as Primary Sampling Units (PSUs) for the survey. WMGs were the main target respondents for the research. The recorded data provided a basis for defining the population frame. In total 373 sample households were selected for the HHS. The research also interviewed 49 key informants and held 12 FGDs to generate qualitative information.

3.2.1 Sampling Design and Sample Size Determination

The appropriate sample size was determined largely based on three factors: (i) the estimated prevalence of the variable of interest, (ii) the desired level of confidence, and (iii) the acceptable margin of error. A survey like this has numerous survey variables and indicators, and their prevalence was not the same across the target population. At the same time, as this was the first time such a survey was

carried out in Nepal on the particular issue, there was no prevalence value for indicators of interest. Therefore, the safest way was to use a value of 0.5 (non-response value), which maximised the sample size and catered to all other variables of interest as well. The estimated sample size was computed by using the following formula:

$$\text{Sample size (n)} = \frac{Z^2 \times p(1-p)}{\epsilon^2} + \frac{(Z^2 \times p(1-p))}{\epsilon^2 N}$$

Where,
 Z = Z-score value at 95% confidence level
 p = Sample proportion (%)
 ε = Margin of error (%)

Multistage cluster proportionate stratified random sampling was used with respondent driven sampling to reach the desired sample size. In respondent driven sampling, one respondent helps to identify another. Similarly, if a visited respondent did not turn up for the interview (unwillingness, death, and absence), another person preferably of the same sex and age group was selected from the same household. To ensure the result reflected the perspectives of WMGs, the sample plan was designed to ensure that 60 per cent respondents came from among WMGs. Youth and Persons with Disability (PWDs) were prioritised for the survey.

3.3 Survey Sites

The survey was conducted in two purposefully selected wards of each municipality/rural municipality in all six districts where the location of project techno-hubs have been proposed. Almost all locations were selected based on rural-urban geography. The study covered only the project area of SUSASAN and the number of respondents was selected as per the project requirements.

Presentation of Data and Analysis

CHAPTER

4.1 Demographic Characteristics of Respondents

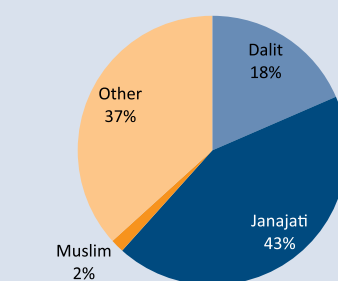
The survey disaggregated respondents by gender, age, education, occupation and marginal groups. They were later referred to in terms of their social groups such as Brahman/Chhetri, Dalit, Indigenous People (Tharu and Janajati) and Muslims in terms of caste and ethnicity, while People with Disabilities and Geographically Excluded (GE⁴) groups were enumerated separately. Forty-three per cent respondents belonged to indigenous groups while 37 per cent were Brahman/Chhetri (categorised as 'others'). Similarly, 18 per cent respondents were Dalits, while 2 per cent belonged to the Muslim community.

Similarly, there were 68 per cent women respondents followed by 65 per cent youth, 43 per cent IPs, 18 per cent Dalit, 4 per cent PWD and 2 per cent Muslim and GE populations in the study. The categories were purposively determined to meet the requirements of the project.

The survey focused on marginalised groups to seek their experiences and perceptions, while representatives from CSOs were also consulted as information intermediaries

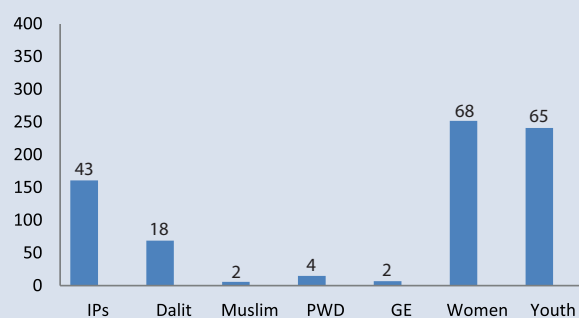
between the local government and citizens. Federal government/non-government organisations (NGOs), and technology service providers were also consulted through KII and FGDs to validate

Figure 1: Distribution of Respondent according to Demographic Characteristics (Caste-ethnicity) (%)



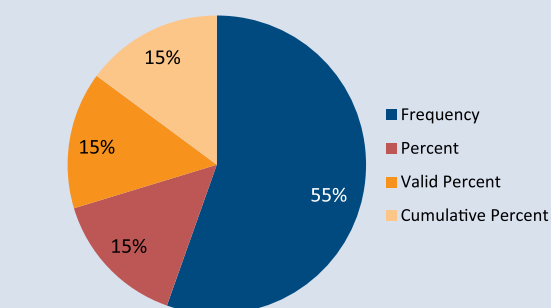
(Source: Fieldwork)

Figure 2: Details of WMG Respondent (%)



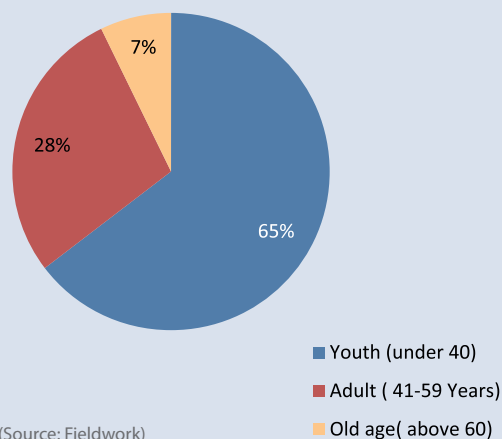
(Source: Fieldwork)

Figure 3: Distribution of Respondents by Sex (%)



(Source: Fieldwork)

⁴ According to the National Inclusion Commission Act-2074 BS, the backward (Geographically Excluded) area includes that specified by the Government of Nepal in line with the recommendation of National Inclusion Commission.

Figure 4: Age Distribution of the Respondents (%)

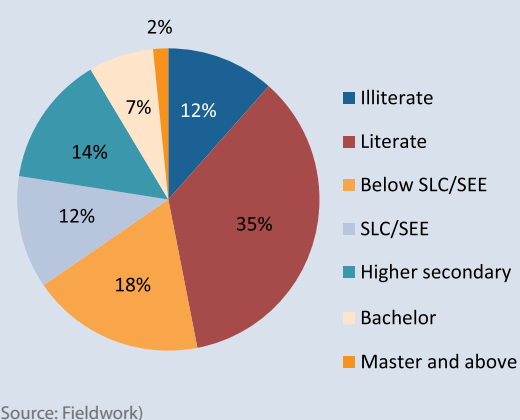
knowledge about the existing provisions and mechanisms applicable at the local level.

The social and personal background of respondents was purposefully arranged as per project requirements. So, a majority of respondents interviewed in the survey were female (68%) although there also were male respondents (32%), mainly from marginalised groups (see Figure 3).

The number of youth⁵ was high among respondents. The youngest respondent was 15 years whereas the eldest was 83 years (See Annex I). Those aged between 20 and 40 years were prioritised for the interviews, as they comprised the age group that could make local level governments more accountable and transparent.

Of the 373 survey respondents, 65 per cent were under 40 years old, followed by 28 per cent aged between 41–59 years with the remaining 7 per cent were above 60 years of age.

In terms of education, 9 per cent respondents had a Bachelor's Degree or above, and 26 per cent had graduated from school with a School Leaving Certificate (SLC) or higher secondary education. Another 18 per cent had completed basic education. Overall, a majority or 35 per cent were literate with only primary or informal education, and 12 per cent were illiterate.

Figure 5: Educational Status of Respondents (%)**Table 3:** Educational Qualification of Respondents (%)

Education Level	Dalit	PWD	IPs	Muslim	GE	Others
Illiterate	21	13	11	17	13	7
Literate	44	7	39	33	50	29
Below SEE/SLC	24	33	19	33	13	13
SEE/SLC	2	27	11	-	13	18
Higher Secondary	6	13	13	17	-	20
Bachelor	3	7	6	-	13	11
Master and Above	-	-	1	-	-	3

(Source: Fieldwork)

⁵ According to National Youth Policy 2015, "Youth" mean citizens between ages 16 to 40 years.

The survey respondents from marginalised groups had low academic qualifications. Overall, more than half of the respondents were below SLC or secondary education level, and very few had a university degree. However, 52 per cent of the Brahman/ Chhetri respondents either had school education or a university degree. In contrast, the figure was 11 per cent for Dalits, 26 per cent for geographically excluded, 31 per cent for IPs, and 17 per cent for Muslims (see Table 3).

Similarly, a breakdown by occupation shows that 50 per cent respondents had agriculture as the primary source of livelihood followed by business or self-employment (18%). Fourteen per cent had jobs in either the private or public sectors, whereas 6 per cent respondents were engaged in household work. Only 2 per cent had fishing as a livelihood source and 8 per cent said they had other vocations not listed in the options (see Figure 6).

Overall, farming was also by far the largest secondary source of livelihood for the respondents: over 50 per cent respondents had no alternative source of income other than farming. Interestingly, none of the respondents said that they relied on household work as a secondary source of livelihood. Similarly, 3 per cent said a government job was their secondary source of livelihood. Among all respondents, around 2 per cent did not have a primary source of livelihood. Overall, the secondary source of livelihood does not vary significantly from the primary source across the different groups in the study (See: Annex I for detail).

The respondents were also asked to categorise their family in terms of economic status. A vast majority categorised themselves either as middle class or poor: Almost 70 per cent considered them to be middle class, 29 per cent poor, and only 1 per cent rich.

Figure 6: Primary and Secondary Sources of Livelihood (%)

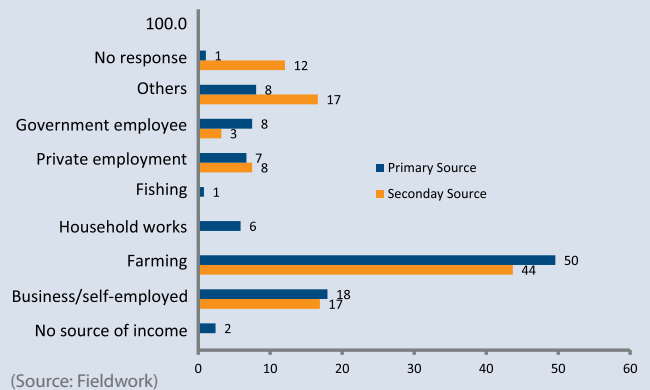


Figure 7: Economic Status of Respondents (%)

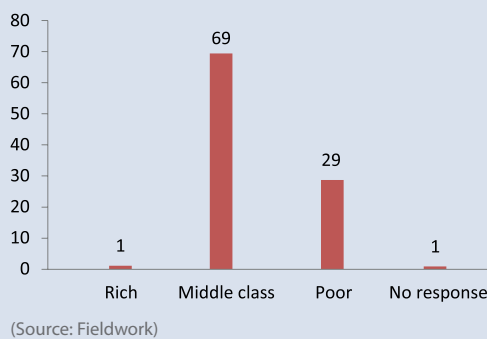
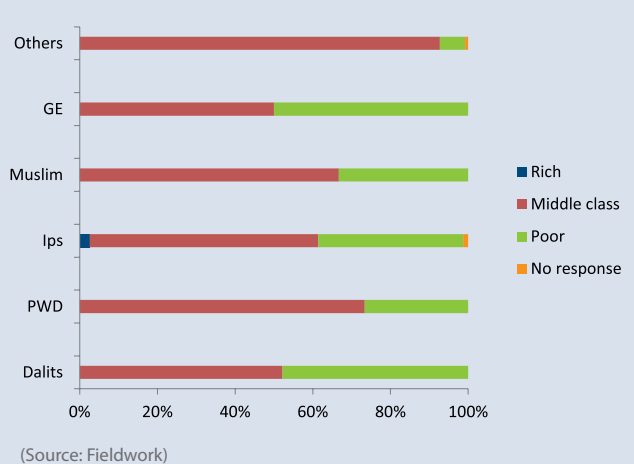


Figure 8: Economic Status of Respondents (%)



Based on caste and ethnicity, 93 per cent of the Brahman/Chhetris believed they were middle class, but this dropped below the average for Geographically Excluded (50%), Dalits (52%) and IPs (59%). Those who considered themselves rich were IPs and Brahman/Chhetris.

4.2 KAP of Citizen- State Engagement

This section presents information from both qualitative and quantitative study approaches.

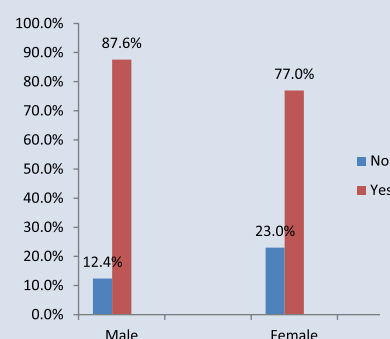
4.2.1 Knowledge on Rights and Provisions

The knowledge of respondents about their right to participate in decision-making processes at the local level was varied by social backgrounds and personal traits. Nearly half of the illiterate respondents (47%) said they have not heard about ward/municipal assembly whereas more than 80 per cent of the literate respondents knew about the assembly. However, even among respondents having higher secondary and even bachelor level education, more than 10 per cent said they had not heard about the assembly.

A large proportion of female respondents (77%) had heard about the ward/ municipal assembly, and 23 per cent had not heard about it. Comparatively, more male respondents (88%) knew about the assembly.

However, there was no significant distribution on information/ knowledge about the purpose

Figure 9: Information about Ward/ Municipal Assembly by Gender (%)



(Source: Fieldwork)

of the assembly between different ethnic groups, though there were slight differences. The data show 60 per cent Brahman/Chhetri, and People with Disability knew that the ward/municipal assembly developed the plan for the fiscal year. Forty per cent Dalits and IPs were aware about the purpose of the assembly.

The ward/municipal assembly is an important activity at the local government level that is intended for ensuring inclusive participation of the community for development planning. The Local Government Operation Act 2017 mandates the right of citizens to participate in the assembly that allocates the budget for the fiscal year. But many respondents were unaware of the provision. According to field data, a majority of Dalits (83%) and 80 per cent of IPs said they did not know about the legal provision. However, 61 per cent respondents from Brahman/Chhetri groups also were uninformed about the provision. Muslims respondents did not know about the provision,

Table 4: Information about Ward/ Municipal Assembly (%)

	Illiterate	Literate	Below SEE/SLC	SEE/SLC	Higher Secondary	Bachelor	Master and above
No	47	20	15	13	15	12	-
Yes	54	80	86	87	84	88	100

(Source: Fieldwork)

Table 5: Knowledge about the Purpose of Assembly (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	59	40	60	100	75	40
Yes	41	60	40	-	25	60

(Source: Fieldwork)

while all Geographically Excluded respondents were aware about the same.

Table 6: Knowledge about the Right to Participate in the Assembly (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	83	67	80	100	-	61
Yes	18	33	20	-	100	39

(Source: Fieldwork)

The level of knowledge among respondents about existing policies and practices was low. Despite the presence of commissions working for marginalised groups (Women, Tharu, Muslim, Janajati, Dalit, etc.) that are also responsible for sensitising people about their rights, the information gap among these groups was high. Further, the respondents' knowledge about the Right to Information (RTI) was also low. Only 34 per cent IPs and 25 per cent of Dalit respondents said they had known about the RTI; while 53 per cent Brahman/Chhetri, 60 per cent PWD and 100 per cent Geographically Excluded respondents knew about the law.

Table 7: Awareness about the Right to Information Act, 2007 (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	75	40	66	100	13	47
Yes	25	60	34	-	88	53

(Source: Fieldwork)

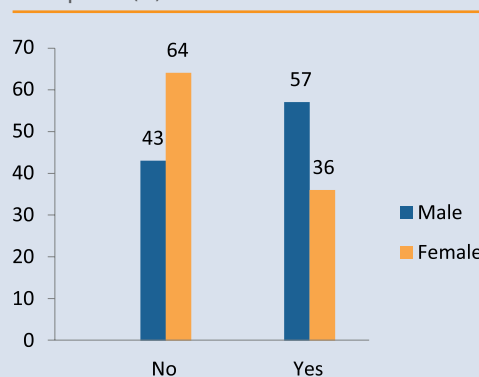
The study showed that many respondents lacked information about the participation opportunities provided by law. Among many reasons, effective disclosure of information was observed as a major challenge at the local level. CSOs in focus groups said Illiteracy was a major reason for this knowledge gap. The data showed that more than 51 per cent Dalit respondents followed by 33 per cent IPs did not know about the right of citizens to seek and receive information held by the municipal

office. In contrast, more than 80 per cent other (Brahman/Chhetri) and PWD respondents said they are aware about the right.

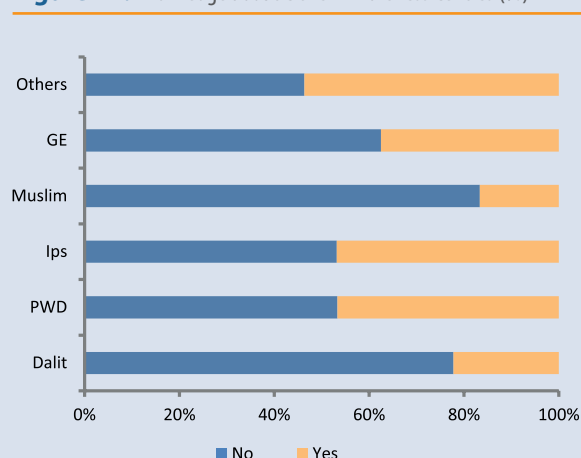
Table 8: Awareness of the Right to Information held by Municipality (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	51	20	33	83	-	16
Yes	49	80	67	17	100	84

(Source: Fieldwork)

Figure 10: Knowledge about the Citizens' Charter at the Wards/Municipalities (%)

(Source: Fieldwork)

Figure 11: Knowledge about Citizen Awareness Centres (%)

(Source: Fieldwork)

Similarly, the Citizens' Charter at the local government office aims to provide information about day-to-day public service delivery at the institution. The finding showed a significant difference between men and women in terms of their knowledge about the Citizens' Charter. Fifty-seven per cent men were aware of the Charter while that was true for only 36 per cent of women.

The respondent's educational level was positively associated with their knowledge of the Citizens' Charter. More than 90 per cent of respondents with a Bachelor's degree or more knew about the Charter while only 7 per cent illiterate people had heard about, or seen it. This statistic rose to 45 per cent for respondents with basic education. (See: Annex I)

The lack of knowledge impacts the participation of citizens in the planning process. There are many planning processes at the community level that are directly linked with people living there. The Citizen Awareness Centres (CACs) at the local bodies are responsible for raising awareness about the planning processes among citizens.

There was a significant difference among different social groups regarding their awareness/knowledge of the CAC at the local level when data was segregated based on caste and ethnicity. Fifty-four per cent Brahman/Chhetri were aware of the centre, followed by 47 per cent of both PWDs and IPs. The awareness was low for Dalit respondents (22 per cent). The political representatives, CSOs, and local government officials emphasised the responsibility of the CAC for informing citizens about their entitlements in interviews and FGDs.

4.2.2. Civil Society's Knowledge of Citizen-State Engagement

CSOs often serve as intermediaries to bridge the gap between service providers (local authorities) and service receivers (citizens) at the local level.

However, they often play different roles including that of service providers, service receivers, and as advocates for change. In this context, CSOs can play a vital supporting role in establishing transparency and promoting accountability for inclusive participation. Representatives of CSOs who participated in the FGDs were informed about services provided by the local government because they had participated in ward office meetings, and were often also invited to planning meetings. Nevertheless, the level of awareness was very low among the respondents in the survey. One participant in FGD said, "Our organisation (Dalit Female Group) is normally invited to the meeting, and our chairperson informs us about that". However, members of the CSOs added that they were invited to meetings mostly through personal communication. Consequently, those who remained excluded from the personal networks were unlikely to be informed about the local government activities. Unlike the members of CSOs, people who were uninformed were unable to access services provided at the local level. The WMGs that had participated at the meetings were not optimistic about the outcome of their participation in the planning process. Some of the members of CSOs who had participated in the discussions were not satisfied with their participation in the decision-making process. A woman from the Dalit community said at a FGD, "I was nominated as Treasurer of a road construction committee; however, I came to know about it only after I was called for opening a bank account". Her experience reinforces the need for meaningful participation of marginalised communities rather than inclusion for the sake of a headcount.

4.2.3 Attitude about Citizen-State Engagement

Participation in local planning and decision-making processes was different depending on the type of respondent and the perceptions were closely associated with the level of knowledge of participants. The findings showed that 43 per

cent IPs either disagreed or were not sure that the ward/municipal assembly provided them equal opportunities. This was true for 44 per cent Dalits. Most Brahman/Chhetri respondents (72%) believed that the assembly provided equal opportunities to all.

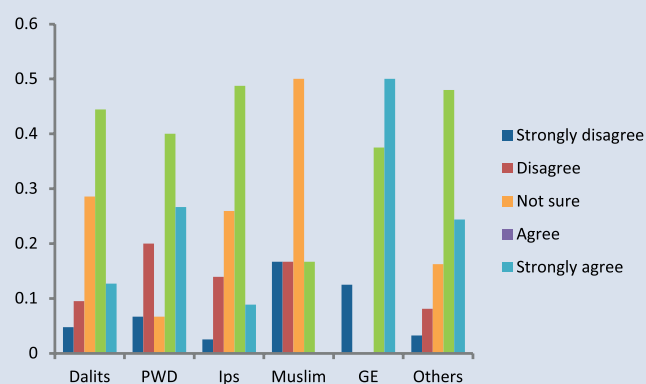
Among the marginalised groups 26 per cent IPs and nearly 30 per cent Dalits had doubts as to whether or not the ward assembly provided them equal opportunities. The data showed that Brahman/Chhetri respondents had more positive views about citizen state engagement than respondents among the WMGs surveyed.

A majority of Brahman/Chhetri respondents (63%), PWDs (53%) and GEs (50%) agreed or strongly agreed that the ward assembly/committee allocated the budget in an equitable manner. But a large proportion of Muslims (83%), IPs (40%), and Dalits, and GEs (38%) were not sure if the budget was allocated in an equitable manner at the ward level. These differences in attitude could be caused by differences in access to information from the local government.

When respondents were asked whether they are regularly updated with decisions of the ward committee, more than 60% respondents belonging to IPs group did not think that ward committee decisions were shared with them (disagreed or strongly disagreed) and the number rose to 70% for PWDs. Over 40% of Dalits were not sure about this. Interestingly, 50% of Brahman/Chhetri also disagreed that the decisions were shared.

In interviews with local authorities, they indicated that information was regularly disseminated

Figure 12: Opportunity for Citizen-State Engagement at Ward Level (%)



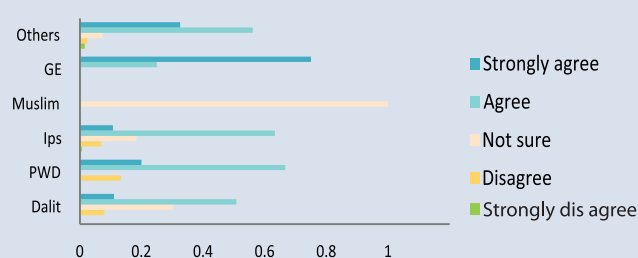
(Source: Fieldwork)

Figure 13: Awareness about Ward Committee Decisions (%)



(Source: Fieldwork)

Figure 14: Benefit of Participation in Planning Process (%)

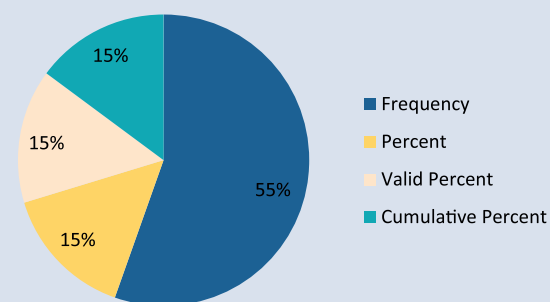


(Source: Fieldwork)

Table 9: Allocation of Budget (%)

	Dalit	PWD	IPs	Muslim	GE	Others
Strongly Disagree	8	13	1	17	13	7
Disagree	14	20	25	-	-	9
Not Sure	38	13	40	83	38	21
Agree	37	40	32	-	50	46
Strongly Agree	3	13	3	-	-	17

(Source: Fieldwork)

Figure 15: Consensual Decisions of Ward Assembly/Committee (%)

(Source: Fieldwork)

through different channels such as local radio, news, notice boards and even the website. This suggested that local authorities needed to do a much better job of sharing information.

The respondents were asked whether their users' groups were formed inclusively. A majority of both males (76%) and females (64%) agreed that they were inclusive, but there were important differences. Thirteen per cent of the males were not sure whether the groups were inclusive or not whereas the proportion was double (26%) for females. The variation in the data indicated the differences in attitudes ~ perhaps ~ based on the experiences of males and females at such groups.

Table 10: Formation of Local Users' Groups /Committees (%)

	Strongly Agree	Disagree	Not Sure	Agree	Strongly Agree
Male	4	7	13	55	21
Female	3	8	26	51	13

The issue of inclusiveness was also explored at the FGDs. Participants were asked about inclusiveness of their user committees. Most participants at the discussions agreed that their user groups were inclusive. But a few participants repeatedly questioned whether there was meaningful participation in these groups. A female participant from a marginalised community said, "We are invited only to for our

signatures not to be listened." This suggested a gap between the policy and practice. The findings suggested that even though inclusiveness was followed at forming groups at the local level the citizens still lagged behind in terms of taking advantage of such opportunities.

Large number of respondents from marginalised communities disagreed on the statement that inclusive participation contributed to making community level planning effective. Some 40 per cent of Dalits followed by over 25 per cent IPs either disagreed or were not sure that inclusive participation had benefited them. However, 100 per cent GEs, 93 per cent people with disability and 92 per cent of Brahman and Chhetri either agreed or strongly agreed that inclusive participation made planning effective.

Participation is an essential social process as it can lead to greater awareness of citizens and also provide them with opportunities to express their claims. At group interviews participants, especially those from marginalised communities expressed dissatisfaction on their engagement in decision-making processes. They said that the planning process followed the rules but final decisions were made in the favour of privileged communities. A slight majority of survey respondents believed the decisions at the ward assembly/ committee were based on consensus (55%).

However, there still are concerns in terms of real representation of marginalised people because the study has raised questions on whether or not the representation has been empowering in the real sense.

4.2.4 Civil Society's Attitude of Citizen-State Engagement

The perception of CSOs about citizen-state engagement was explored through interactions with the users' groups in the community. There

was a common understanding among CSO representatives that effective participation had helped to establish democratic systems at the local level. Many CSO members who participated in the study expressed positive views about rules on representation in the planning processes. However, they also had concerns about the actually decision-making process. A man from the Dalit community said, “I am often invited to meetings but it is just for putting my signature as a representative to fulfil the representation quota.” The participants believed that participation alone could not promote accountability and therefore there was need for more transparent decision-making mechanisms.

Good governance is promoted by meaningful participation in decision making based on good information rather than the type representation there was, as indicated by FGD participants. The participants said that they participated in decision-making processes often to put forward their views to try to claim the proportion of the budget allocated for their ethnic or social group. Nevertheless, they are likely to remain passive participants in the process unless they are informed, which is required for effective participation.

4.2.5 Attitudes of Local Authorities on Citizen-State Engagement

Government officials and elected representatives were interviewed about engagement mechanisms used at the local level. They had very positive views about the rules on inclusive participation. An officer said, “The provision of inclusive participation in decision-making is good since it increases ownership of any action planned in the community.” He added, “However representatives from CSOs have to be accountable to their community rather than serve their personal interests.” According to the local authorities, peoples’ participation in the planning process is constructive. However, they also accepted that

service delivery systems were not effective. Lack of awareness among citizens, mostly marginalised people, was identified as a common challenge for effective service delivery. Similarly, lack of competent human and physical resources, were also pointed out by local authorities as serious factors hindering service delivery.

4.2.6 Practice of Citizen-State Engagement

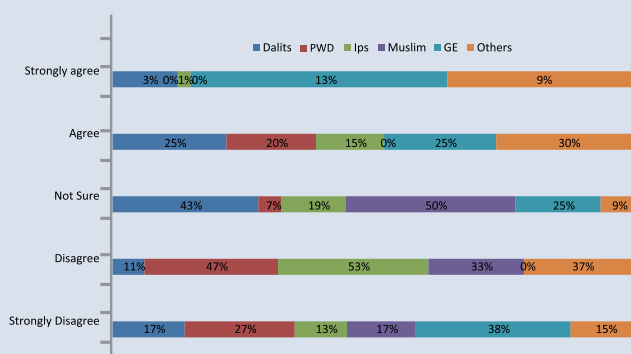
The study had explored the practice of citizen-state engagement for different types of services. The data showed there was limited participation in planning. Table 11 shows that an overwhelming majority of IPs (94%), PWD (87%) and Dalits (83%) did not participate regularly in planning at ward/ municipality levels. The same was even true for Brahman and Chhetri (83%). Participants in the interviews said that representatives of user groups were involved in planning, while local government officials said participation was a general problem.

Table 11: Participation in Ward/Municipality Level Planning (%)

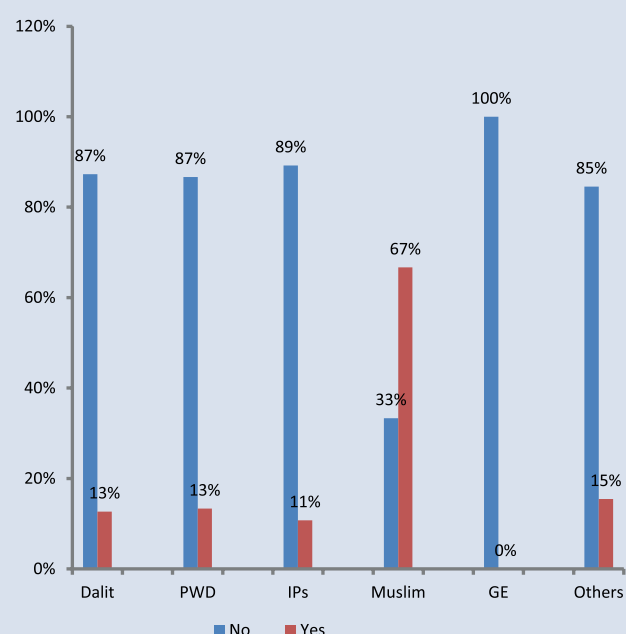
	Dalit	PWD	IPs	Muslim	GE	Others
No	51	20	33	83	-	16
Yes	49	80	67	17	100	84

(Source: Fieldwork)

Lack of awareness was suggested one reason for low participation rates. It is the responsibility of officials and representatives to disseminate information in the community. But only few respondents were aware of ward committee decisions. According to data, only 16 per cent IPs, 20 per cent of PWDs and 29 per cent Dalit respondents agreed or strongly agreed that they were aware about decisions of ward committees. The respondents from Brahman and Chhetri communities (39%) and GE (37.5%) were more informed about decisions by ward committees, although the number of those who knew was low.

Figure 16: Respondents who were Aware of Ward Committee Decisions

(Source: Fieldwork)

Figure 17: Registration of Complaints at Ward/ Municipal Office

(Source: Fieldwork)

The Local Government Operation Act (2017) has set rules for planning at the local level. The Act emphasises on participation of diverse communities but very few respondents had actually participated in the processes.

Respondents from Dalit and IPs communities had exercised their right to seek information the least (92%), although the rates for seeking information were very low across all WMGs, and even the Brahman and Chhetri respondents (80% did not use this right). The respondents from PWD (27%) were the highest users of RTI. The data also revealed that very few respondents had registered complaints at ward/ municipal offices.

Table 12: Use of RTI Act for Information (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	92	73	92	100	88	80
Yes	8	27	8	-	13	20

(Source: Fieldwork)

Overall more than 80 per cent respondents said no when they were asked if had registered a complaint at the ward/municipal office. Exceptions were Muslims ~ 67 per cent said they had registered a complaint. However, no conclusions can be drawn because the number of Muslim respondents in the sample was low.

The survey had asked respondents whether complaints they had registered were addressed in a timely fashion. Interestingly, out of 373 respondents, 94 per cent said 'no'. It was not clear whether the reason for this was because they had not made complaints or because the complaints had not been addressed. This response was almost evenly distributed among male (93%) and female (95%) respondents.

Table 13: Redress of Complaints (%)

Gender	No	Yes
Male	93	7
Female	95	5
Total	94	6

(Source: Fieldwork)

However, in interactions the local authorities said complaints were addressed in a timely manner. Although the formal system of registering and redressing grievances did not seem to work, local representative said these issues were "dealt" through personal efforts. The common practice of receiving and redressing grievances was based on personal relations.

4.2.7 CSO Participation in Decision Making Process

CSOs representatives said they often participated in planning processes in their communities. They were generally invited to planning meetings by the local authorities. The CSOs said they represented the voices of local communities and informed them of decisions that were taken. A participant in the discussion said that the chairperson of their organisations usually participated in the meetings.

Similarly, CSO representatives at the central level said citizen-state engagement at the local level was very important for reforming governance. They also pointed out that the Local Government Operation Act 2017 did not have clear mechanisms for citizen-state engagement, particularly for WMGs. Participants at the discussion said technology could be a key to providing information to marginalised people. The interviewees were not sure if the WMGs' had access to technology and the skills to use different devices.

4.3 KAP on Service Delivery Mechanisms and Tools

It is important for government to be accountable to the people in the area of service delivery. This section discusses the mechanisms and tools for service delivery in terms of knowledge, attitude and practice.

Figure 18: Knowledge on Budget Planning

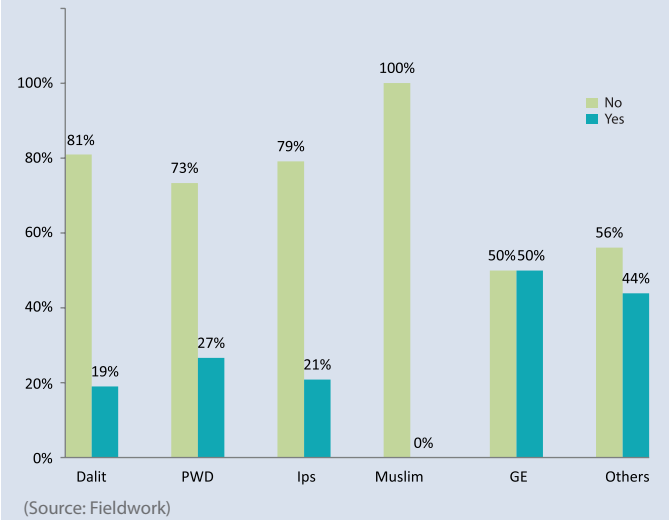
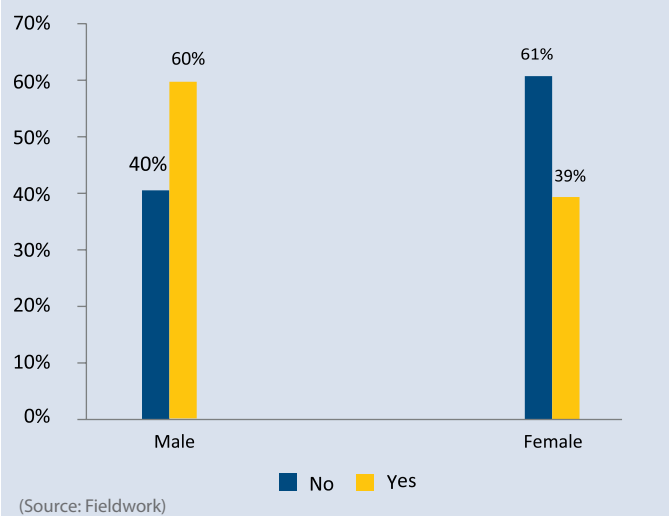


Figure 19: Awareness on Social Accountability Tools by Gender



4.3.1 Citizens' Knowledge about Service Delivery Tools and Mechanisms

Public services delivery can become more effective and efficient when there are mechanisms for engaging citizens. Knowledge can help citizens to seek and receive services. However, the data has revealed that a large number of respondents lack knowledge about existing service delivery mechanisms and processes. The budget planning process is one of the crucial activities at the

ward and municipal level. The data showed 81 per cent of Dalits, 79 per cent of IPs and 73 per cent of PWD were unaware about the budget planning process. The awareness was low even among respondents from Brahman and Chhetri groups (44%). None of the Muslim respondents in the survey were aware about budget planning processes at the local level government.

The evidence showed that women were relatively more unaware of social accountability opportunities. The data showed that male respondents (60%) were significantly more aware of social accountability tools compared to female respondents (39%).

Likewise, data disaggregated by caste/ethnicity revealed a significant difference in awareness/knowledge of social accountability tools available among people from different caste/ethnicity. Comparatively, Brahmin/Chhetri (59%), PWD (67%) and GE people (75%) had greater awareness of social accountability tools while it was 42 per cent for IPs and 25 per cent for Dalits.

Table 14: Aware of Social Accountability Tools (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	75	33	58	100	25	41
Yes	25	67	42	-	75	59

(Source: Fieldwork)

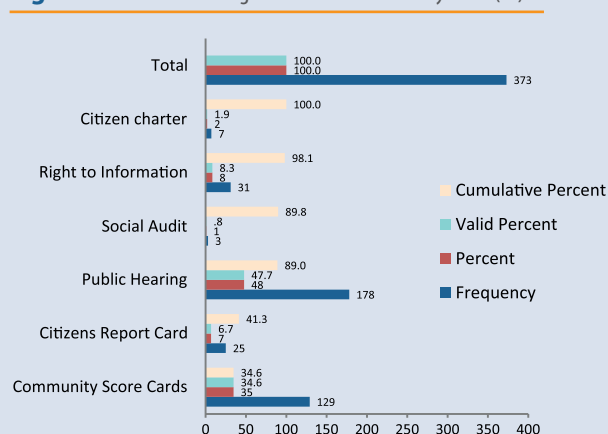
Although the law has required representation of marginalised communities in decision-making processes at the local level only a few people from these communities knew about this. When asked if they know about the rules on WMGs representation, those who knew included 67 per cent of PWDs, 49 per cent of Dalits and 56 per cent of IPs. The knowledge was about the same for Brahman and Chhetri respondents (81%).

Table 15: Knowledge about Provisions for WMGs Representation (%)

	Dalit	PWD	IPs	Muslim	GE	Others
No	51	33	44	83	25	20
Yes	49	67	56	17	75	81

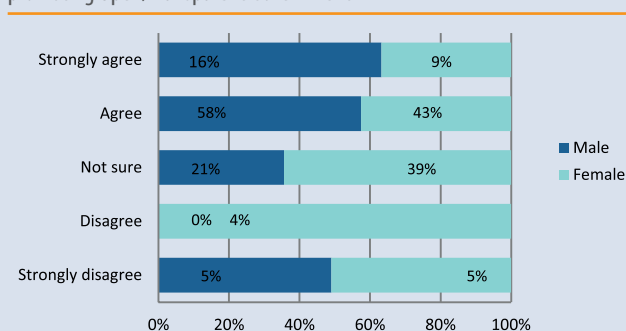
(Source: Fieldwork)

Figure 20: Had knowledge about Service Delivery Tools (%)



(Source: Fieldwork)

Figure 21: Perceptions of Social Accountability Mechanisms for promoting Open/Transparent Government



(Source: Fieldwork)

The data showed that a large proportion of respondents were familiar with their right to know about services available to them. Public hearings were the best known among the different social accountability tools. Likewise, the community scorecard was another accountability tool that large number respondents were familiar with.

4.3.2. Attitude on Service Delivery Tools and Mechanisms

The citizens' attitudes towards local government varied. The data revealed that attitudes about existing social accountability mechanisms varied across marginalised groups. An overwhelmingly

majority of PWDs (80%) and IPs (64%) believed that the Citizen Charter was an effective tool to access information about public services. Seventy per cent Brahman/Chhetri groups also shared view (70%). However, only 37 per cent of Dalit respondents agreed or strongly agreed that the Citizen Charter was an effective tool to access public information.

At group discussions, participants had expressed dissatisfaction with existing public service delivery mechanisms at the local level. An adult with a disability at the discussion said, “I was interested to take part in a mason training provided by ward office, but nobody informed me. I could not walk a great distance to read the notice.” Similarly, a woman from a remote area said normally it took 2-3 days to get some work accomplished at the local government office. According to the survey, 52 per cent female respondents agreed that social accountability tools could provide solutions to the existing difficulties, even though nearly 40 per cent were 'not sure'. Seventy-four, per cent of males agreed that social accountability mechanisms helped to promote open/transparent government.

Respondents were also asked whether they were satisfied with existing information disclosure practices of local governments. The results here were mixed. A majority of PWD (60%) were not satisfied. The not satisfied IP respondents were 43 per cent, and it was 24 per cent for Dalits. Sixty per cent Brahman and Chhetri respondents were satisfied with existing information dissemination practices.

It can, therefore, be concluded that respondents with different social backgrounds had different perceptions about the existing information disseminating mechanisms and tools.

The participants in the FGDs with CSOs were also dissatisfied with the practice of disseminating information on the basis of personal relations. However, some information dissemination such as used of local radio, local newspapers and the Internet were also observed in the study area. But personal communication remained the dominant way for communication. It was the least efficient way of communicating in the community context as it could be favouring empowered groups/ individuals.

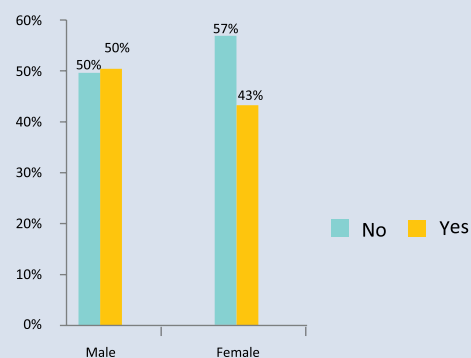
4.3.3 Local Authorities' Attitude on Service Delivery Mechanisms and Tools

A newly elected representative said, “We have been assigned many duties but we also lack clear provisions. We are eager to address the peoples' needs but we are still confused about ways to do the same.” By law local governments are required to formulate rules and regulations to improve services delivery, but they also face challenges. The challenges they identified in interviews were limited infrastructure and inadequate human resources. An officer said, “There is lack of human resources at the office. As a result, one official has to assume multiple responsibilities,” and added, “We are trying our best to ensure service delivery with available resources”. However, they also agreed that there was room for improvement.

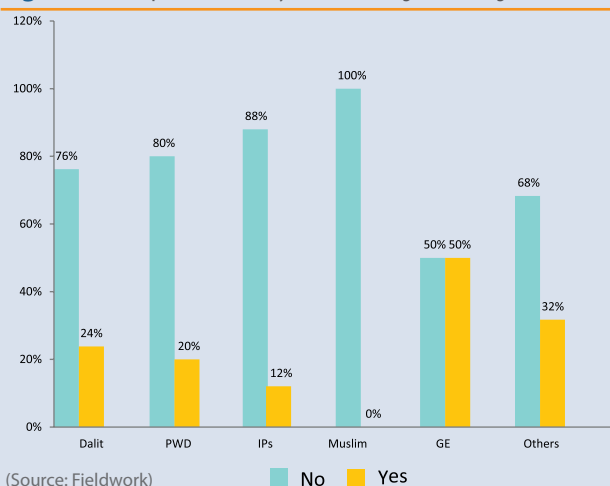
Table 16: Effectiveness of Citizen Charter for accessing Information (%)

	Dalit	PWD	IPs	Muslim	GE	Others
Strongly Disagree	6	-	3	-	-	6
Disagree	8	7	1	-	-	4
Not Sure	49	13	32	100	25	21
Agree	27	73	58	-	38	46
Strongly Agree	10	7	6	-	38	24

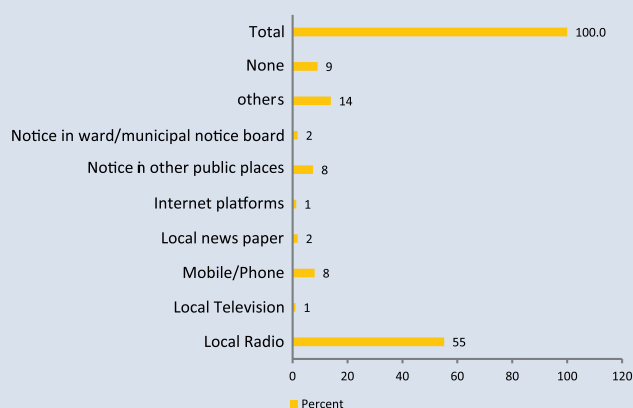
(Source: Fieldwork)

Figure 22: Responses on if Local Governments informed them before making Decisions

(Source: Fieldwork)

Figure 23: Responses on if they Received Budget Planning Information

(Source: Fieldwork)

Figure 24: Tools used by People to Receive Information

(Source: Fieldwork)

4.3.4 Use of Service Delivery Mechanisms at Local Level

Effective mechanisms can promote accountability and make government transparent while ineffectiveness can lead to lapses. More than one half of the female respondents (57%) believed that local authorities took decisions without informing concerned people. The data showed no significant difference between male and female because 50 per cent male respondents also said that the local government did not inform them before making decisions.

Similarly, very few respondents said they had received information on budget planning. Only 12 per cent IP respondents, 20 per cent PWDs and 24 per cent Dalits said they had received budget planning information from the ward/municipality. The data showed that more Brahman and Chhetri respondents (32%) had received information compared to other social groups.

Systems for disseminating information existed at the local level but peoples' access to information was not satisfactory. CSOs did advocate citizens' concerns at local governments but ordinary people felt they had been neglected by the CSOs. The respondents were asked about the means they used to receive information that is discussed below.

Local radio was the most popular means through which people obtained information (55%), followed by mobile phones (8%). Only 1-2 per cent respondents used Internet, local newspaper, local television or ward notice boards. Although local governments are supposed to disseminate information also through the Internet they had not been doing the same.

Similarly, the respondents' were asked about the information dissemination tools used by local governments. Notice board received the highest number of responses (50%) and 24 per cent said that information was communicated

through local politicians ~ a form of personal communication. The remaining 26 per cent mentioned other sources such as letters (6%), CSOs representatives (2%), and so on.

It was apparent that the information dissemination tools used were not effective for equal access. Providing information through politicians (personal contact) was an indication of weak local transparency on matters related to service delivery.

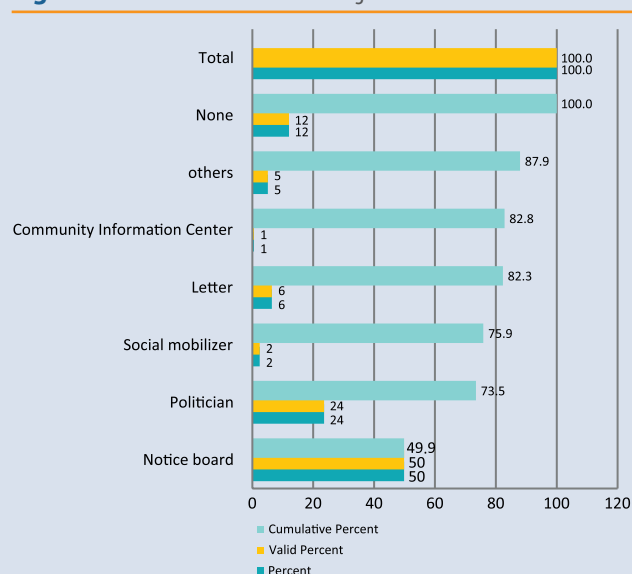
Representatives of the Federal government said that there were different mechanisms to make local government accountable for service delivery. This included oversight bodies, the National Vigilance Centre and the Commission for the Investigation of Abuse of Authority (CIAA). Further, the Office of the Auditor

General audits all public finances, including that of local governments, and MoFALD has a temporary monitoring desk led by a Joint Secretary to facilitate and monitor activities of local governments. The local governments have also begun using technology-enabled means such as Hello Sarkar, a website for all local governments, Facebook, Twitter, email, etc.

4.4 KAP on Technological Interfaces

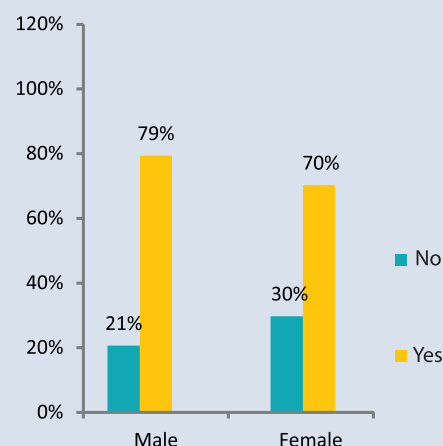
Technology is increasingly reaching a large number of people in Nepal. It has been enhancing the delivery of many services. This section analyses respondents'

Figure 25: Tools used for Disseminating Information



(Source: Fieldwork)

Figure 26: Knowledge about use of Technology

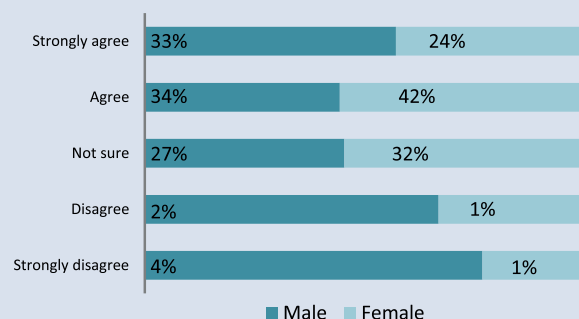


(Source: Fieldwork)

Table 17: Satisfaction with Existing Information Dissemination Practices (%)

	Dalit (63)	PWD (15)	IPs (158)	Muslim (6)	GE (8)	Others (123)
Strongly Disagree	6	13	4	-	-	9
Disagree	18	47	39	17	-	22
Not Sure	37	-	23	50	25	10
Agree	37	40	32	33	75	54
Strongly Agree	3	-	3	-	-	6

(Source: Fieldwork)

Figure 27: Demand for Information Online

(Source: Fieldwork)

perceptions about the use of technology in general, and its use.

4.4.1 Knowledge about use of Technology

Use of technology was increasing among respondents. They were observed using technology even in remote villages. However, offline use was dominant among respondents compared to its online use. The data showed that some respondents were still unaware about any of the technological interfaces. This was particularly true for female respondents.

The data showed that 79 per cent male and 70 per cent of female respondents were aware of technology. Further, both males (67%) and females (66%) were of the opinion that municipal offices should disseminate information online.

Still 32 per cent female respondents did not favour information being disseminated online; that for male respondents was 27 per cent.

4.4.2. Attitude towards Technology

The respondents had varied attitudes toward technology available locally. Even though people even from geographically remote areas had begun to incorporate technology in their lives many still lacked the skills required for effective use. The

study found that technology use was determined by the individual's social and personal background to some extent while education and age were the most determining factors. The younger respondents understood the use of technology among respondents, while confidence on its utility in day-to-day activities declined among respondents of higher age groups.

Support for using technology among respondents increased with education, it was true for respondents with Master's degrees or above. Interestingly, 51 per cent of even illiterate respondents wanted their ward's official information to be archived digitally. Very small proportions of respondents of all groups opposed the use of technology, and education was a factor among those who said they were 'not sure'.

Generally, while citizens are optimistic about technological interfaces, there was variation in terms of its use. Only 40 per cent Dalit respondents, 43 per cent IPs and 54 per cent of PWDs said that adoption of technology would help them to express their concerns. This increased to 70 per cent for Brahman and Chhetri respondents, and was 75 per cent among the GE groups. However, only PWDs (33%) and IPs (18%) expressed significant disagreement about adoption of technology. There were also those who were 'unsure' ~ 54 per cent among Dalit respondents and 39 per cent of IPs.

According to Sharma, Bao, & Peng (2014), technology may not be directly beneficial to illiterate people but indirectly it increases the efficiency of actors providing them with services they depend on. So, technology can be important even for people unfamiliar with its use.

Respondents of younger age groups were comparatively more supportive of the use of technology for accessing information online compared to offline means such as radio, mobile phones and display boards. However, respondents

Table 18: Responses Favouring Digital Storage of Ward's Official Information/Records (%)

	Educational Qualification						
	Illiterate (43)	Literate (123)	Below SEE/SLC (69)	SEE/SLC (45)	Higher secondary (52)	Bachelor (26)	Master and above (6)
Strongly Disagree	2	1	1	-	-	-	-
Disagree	5	1	-	-	2	-	-
Not Sure	42	28	13	7	-	4	-
Agree	44	54	58	38	54	23	33
Strongly Agree	7	17	28	56	44	73	67

(Source: Fieldwork)

Table 19: Responses on Utility of Technology (%)

	Dalit (63)	PWDs (15)	IPs (158)	Muslim (6)	GE (8)	Others (123)
Strongly Disagree	2	-	1	-	-	2
Disagree	5	33	17	-	-	6
Not Sure	54	13	39	83	25	23
Agree	32	27	41	17	50	55
Strongly Agree	8	27	2	-	25	15

(Source: Fieldwork)

Table 20: Utility of Technology for Accessing Information (%)

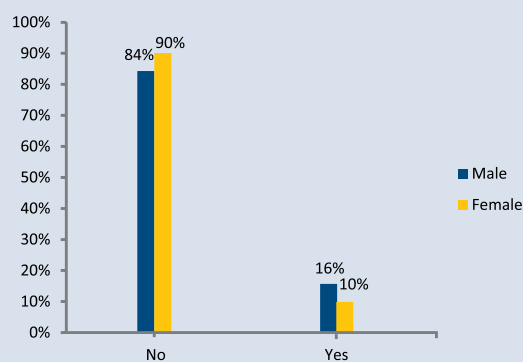
	Age of Respondents					
	Below 20	20-29	30-39	40-49	50-59	60-69
Strongly Disagree	-	-	-	2	3	5
Disagree	5	1	8	2	3	-
Not Sure	10	17	9	20	22	20
Agree	50	52	65	54	67	70
Strongly Agree	35	30	18	22	6	5

of all age groups expressed very strong support for technology, with 73 per cent for those aged 50-59 years, and 75 per cent for those aged 60-69 years. Almost no respondents expressed strong disagreement on the usefulness of technology even though there were 'not sure' responses that ranged from 9 per cent to 22 per cent.

Respondents were more familiar with offline means compared to online interfaces. This suggested scope for introducing technology, especially among the youth who could then contribute towards establishing accountable and transparent local government.

There were two main causes for the different views about technology. The first was the inability to use it and the second, was access. This was true for people from marginalised communities who had financial difficulties for accessing online technology.

CSOs believed technology could be an effective tool to deliver services. A woman with disability said, "There is no doubt that technology would be an effective means to make people aware, if we are able to learn how to use it". A youth participant added, "Everyone knows how to use the mobile so it is not a matter of knowing how to use it, rather it is about buying it. Using online

Figure 28: Accessing Documents Online

(Source: Fieldwork)

technology is expensive.” Local authorities were confident about the idea of using technology to reduce difficulties faced at local government offices. According to a local officer, technology can increase efficiency and reduce the workload of people as well as of the service provider. He added that people could do much through technology use if it were adopted at local governments. Similarly, an elected representative said that technology could be the best means to reach the masses at the same time.

4.4.3 Technology Use by Local Governments

The study revealed that respondents were more familiar with offline technologies compared to online technologies. During the study it was observed that some local government offices had been using online systems to deliver services. However, very few respondents had received information from the local government website.

Table 21: Frequency of Ward/ Municipal Website Visit

	Dalit (63)	PWD (15)	IPs (158)	Muslim (6)	GE (8)	Others (123)
No	100	93	99	100	100	98
Yes	-	7	1	-	-	2

(Source: Fieldwork)

Almost none of the IPs, Dalit, and Muslim respondents and those from GE groups had visited their local government’s web page. Similarly, only one of 15 PWD respondents had used the website. Even among Brahmans and Chhetris, 98 per cent respondents had not used the website. Participants in the interviews said one reason why the website was rarely visited was because it was rarely updated. Another reason was the lack of skills among people to access and navigate on the web. Many younger participants said the cost of access was a barrier.

The practice of accessing information online varied significantly in terms of gender: 90 per cent female respondents and 84 per cent males had not accessed documents online.

The survey found that most respondents were familiar with offline technologies at the local level. Among others, radio was most common means to receive information from local government. The local media was also preferred as effective channels for local governments to disseminate information.

Interviews with technology service providers at both the local and central levels suggested that technology-services could help to promote good governance. Offline technologies could be effective and cost-effective for taking information to the illiterate and online measures could be promoted for the literate, and people of younger age groups. At the interaction, an IT officer at the central level said technology could make service delivery cheap and effective, and also help in eliminating social barriers to access for reaching everyone the same time, and without discrimination. Two main barriers that could impede technology use identified were lack of adequate capacity (understanding of how to use technology) and the cost of access. Thus, technology could be an effective tool to make citizen engagement mechanisms effective and efficient provided both service providers, and recipients had access and the capacity to use the tools.

Major Takeaways

CHAPTER

Significant gaps were observed in policy and practice across knowledge, attitudes and practices analysed in this report. The following section summarises the major insights obtained during the research. Generally, even though there were policies and laws requiring citizen-state engagement they were not fully practiced owing to a number of reasons including costs, capacities, and resources. Other major takeaways were:

5.1 General

1. A lack of transparency and effective communication had led to information gaps among citizens, especially WMGs. There were gaps in information about the tools and opportunities for engagement, as well as the background information required to ensure that engagement opportunities were effective.
2. Personal communication was the dominant way of obtaining information. This was a problem because: a) this is the least efficient way of communicating with a large group; and b) almost inevitably this form of communication can be positively biased towards more empowered groups/ individuals. Radio and bulletin boards were the other most commonly used communication tools, followed by mobile phones. Facebook was relatively more popular among younger respondents.
3. Although Nepal has created a local governance system supported by major legal and institutional changes there also was

some resistance among local officials and that had affected implementation.

4. The local governments generally lacked adequate resources to deliver programmes and services – both human resources (quantity and quality/capacity) and financial resources.
5. Civil society generally was generally well placed in terms of all three KAP indicator areas – knowledge, attitude and practice – and in terms of engagement, and use of tools and technology. However, the study has also provided some direct evidence suggesting there were gaps in CSO accountability towards citizens, particularly WMGs.
6. Overall, the results generally showed low scores for all three main KAP areas – knowledge, attitude and practice – and across all three dimensions, engagement, tools and technology.

5.2 Specific

Knowledge

1. Knowledge was generally low across all three dimensions for all groups, although there were some outliers (such as GE communities vis-à-vis the Good Governance and RTI Acts and technology, and Muslims vis-à-vis the complaints systems). This is a problem because knowledge is a basic prerequisite for citizens to be able to engage with state effectively.
2. Women appeared to have far less knowledge than men, at least in some groups, while

marginalised groups had much lower scores in terms of knowledge compared to others.

3. Knowledge in relation to technology was particularly weak, although there were exceptions in specific age groups and in terms of education (i.e. with younger and more educated individuals had more information about technology and its use).
4. There were major variances in knowledge about different social accountability tools, with public hearings and community scorecards as being the best-known systems (such as citizen report cards, social audits, RTI and the citizen charter).

Attitude

1. There were wide variances for attitude responses across the different groups. Several factors contributed to this including knowledge differences, experiences and situations (for example for persons with disabilities).
2. An important barrier to enhancing engagement was the widespread belief across many groups that decisions at the local level that are supposed to be based on consensus and consultations were often pro forma rather than meaningful (i.e. they believed that a consultation was done for the sake of doing it and not for acquiring real inputs).
3. Local officials expressed both interest and belief in the value of citizen engagement to help them to deliver services and help improve workflows. The ward assembly

meetings are required to be open to citizens and this is an important participation opportunity, even though most of the groups surveyed did not view this as an opportunity.

4. Some special challenges facing PWDs (in terms of both information and access) and GE communities (mainly in terms of access) contributed to negative attitudes about engagement opportunities among these groups. At the same time, in both cases, technology could help in providing them powerful opportunities to engage.

Practice

1. The two main barriers to using technology were capacity (understanding of how to use technology) and access (especially because many of the groups polled were poor).
2. Low participation across most tools/mechanisms and by most groups was driven by a number of factors including knowledge, information (not just about opportunities but information needed to engage any particular opportunity), access to participatory opportunities, and attitudes (i.e. that participation is not real or substantive).
3. The use of RTI as a participation tool was low.
4. In many cases, complaints were made through personal communication and not through formal systems. This had made keeping track of complaints made, redress and learning from them difficult.

Conclusion and Recommendations

CHAPTER 6

6.1 Conclusion

Citizen's participation is a powerful tool that can assist both political and socio-economic development. However, there were significant policy and practice gaps across many of the issues explored in the study. For example, although the laws and policies adopted by the government provided opportunities for citizen-state engagement, these were not always implemented. Around half of the survey respondents had some knowledge about local government, but it was low among people from marginalised groups. The majority of WMGs were unaware of the availability of services from local government, the development planning processes, and their right to seek and receive information. Although government officials and elected representatives seemed to be aware of their rights and duties, ordinary citizens, and especially WMGs, felt excluded by government in general, and in service delivery in particular. People's participation in decision-making processes was very low. Respondents generally understood the importance of participating in development efforts, but about half of them do not participate locally, and even for those who did, only a few provided their opinions during decision-making processes. Further, a majority of people from marginalised groups were not sure if their participation was real as opposed to simply including them for meeting formal representation requirements.

CSO representatives generally received information from local authorities and, as a result, they were more aware about decision-making processes and the mechanisms and tools used to deliver services and social accountability opportunities. They participated regularly in

decision-making processes at local government institutions. However, citizens, especially WMGs, received very little information about these opportunities and, as a result, did not participate in development processes in their communities. Although respondents had heard about the ward assembly, less than 50 per cent had participated in the planning processes. This disparity was greater for marginalised groups: around 80 per cent Dalit respondents were both their right to information and the local government's citizen charter.

The impact of poor knowledge about local government was reflected in the attitudes. A majority of respondents were pessimistic about existing mechanisms for citizen-state engagement. For example, most respondents from marginalised groups did not feel that there were real opportunities for engagement. Further, some special challenges faced by PWDs and GE also contributed to the negative attitudes about engagement opportunities. This had led to distrust of local government as was evidenced by non-registration of complaints by a majority of the respondents. CSO representatives at the local level agreed that most communication and complaints were resolved based on personal relations rather than through formal systems.

Government employees were concerned about their duties and responsibilities and agreed on need to provide better services, make processes easier, and the need to reform service delivery.

Most respondents thought that technology could be helpful to strengthen citizen-state engagement because it increases the efficiency of both the mechanisms and tools used for service delivery and social accountability. Offline technology

was most used for disseminating and receiving information, although there were differences in use across various age groups, education levels, and caste and ethnic groups. Younger respondents were more technology-savvy compared to people of higher age groups in terms of use to seek and receive information. This suggested it could be possible to use technology as an effective tool to deliver services, and especially to disclose information. However, adopting only offline or online measures may not be enough to ensure access to services to everyone, particularly marginalised groups. Enhancing use of technology will also require capacity enhancement of users.

The crucial roles of officials (elected and others), and CSOs, according to respondents, are to facilitate development, address local needs, and promote accountability within local government. However, local governments did not have adequate resources to deliver programmes. Respondents said technology and capacity building could help to overcome other barriers to information access, and increase efficiency and effectiveness.

An overwhelming majority of respondents believed that people of all genders and ethnic groups should be included in public decision-making and believed that local government and citizens should work together to achieve common goals. However, there were variations in knowledge among different groups and this had impacted perceptions and attitudes. Marginalised groups had comparatively low levels of knowledge about local government services and were largely excluded from decision-making processes. Hence, effective mechanisms and tools are required to deliver services at the local level.

6.2 Recommendations

Knowledge

1. Major efforts are required for capacity building of all stakeholders – and especially

local officials and members of WMGs – in the areas of knowledge, attitudes and practices and about engagement, tools and technology that were assessed in this study.

2. Additional studies are needed to assess further the underlying reasons for the persistent policy-practice gap at the local level. One way to address this would be raising awareness among officials about their responsibilities to try to bring about changes in how they provide services. Assisting them to appreciate how citizen engagement can help to enhance service delivery (as opposed to it being seen as criticism or opposition) should be part of this process.
3. Significant efforts are required to enhance transparency and communication effectiveness, particularly for WMGs. Part of this effort needs focus on changing attitudes of officials about transparency, and to build support for enhancing state-citizen engagement.
4. In terms of communications tools, it is recommended that a dual strategy of relying on existing mechanisms – in particular radio and local bulletin boards – and developing and raising awareness about less popular mechanisms, especially mobile phones (SMS, low-tech apps, medium-tech apps, etc.) and social media, including Facebook, should be employed. Working with officials to enhance communication capacity and effectiveness can also be a part of the strategy.
5. Local CSOs need support for enhancing their abilities to work with communities, particularly the WMGs. This could involve ways to enhance (two-way) information sharing between local governments and communities, and for enhancing acceptance of their intermediary role in facilitating information flows from and to local governments and communities.
6. To the extent that results of the KAP study are verified, special efforts need to be made to reach out to Muslim communities who

appeared to be most excluded in terms of engagement at the local level.

7. Knowledge is a prerequisite for effective citizen-state engagement at the local level (you cannot engage if you are unaware of opportunities and know how to use them effectively), and that knowledge was generally low. Therefore there is need to enhance communication and communication capacities of both those producing information and those receiving it.
8. Efforts need to be focused towards raising the knowledge of women, given that some of the results suggested that their knowledge levels were much lower than that of men.
9. A particular barrier to increase technology use to support engagement was the low level of awareness, especially among citizens of higher age groups. Experience from other countries shows that this barrier can be overcome if technology is linked directly to a benefit for the user. Efforts should therefore be made to develop technological tools that can provide direct benefits to citizens, and to communicate the benefits widely. Even if the benefits are not engagement-related and, for example, are about getting information on market prices this can provide people incentive to be familiar with technology use. Once people begin using technology with ease it can be expected that they will also use it for engagement with local governments.
10. Efforts should be made to take advantage of people's engagement with the more popular social accountability tools, such as public hearings and community scorecards, to build awareness about other tools, such as citizen report cards, social audits, RTI and the citizen charter.

Attitude

1. Efforts are needed to lower the barriers of engagement faced by PWDs and GE communities to improve attitudes among WMGs on the benefits of engagement at

the local level. The use of technology could provide some solutions.

2. Efforts are also needed to address the peoples' concern that decisions were being made on basis of discussions among officials and without taking into account citizens' inputs. Publicising information on successful decisions and engagement that made them possible could be one way of doing this. CSOs need to bring to public notice decisions taken by officials, especially those taken without consulting the people.
3. The generally positive attitude of officials towards citizen engagement needs to be translated into real engagement. This will require efforts to assist officials put in place practical systems for engagement, including interventions for raising their awareness about the barriers being faced by citizens, both practical and attitudinal.
4. A particular focus here should be on ward assembly meetings, given that they are a relatively more accessible platform for engagement. One consideration would be raising awareness among citizens about this engagement opportunity and supporting them to participate, and articulate their concerns at local government platforms.

Practice

1. Practical barriers to technology use for local engagement – including capacity and access – need to be addressed. In addition to spreading awareness about techno hubs, the project can also consider supporting development and/or adaptation of technologies to facilitate ease of both access and use. Given that mobile phones are widespread, and smartphones are becoming more widespread, these could be platforms for building tools to assist citizens' engagement.
2. Joint approaches should be taken to address practical barriers to participation focussing

on knowledge, access to substantive information about issues of concern/relevance to WMGs, practical accessibility and attitudinal barriers.

3. Specific efforts should be made to promote the use of RTI as an accountability tool, with local CSOs assisting people to make information requests. Concurrent efforts would be needed to enhance supply side efforts on information management and communication (i.e. training officials on

how to prepare for RTI requests, pro-active disclosure, etc.).

4. Finally, efforts are required to improve formal approaches to making and resolving complaints – so as both to move away from personal relations-driven approaches and to broaden access to the formal system of social accountability. Building awareness about complaints and redress systems among citizens with low knowledge about RTI could be one approach.

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Annex I

Demographic Characterstict of Respondents

Education Status		Different Marginalised Groups					
		Dalit	PWD	IPs	Muslim	GE	Others
Illiterate	N	13	2	18	1	1	8
	%	20.6%	13.3%	11.4%	16.7%	12.5%	6.5%
Literate	N	28	1	61	2	4	36
	%	44.4%	6.7%	38.6%	33.3%	50.0%	29.3%
Below SLC/SEE	N	15	5	30	2	1	16
	%	23.8%	33.3%	19.0%	33.3%	12.5%	13.0%
SLC/SEE	N	1	4	17	0	1	22
	%	1.6%	26.7%	10.8%	0.0%	12.5%	17.9%
Higher secondary	N	4	2	21	1	0	24
	%	6.3%	13.3%	13.3%	16.7%	0.0%	19.5%
Bachelor	N	2	1	9	0	1	13
	%	3.2%	6.7%	5.7%	0.0%	12.5%	10.6%
Master and above	N	0	0	2	0	0	4
	%	0.0%	0.0%	1.3%	0.0%	0.0%	3.3%

Main livelihood sources/occupation Dalit		Different Marginalised Groups					
		PWD	IPs	Muslim	GE	Others	
No source of income	N	4	1	2	0	0	2
	%	6.3%	6.7%	1.3%	0.0%	0.0%	1.6%
Business/self-employed	N	10	3	37	2	0	15
	%	15.9%	20.0%	23.4%	33.3%	0.0%	12.2%
Farming	N	36	7	68	2	8	64
	%	57.1%	46.7%	43.0%	33.3%	100.0%	52.0%
Household works	N	2	0	13	2	0	5
	%	3.2%	0.0%	8.2%	33.3%	0.0%	4.1%
Fishing	N	1	0	0	0	0	2
	%	1.6%	0.0%	0.0%	0.0%	0.0%	1.6%
Private employment	N	2	1	12	0	0	10
	%	3.2%	6.7%	7.6%	0.0%	0.0%	8.1%
Government employed	N	1	2	7	0	0	18
	%	1.6%	13.3%	4.4%	0.0%	0.0%	14.6%
Others	N	7	1	17	0	0	5
	%	11.1%	6.7%	10.8%	0.0%	0.0%	4.1%
No response	N	0	0	2	0	0	2
	%	0.0%	0.0%	1.3%	0.0%	0.0%	1.6%

		Different Marginalised Groups					
		Dalit	PWD	IPs	Muslim	GE	Others
Business/self-employed	N	11	1	18	2	2	29
	%	17.5%	6.7%	11.4%	33.3%	25.0%	23.6%
Farming	N	23	7	76	1	4	52
	%	36.5%	46.7%	48.1%	16.7%	50.0%	42.3%
Private employment	N	4	1	12	1	0	10
	%	6.3%	6.7%	7.6%	16.7%	0.0%	8.1%
Government employed	N	0	1	4	0	2	5
	%	0.0%	6.7%	2.5%	0.0%	25.0%	4.1%
Others	N	17	1	31	2	0	11
	%	27.0%	6.7%	19.6%	33.3%	0.0%	8.9%
No response	N	8	4	17	0	0	16
	%	12.7%	26.7%	10.8%	0.0%	0.0%	13.0%

Annex II

Respondents' Understanding and Practice of Citizen-State Engagement, Mechanisms and Tools and Technology Interfaces

Questions			Dalit	PWD	IPs	Muslim	GE	Others
Do you know about budget allocation to WMGs for current fiscal year?	No	N	39	8	111	6	6	69
		%	61.9%	53.3%	70.3%	100%	75.0%	56.1%
	Yes	N	24	7	47	0	2	54
		%	38.1%	46.7%	29.7%	0.0%	25.0%	43.9%
Are you aware about planning and budgeting process of ward/municipality?	No	N	47	8	114	6	3	69
		%	74.6%	53.3%	72.2%	100%	37.5%	56.1%
	Yes	N	16	7	44	0	5	54
		%	25.4%	46.7%	27.8%	0.0%	62.5%	43.9%
Do you know about Citizen Awareness Centre?	No	N	49	8	84	5	5	57
		%	77.8%	53.3%	53.2%	83.3%	62.5%	46.3%
	Yes	N	14	7	74	1	3	66
		%	22.2%	46.7%	46.8%	16.7%	37.5%	53.7%
Do you know how Citizen Awareness Centers (CAC) is formed?	No	N	55	11	122	6	6	82
		%	87.3%	73.3%	77.2%	100%	75.0%	66.7%
	Yes	N	8	4	36	0	2	41
		%	12.7%	26.7%	22.8%	0.0%	25.0%	33.3%
Have you heard something about 'technology'?	No	N	30	1	42	4	1	22
		%	47.6%	6.7%	26.6%	66.7%	12.5%	17.9%
	Yes	N	33	14	116	2	7	101
		%	52.4%	93.3%	73.4%	33.3%	87.5%	82.1%

Are you aware of SUSASAN techno hub?	No	N	57	9	119	6	6	57
		%	90.5%	60.0%	75.3%	100%	75.0%	90.5%
	Yes	N	6	6	39	0	2	6
		%	9.5%	40.0%	24.7%	0.0%	25.0%	9.5%
Are you aware about proactive disclosure mechanism of municipality?	No	N	36	6	87	4	3	33
		%	57.1%	40.0%	55.1%	66.7%	37.5%	26.8%
	Yes	N	27	9	71	2	5	90
		%	42.9%	60.0%	44.9%	33.3%	62.5%	73.2%
Do you know about citizen charter at ward/municipal office?	No	N	48	4	95	6	4	57
		%	76.2%	26.7%	60.1%	100%	50.0%	46.3%
	Yes	N	15	11	63	0	4	66
		%	23.8%	73.3%	39.9%	0.0%	50.0%	53.7%

Questions			Dalit	PWD	IPs	Muslim	GE	Others
Do you know where your complaint be registered at ward or municipality?	No	N	31	4	47	2	1	37
		%	49.2%	26.7%	29.7%	33.3%	12.5%	30.1%
	Yes	N	32	11	111	4	7	86
		%	50.8%	73.3%	70.3%	66.7%	87.5%	69.9%
Do you know ward/local government has to use technological interface to inform and engage citizens; and deliver public services?	No	N	45	9	97	5	2	43
		%	71.4%	60.0%	61.4%	83.3%	25.0%	35.0%
	Yes	N	18	6	61	1	6	80
		%	28.6%	40.0%	38.6%	16.7%	75.0%	65.0%

Questions			Dalit	PWD	IPs	Muslim	GE	Others
Have you ever participated in social audit / public hearing?	No	N	39	5	104	6	1	69
		%	61.9%	33.3%	65.8%	100%	12.5%	56.1%
	Yes	N	24	10	54	0	7	54
		%	38.1%	66.7%	34.2%	0.0%	87.5%	43.9%
Was your complaint timely addressed from responsible local authority?	No	N	60	14	150	6	8	114
		%	95.2%	93.3%	94.9%	100%	100%	92.7%
	Yes	N	3	1	8	0	0	9
		%	4.8%	6.7%	5.1%	0.0%	0.0%	7.3%
Have you ever registered complaint at ward/ municipality?	No	N	55	13	141	2	8	104
		%	87.3%	86.7%	89.2%	33.3%	100%	84.6%
	Yes	N	8	2	17	4	0	19
		%	12.7%	13.3%	10.8%	66.7%	0.0%	15.4%
Do you have access to information held by the municipality?	No	N	45	7	109	5	2	53
		%	71.4%	46.7%	69.0%	83.3%	25.0%	43.1%
	Yes	N	18	8	49	1	6	70
		%	28.6%	53.3%	31.0%	16.7%	75.0%	56.9%

Questions			Dalit	PWD	IPs	Muslim	GE	Others
Is the proactively disclosed information useful for you?	No	N	38	8	106	6	3	62
		%	60.3%	53.3%	67.1%	100%	37.5%	50.4%
	Yes	N	25	7	52	0	5	61
		%	39.7%	46.7%	32.9%	0.0%	62.5%	49.6%
Does local government inform relevant stakeholders before making any decision?	No	N	42	9	91	6	2	53
		%	66.7%	60.0%	57.6%	100%	25.0%	43.1%
	Yes	N	21	6	67	0	6	70
		%	33.3%	40.0%	42.4%	0.0%	75.0%	56.9%
Do you regularly receive information of budget planning from ward/municipality?	No	N	48	12	139	6	4	84
		%	76.2%	80.0%	88.0%	100%	50.0%	68.3%
	Yes	N	15	3	19	0	4	39
		%	23.8%	20.0%	12.0%	0.0%	50.0%	31.7%

Questions			Dalit	PWD	IPs	Muslim	GE	Others
Do you provide inputs to planning and budgeting through technological platforms?	No	N	63	14	152	6	8	107
		%	100%	93.3%	96.2%	100%	100.0%	87.0%
	Yes	N	0	1	6	0	0	16
		%	0.0%	6.7%	3.8%	0.0%	0.0%	13.0%
Are you connected with municipality through social network sites like- facebook, webpage?	No	N	63	14	153	6	8	116
		%	100%	93.3%	96.8%	100%	100.0%	94.3%
	Yes	N	0	1	5	0	0	7
		%	0.0%	6.7%	3.2%	0.0%	0.0%	5.7%
Can you access all the documents prepared by ward/municipal through online?	No	N	58	12	146	6	8	99
		%	92.1%	80.0%	92.4%	100%	100.0%	80.5%
	Yes	N	5	3	12	0	0	24
		%	7.9%	20.0%	7.6%	0.0%	0.0%	19.5%
Do you visit web page of your municipality?	No	N	63	14	157	6	8	120
		%	100%	93.3%	99.4%	100%	100.0%	97.6%
	Yes	N	0	1	1	0	0	3
		%	0.0%	6.7%	0.6%	0.0%	0.0%	2.4%
Does your ward/municipal office receive grievances from citizens?	No	N	42	4	48	5	5	51
		%	66.7%	26.7%	30.4%	83.3%	62.5%	41.5%
	Yes	N	21	11	110	1	3	72
		%	33.3%	73.3%	69.6%	16.7%	37.5%	58.5%
Inclusive representation of WMGs is guaranteed in all legitimate local structures(Ward committee, User committee, CAC)	No	N	35	5	65	6	1	36
		%	55.6%	33.3%	41.1%	100%	12.5%	29.3%
	Yes	N	28	10	93	0	7	87
		%	44.4%	66.7%	58.9%	0.0%	87.5%	70.7%
I regularly participate in planning process of ward/municipality	No	N	52	13	148	6	7	102
		%	82.5%	86.7%	93.7%	100%	87.5%	82.9%
	Yes	N	11	2	10	0	1	21
		%	17.5%	13.3%	6.3%	0.0%	12.5%	17.1%

Annex III

Questionnaire for Survey

Freedom Forum Household Survey-2018

Ques. No :	
District	
M/RM	
Ward	

Date of Interview: ____/____/____ (mm/dd/yyyy)

Start time: ____:____ (hh/mm)

Interviewer name: _____

Namaskar!

This is Knowledge, Attitude and Practice (KAP) household survey and I am an enumerator for a research carried out by Freedom Forum. We are undertaking this study to examine the most contributing factors on citizen state engagement in democratic decision making process at local government. The result of this study will be utilized by Freedom Forum in its future programmes for the enhancement of public sector accountability under the SUSASAN Project.

I am happy to share that you have been selected as a respondent of the survey through random sampling. I assure you to keep your identity in the context of presenting data/information confidential. Your contribution to this study is totally voluntarily. You have the right to decline to respond to any of the inquiries and terminate the interview whenever you want.

BLOCK A: RESPONDENT IDENTIFICATION		
Household No:		
2. Full Name/Surname:	3. Age:	4. Gender: <input type="checkbox"/> Male <input type="checkbox"/> Female <input type="checkbox"/> TG
5. Caste/Ethnicity:	6. WMG: i) Youth ii) Dalit iii) Person With Disability iv) Adibasi Janajati v) Muslim vi) Geographically Excluded viii) Tharu ix) Woman x) others	
7. Educational Qualification: 1= Illiterate 2=Literate 3=Below SLC/SEE: 4=SLC/SEE 5=Higher secondary 6= Bachelor 7=Masters and above Literate: ability to read and write with understanding and to perform simple arithmetic calculations(CBS, 1995, 2001 census)	8. Where do you level your family? 1=Rich 2= Middle class 3= Poor 4= No response	
9. Main livelihood sources/occupation	No source of income Business/self-employed Farming Household works Fishing Private employment Government employed Others, specify _____ No response	
10. Secondary livelihood/occupation	Business/self-employed Farming Private employment Government employed Others, specify _____ No response	

KAP on Citizen-State Engagement in Technological Interfaces at Local Level

Knowledge

Citizen – State Engagement Related Questions

Q.11	Have you heard about “ward assembly/ward meeting”?	Yes	No
Q. 12	Is assembly/meeting organized to develop plan for new fiscal year?	Yes	No
Q.13	Do you know about budget allocation to WMGs for current fiscal year?	Yes	No
Q. 14	Do you know about Citizen Awareness Centre?	Yes	No
Q. 15	Do you know how user committee is formed?	Yes	No
Q. 16	Do you know how Citizen Awareness Centers (CAC) is formed?	Yes	No
Q. 17	Do you know that your participation is ensured by Local Government Operations Act, 2074?	Yes	No
Q. 18	Do you know that your participation is ensured by Good Governance act Act, 2064?	Yes	No
Q. 19	Are you aware about Right to Information Act, 2064?	Yes	No
Q. 20	Are you aware that you have right to seek and receive information held by municipality?	Yes	No
Q. 21	Do you know about citizen charter at ward/municipal office?	Yes	No

Tools and Mechanism Related Questions					
Q. 22	Are you aware about planning and budgeting process of ward/municipality?	Yes	No		
Q. 23	Are you aware of any social accountability tools?	Yes	No		
Q. 24	Have you heard about following tools? Community Score Cardsii) Citizens Report Cardiii) Public HearingSocial Auditv) Right to Informationvi) Public Procurement Monitoring vii) Public expenditure tracking surveyvii) Citizen complaint structure viii) Citizen charter ix) Public audit x) Performance audit xi) none				
Q. 25	Do you know the provisions for WMGs representation in ward assembly/meeting?	Yes	No		
Q. 26	Do you know about the composition of ward committee?	Yes	No		
Q. 27	Do you know how budget is planned at your ward for current fiscal year?	Yes	No		
Q. 28	Do you know where your complaint be registered at ward or municipality?	Yes	No		
Q. 29	Are you aware about proactive disclosure mechanism of municipality?	Yes	No		
Technology Related Questions					
Q. 30	Have you heard something about 'technology'?	Yes	No		
Q. 31	Do you know ward/local government has to use technological interface to inform and engage citizens; and deliver public services?	Yes	No		
Q. 32	Are you aware of SUSASAN techno hub?	Yes	No		
Q. 33	Which of the following technology you are familiar with? Radioii) Computeriii) Television iv) MobilePhonev) Telephone vi) Tablet vii) none				
Q. 34	Which of the following online platforms you are familiar with? i) Facebookii) Emailiii) WhatsAppiv) Instagram v) Vibervi) Web sitesvii) Skypeviii) none viii) IMOix) Twitterx) Youtubexi) Digital display/notice board xii) none				
Q.35	Which of the following offline platform you are familiar with? Display/notice board ii) SMS iii) IVR (interactive voice response) iv) Citizen Charter board v) Poster vi) Illustrated graphics vii) newspaper viii) Radio/TV programme ix) xi) none				
Attitude					
Citizen – State Engagement Related Questions					
A8	Please tick (√) your best option. Strongly disagree =1,Disagree = 2,Not sure =3, Agree =4,and Strongly agree = 5				
Q. 36	Ward assembly/committee provides equitable opportunities to WMGs	1	2	3	4 5
Q. 37	Local users' groups/committees are formed inclusively				
Q. 38	WMGs' are offered opportunity to participate in decision-making process at local level	1	2	3	4 5
Q. 39	WMG can claim their rights & entitlements after their effective participation	1	2	3	4 5
Q. 40	Ward assembly/committee allocates budget to WMGS in an equitable way	1	2	3	4 5
Q. 41	CAC plays important role to plan/implement budget effectively	1	2	3	4 5
Q. 42	Citizen charter is effective tool to access information of public service	1	2	3	4 5
Tools and Mechanism Related Questions					
Please tick (√) your best option. Strongly disagree =1,Disagree = 2,Not sure =3, Agree =4,and Strongly agree = 5					
Q.43	Inclusive participation makes effective plan for the community.	1	2	3	4 5
Q.44	Current budgeting planning process supports WMGs	1	2	3	4 5
Q.45	I am aware of most of the decisions of ward committee	1	2	3	4 5
Q. 46	I am satisfied with the current practice of disseminating information	1	2	3	4 5
Q. 47	Social Accountability mechanisms help promote open/transparent government	1	2	3	4 5
Technology Related Questions					
Q. 48	Technology helps me access information.	1	2	3	4 5

Q. 49	Internet is good option for accessing information.	1	2	3	4	5
Q. 50	I trust information disseminated through internet	1	2	3	4	5
Q. 51	Technology promotes better participation, accountability.	1	2	3	4	5
Q. 52	Technology helps express my concern.	1	2	3	4	5
Q. 53	I want municipal's information online	1	2	3	4	5
Q. 54	I want my ward's official information/records archived digitally	1	2	3	4	5
PRACTICE Citizen – State Engagement Related Questions						
Q. 55	Have you ever participated in social audit / public hearing?			Yes	No	
Q. 56	More often final decisions of ward assembly/committee are made on consensus			Yes	No	
Q. 57	Do you have access to information held by the municipality?			Yes	No	
Q.58.a	Have you ever registered complaint at ward/ municipality?			Yes	No	
Q.58.b	Was your complaint timely addressed from responsible local authority?			Yes	No	
Q. 59	Were you consulted during the budget planning process of the current fiscal year?			Yes	No	
Q. 60	Does every plan/budget incorporate WMGs?			Yes	No	
Q. 61	Are community/local user groups formed inclusively?			Yes	No	
Q. 62	Have you ever used RTI Act to seek and receive any information from ward/municipality?			Yes	No	
Q. 63	Is the proactively disclosed information useful for you?			Yes	No	
Tools and Mechanism Related Questions						
Q. 64	Does local government inform relevant stakeholders before making any decision?	Yes	No			
Q. 65	Do you regularly receive information of budget planning from ward/municipality?	Yes	No			
Q. 66	I normally get information disseminated by ward/municipality through..... Local Radio ii) Local Television ii) Mobile/Phone iv) Local news paper v) Internet platformsvi) Notice in other public places vii) Notice in ward/municipal notice board viii) others ix) none					
Q. 67	Which of the following are more common to disseminate information in your ward/municipality? i) Notice boardii) Politicianiii) Social mobilizeriv) Letter v) Public hearingvi) Community Information Centervii) Ward Citizen Forum (WCF) viii) others ix) none					
Q. 68	I regularly participate in planning process of ward/municipality	Yes	No			
Q. 69	Inclusive representation of WMGs is guaranteed in all legitimate local structures(Ward committee, User committee, CAC)	Yes	No			
Q. 70	Does your ward/municipal office receive grievances from citizens?	Yes	No			
Technology Related Questions						
Q. 71	Do you visit web page of your municipality?	Yes	No			
Q. 72	Can you access all the documents prepared by ward/municipal through online?	Yes	No			
Q. 73	Are you connected with municipality through social network sites like- facebook, webpage?	Yes	No			
Q. 74	Do you provide inputs to planning and budgeting through technological platforms?	Yes	No			
Q. 75	Which of the following online technological platforms are most often used by your ward/municipality? Web sitesii) Social mediaiii) Digital display/notice board iv) others..... v) none					
Q. 76	Which of the following offline technological platforms are most often used by your ward/municipality? Radioii) SMSiii) IVR (interactive voice response) iv) Television v) Newspapervi) Mobile Phone vii) Landlineviii) Mobile Apps ix) Letter x) others					
Q. 77	Which of the following social media are most often used by your ward/municipality? Facebook ii) Email iii) Whatsapp iv) Instagram v) Viber vi) Websites vii) Skype viii) SMS ix) Mobile Apps x) IMO xi) none					

Thank you for your participation!

Annex IV

Synopsis of Thematized Qualitative Data

Political Representative of Local Government	KAP
Rural/Municipal Chair: <ul style="list-style-type: none"> They were mostly found aware about Government Operation Act, 2017, some of them also know about its provision. However, they are worry about the responsibility and inadequate policies at local level They are aware of user groups and their participation on local planning process. they claim it is formed inclusively 	Knowledge
<ul style="list-style-type: none"> After elected "I am still unable to fulfill the commitment because Municipality lacks enough human resources". They showed the necessary of effective service delivery and competent human resources. One of the best mediums for citizen engagement is urged the development of ICT. Despite of use of ICT in many municipalities the responsible authorities feel it is still not working well since they think that all the people cannot handle it or even do not have access. "Although we try to deliver services at our best level but it is not served as the public expectation. Technology can be best alternative to support the services." 	Attitude
<ul style="list-style-type: none"> Grievances/ complains often come but Citizens generally complain by meeting personally, letters,. Very few formal system of receiving grievances such as grievance box was found in practice. Interestingly one of the municipal chairs shared youth often comment from facebook. Good practice of complaining "hello mayor" was also found used in some of the municipalities. "No complain comes in the office so we have not given no emphasis on its provision". "We try to follow the guideline provided by MOFALD "Seven/eight steps process while preparing budget." The major information sharing tool is local radio, letter. The use of our municipal website is also shared. But in practice it is not active and updated. Very few visit through it. Yes user groups are also formed based on the available guideline/policies. No one has complained these days on the formation of user groups. They often participate in the planning process Most of the Rural/municipal offices were found with no formal monitoring system internally. For external journalist, local stakeholder institutions to monitor local development programme and on-going donor agencies project as well. however some of them informed they have future plan planning There is lack of formal grievances readdressing mechanism so they settle it according to the consensus. "This year we were in hurry so we could not make inclusive while planning planning" "Informations are regularly disseminated. local medias and public notice board are regularly used" "We have started to recording through IT and provide many services such as registration form, information etc. through it as well." The rate in different sector such as labour wages are not defined in the area it is conventionally followed based on district rate. 	Practice

Administrative officers at Local Government	KAP
Chief: <ul style="list-style-type: none"> • Were found well informed about policy and provisions 	Knowledge
<ul style="list-style-type: none"> • "We don't have enough human resources to deliver services. a single secretary have to work in three wards" • "There are some challenges such as geographical since estimation at Kathmandu does not work in our context as a result we face difficulties arises while delivering public service." • Another challenge is absence of women and marginalize group during review project and budget distribution planning. They do not give it importance. • Offices are still with no such effective means of keeping record however someother have such system. • "IT can enhance our service delivery however before it there is need of digital literacy" 	Attitude
<ul style="list-style-type: none"> • "We provide all the information to our citizens if they demand. We use local radios, mobile phones, information board to share information. We don't have internet and even fair mobile network in our RM. So we are being unable to use ICT for information sharing." • However, in few municipalities' web site is created though it is updated hardly. • "We regularly disseminate information and if anyone comes individually we even provide." • Some of the municipalities have recently recruited IT officer whereas other are planning for it • For easy access to information planning to mobilize ward chairpersons • "Grievances are often received orally. People generally come at our office and complain. Different meetings are the platforms where citizens can complain." • "We have not received any written grievances yet. People complain by telephoning me, mayor, and deputy mayor." • "While addressing grievances we reply them depending upon the nature of complain. Nowadays we are practicing first come first system". • Some of them said they receive through letter, phone and in public hearing as well. • The information disseminated through ward chief as well. • "We call a meeting once a moth for general monitoring and evaluation. Day to day monitoring is not practice but if they wish they can contact through mobile". 	Practice

Political Representatives at Local Government	KAP
Ward chair: <ul style="list-style-type: none"> They were mostly found heard about Government Operation Act, 20 17 “I don't have much more knowledge about this, I'm studding the document.” Well known about user groups and believe they are inclusive 	Knowledge
<ul style="list-style-type: none"> Lacks human resources, “there is only one Secretary for three wards.” They believed If Information communication is developed with IT public service delivery could be effective. 	Attitude
<ul style="list-style-type: none"> Budget is prepared based on 7 steps process. All the concerned bodies participated while budgeting. Use mobile, letters for information sharing” I often work even in holidays since most of the work need to be handwritten” Mostly people comment personally the registration system is not priotized 	Practice
IT service providers	KAP
<ul style="list-style-type: none"> IT service providers were interacted for their Perception and Practice only 	Knowledge
<ul style="list-style-type: none"> They think mainly offline technology could be helpful for common people. Like illustrations, pictures, charts, audio visual things could help them to get information including Mobile phones and radios. Internet is very expensive so WMG cannot afford Internet.so government should make internet free to all the citizens. Central Level: There are many possibilities with technology. It can effectively cover diverse people whether they are poor, Disable, illiterate or geographically in remote area. It is not costly rather it wouldbe cheap compared to any other use. When it is used in mass the cost also would be reduced. 	Attitude
<ul style="list-style-type: none"> The use of Internet, toll-free number, IVR technology is seen effective for information dissemination. 	Practice
Focussed Group Discussion with CSOs' Members	KAP
<ul style="list-style-type: none"> Found aware of ward/municipal assembly however member from dalit community were less compared to any other participant in the discussion.” Ward/municipal assembly is important process we need to be participated. “Are aware of RTI however so far no participant agreed that s/he had tried rights in the past. “I was nominated in the position of usergroup however i knew it after long time” 	Knowledge
<ul style="list-style-type: none"> A woman said; though she participates, she hardly knows why is she going for meeting? In many cases they put concern that the decisions are made without any discussion in ward level. They also accepted that ward/municipal office lack human resources as a result the service delivery process become lenthly. Although marginalised are included but they are hardly provided any important role. “We are called for our signature”. Hence they need to be capacited. They are confident that technology would be helpful at the same time are worry about its access and skill to handle it. Participation of WMG in decision making process is very low because of the qualification of women, lack of knowledge and awareness about their right. There are no any facilities for people with disability. “I have been woring in house costruction from my childhood. My leg was fractured in earthquake. Last moth there was training given in municipal office I did not know the information. 	Attitude
<ul style="list-style-type: none"> They are often invited in meeting and planning process as well. They are confident that User groups are formed inclusively. public information are mostly received by local F. M. Radios Good practice is the local government donot legalize the groups which are not inclusively formed. “Very often officials remain absence in the office and sometime we have to visit them in their comfortable area outside office as well”. They are mostly invited through personal communication. They appreciated some new practice of IT system such as registration but there are many areas where technology can help as information sharing. We didn't get the services effectively in time. 	Practice

Representative of Centre Government	
Joint Secretary: <ul style="list-style-type: none"> • There are different policies and mechanisms to make local government accountable in terms of their services, such as good governance act, local government operation act etc. • Local government are themselves an entity to develop better policies and laws to deliver effective services • Technology is an effective tools to give and receive information properly • The current practice is not effective due to the inadequate flow of information, lack of adequate policies, and capacity of service providers. • National Vigilance Center and Commission for the Investigation of Abuse of Authority (CIAA) will monitor the activities implemented by local government. • The Auditor General will audit their transactions and provide the right direction. • MoFALD has also set up the state level temporary monitoring desk under the leadership of joint secretary to facilitate and monitor the activities carried by the local government. • Local government already have started different initiatives, such as hello sarkar, website of all local government, facebook, twitter, email etc. 	Knowledge
	Attitude
	Practice

CSO representatives (central level)	
<ul style="list-style-type: none"> • To ensure effective participation, mechanism, and use technology, local government can develop and enact local policies and guidelines. • Citizen state engagement in local level is very important for governance reform at local level. • Local government is responsible to ensure citizen state engagement effectively by organizing awareness, capacity building, and engage them in different mechanisms at local level. • Local government can develop monitoring tools and mechanisms so that monitoring and evaluation process will be smoothly conducted. <p>Accessible technology with awareness and capacity building package is needed to promote technology based system in local government.</p> <ul style="list-style-type: none"> • The newly enacted Local Government Operation Act 2074 has not clearly mention the clear mechanism for citizen state engagement particularly to WMGs. • Existing mechanism are exclusive and non transparent so that women and other marginalised people are not getting chance to engage at local planning and decision making process. 	KAP
	Knowledge
	Attitude
	Practice

ABOUT FREEDOM FORUM

Freedom Forum is an independent, non-governmental and not-for-profit civil society organisation working for the cause of democracy and human rights with a focus on press freedom, freedom of expression and right to information in Nepal. Established in 2005, Freedom Forum has emerged as a prominent national organisation in promoting access to information, freedom of expression, public accountability and open development through dialogue, research, training, public advocacy and campaign and programmes. The organisation is also working on issues of open governance/open data, public finance management, budget/aid transparency and political and parliamentary accountability and electoral reform based on its experience and learning. The Forum has published a number of books, research journals, newsletters, periodic reports and analytical papers on different dimensions of the open development agenda and its effects and impacts on empowerment and transformation.



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