

**Citizens' Satisfaction with Municipal Services:
A Case of Bharatpur Municipality, Chitwan, Nepal**

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Dedicated to,

*My beloved Radha,
for her bountiful care and supports.*

Abstract

This study conducts an assessment of the citizens' satisfaction with the services delivered by Bharatpur Municipality in the Chitwan District of Nepal. It aimed to answer the two research questions that evaluate the status and analyze the factors affecting citizens' satisfaction against the services from Bharatpur municipality. The study is based on empirical research through the survey of the service seekers, observation of service delivery activities and interview of key informants from the service providers in Bharatpur Municipality office. Both the qualitative and the quantitative information from primary and secondary sources have been availed. Descriptive and analytical approaches were adopted for interpreting data in line with the set objectives.

Before conducting the field work in Bharatpur Municipality during the month of April, the researcher had a survey of relevant literatures on the system of local governance in Nepal; constitutional & legislative frameworks and functional provisions municipality as urban level local governance institution. It was followed by a theoretical framework developed by survey of a few theories and models on governance and innovations in service delivery which ultimately aim to add value in local citizens' wellbeing. With the help of survey of literatures and relevant theories & models, an analytical framework was developed. In the analytical framework *citizens' satisfaction with municipal services* is the dependent variable and *Socio-economic and demographic factors* and *institutional performance* are the independent variables that have significant influence on citizens' satisfaction. Institutional performance is operationalized as the function of information system, time & cost factors and the complaint redress, and behavioral traits of the service providers. It was logically deduced that effective service with the qualities of timeliness, cost effectiveness, people oriented and considerate to the socio-economic-demographic differences of the service seekers contributes into greater satisfaction in the service receivers. Data availed directly through questionnaire survey and other techniques have been analyzed and interpreted considering the same logical deduction.

The study finds that among the socio-demographic factors, age (middle age group being most satisfied), economic class (middle income group being most satisfied) and length of inhabitation (new migrants less satisfied) demonstrated a significant relationship with citizens' satisfaction. However, the socio-demographic characteristics demonstrated the mixed results in general. In terms of gender, number of satisfied respondents is high in female respondents (88.2%) than their male (81.8%) counterparts. In terms of the age, more respondents aged 26 to 55 years (91.9%) are satisfied than the young (60%) or senior/elderly (66.6%) respondents. In terms of ethnic identity, more non-ethnic respondents (90.3%) were happy with the services while more respondents of ethnic group showed low level satisfaction with the service that they receive. In both the education and economic class,

higher numbers of respondents were from the middle level or class (secondary level of educational attainment and middle income group) who responded highest for fair or high level of satisfaction satisfied with the service they received. The research findings reflect the characteristics of Nepalese society in terms of socio-demographic features.

In the study, it was found that institutional performance was more significant variable than the socio-demographic variable. Respondents demonstrated high level of dissatisfaction when service could not be delivered or was less effective due to absence of staffs at the desk and there is difficulty in accessing to officials. Through the analysis of data, institutional mechanisms for information dissemination, time & cost and grievance redress were taken as the most crucial factors to effect the citizens' satisfaction. The overall evaluation of information dissemination mechanism by the citizen stood not much satisfying. Although the respondents were not much dissatisfied with the time taken to receive the services, the provisions of the Citizen Charter regarding the time for the service was not maintained. But the cost of some specific services was realized to be high and the citizen showed their dissatisfaction in this regard. The less effective mechanism for grievance handling dissatisfied most of the respondents.

Regarding specific functions of the municipality, the significant number of service receivers demonstrated higher level of satisfaction for the services directly delivered in the municipality office. Vital registration (16), Tax filing (15), Social Security Distribution (15), Certification and Recommendation (12), Fire Brigade (10) and Building Design approval (9). In its opposite, the highest number of dissatisfied respondents were for environment management-solid waste and sanitation (35) followed by public works (19).

This study confirms that the status of citizens' satisfaction for the services delivered by Bharatpur Municipality is of fair level. There is much room to address by the municipality for enriching the service effectiveness hence to increase the status of citizens' satisfaction. Most important among a number of such issues are to develop a strong monitoring mechanism for effective implementation of citizen charter, strengthen the mechanism of information dissemination, enhance the competency of its staffs and develop effective grievance handling mechanism.

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List of Abbreviation

CC	Citizen Charter
DDC	District Development Committee
DS	Decentralization Scheme
GoN	Government of Nepal
ICT	Information and Communication Technologies
LGIs	Local Governance Institutions
LSGA	Local Self Governance Act
MoLD	Ministry of Local Development
NDF	Nepal Development Forum
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
VDC	Village Development Committee

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CHAPTER I

INTRODUCTION

This chapter presents the general background of the study by identifying and illustrating the problem and the scope of the study. It specifies the research questions and the objectives of the study; the research methodology; significance of the study; limitation of the study. The structure of the study-report has also been presented in the final section of this chapter.

1.1 Background

Nepal's initiative to decentralize governance and service delivery has a history of almost half-a-century. Attempt to decentralize government functions and public services to Local Government Institutions (LGIs) were made within the monocratic Panchayat system in 1960s. However, only after the introduction of multiparty democracy in 1990, LGIs got vibrancy. The changed political milieu had called for the review of existing governance and service delivery system. Initiatives to restructure and empower the LGIs were basically guided by the globally emerging New Public Management (NPM) features along with the initiatives to public sector reforms.

Emerged in OECD and advanced democracies, NPM affected countries like Nepal by entering with aid conditions and facilities provided by bilateral and multilateral development partners. Although an induced initiative, NPM as a packaged model brought in the output/outcome orientation in public service delivery with enhanced efficiency and effectiveness and economy of resources to produce as well as deliver public services that meet the tastes and demands of the citizens. In NPM paradigm of public management, goal oriented administration established by competitive and customer oriented government should be the closest possible to the public—the clients or the service receiving citizens. NPM focuses on citizen satisfaction through citizen-centered services. WBI (nd.) views that “citizen-centered service is an important aspect of effective government action... a positive relationship between improved citizen satisfaction with service delivery and citizens' trust and confidence in government” can be attained from a more decentralized, lean and efficient local body of the central government at the vicinity of the public themselves.

1.2 Identification and Illustration of Problem

With the emergence of good governance principle in 1990s, decentralization has been incorporated as one of the most important tenet and necessary condition for ensuring good

governance. One of the most emphasized benefits of decentralization is the enhanced delivery of public services through the local bodies. Decentralization is about transferring the authorities and responsibilities of central institution to sub-national and local units for efficiency, economy and effectiveness of public services. Decentralization incorporates participation of citizen in decision making, implementation and ownership of the public services at local level (Dahal et.al. 2002).

Decentralization brings the government closer to the people. Thus, by ‘bringing the government closer to the people, public officials—*be them elected or selected*—are expected to have a greater ability to recognize, interpret and satisfy more precisely citizens’ needs and demands for public goods and services (Evans 1997; Tandler 1997; Montero and Samuels 2004 cited in Montalvo 2009)’. With decentralized governance and service delivery, it is believed that those who are entitled to govern and provide services to the public will act responsibly and be accountable of their deeds to the local public. It is also a matter of the promotion of citizens’ satisfaction by delivering services by decentralized local body of the government. As the decentralized delivery of public services by the LGIs fosters service delivery at local level with enhanced accessibility, participation and ownership (as they can call the public managers to account) in the matters of their concerns, there should be the enhanced citizen-satisfaction with the services delivered. A number of research studies (DeHoog, Ruth H et.al. 1990; Draughan et.al. 2004; The Research Bureau/CCPM, 2006; Abdullah, 2008; Montalvo D., 2009) show that citizens’ satisfaction with decentralized services delivery is fairly high. It is also pointed that the level of satisfaction has been relatively high in developed democracies with high public awareness and participation. They also point out that the level of satisfaction varies with socio-economic differences of the citizens; institutional environment prevailing with the service providers; and political and governance variables.

Nepal has its own set of governance problems where the central institutions have remained hegemonic throughout its modern history (Prasai n.d.) that necessitated decentralization. For three decades until 1990, national polity reflected centralized system which revolved around monarchial institution keeping the people powerless. Introduction of multiparty democracy in 1990 brought in a number of changes and paradigm shifts in public management and service provisioning. Thus, ‘with the change in national polity and also in line with the emerging innovations in public service delivery—*the NPM*— in the global context, Nepal introduced the concept of devolution of rights, roles and responsibilities to

local governments for delivering effective services at local level (Adhikari 2004)’. District Development Committees (DDC); Municipalities; and Village Development Committees (VDC) were created through separate legislations in 1992. Promulgation of integrated legislation—*LSGA-1999* has been emerged as a new framework for providing services to the public (Bryld 2003). This comprehensive legal framework has been broadly aimed for empowering LGIs to effectively perform governance and service delivery functions keeping the local citizen at center. As the units of responsive self-governance and accountability towards people, these local bodies shall focus on enhancing citizen-satisfaction. However, mainly due to the situation of conflict in the nation for more than a decade and along with other political-economic reasons, the effectiveness of these bodies has always been questioned and there have been frequent appearance of news reports on the woes of citizen venting out their dissatisfaction with the services providers. Regarding the urban services, ‘practically all the municipalities in Nepal have taken a fairly conservative stance in the management design of the local governments due to slightly rigid LSGA. Comparing the Nepalese set-up with the latest thinking and practical experiences from elsewhere illustrates that there is still room for management improvement at the local level, but it also reveals that the local context needs to be taken into consideration (Bryld 2003).’

1.3 Scope of the Study

The scope of this study is to carry out the general assessment of citizens’ satisfaction with the public services delivered by Bharaptur Municipality. To study the citizens’ satisfaction through an empirical study, a survey of the citizens who are seeking or receiving services from Bharatpur municipality has been carried out. Factors affecting to the citizens’ satisfaction with the municipal services have been explored and analyzed.

The total population of the municipality is 143,433 (Male: 73,638 & Female: 69,795) with population growth rate 7.1%. Literacy rate is 76% and provision for other utilities (Electricity, Telecommunication, Water Supply, Urban Sanitation, etc.) is moderately high. Bharatpur Municipality was selected purposively due to researcher’s convenience and familiarity. The following facts motivated into selection of Bharatpur Municipality as the study area:

- Bharatpur Municipality is an *urban local government* delivering at least thirty-four different types of municipal services¹.
- Bharatpur is centrally located and growing as a major commercial, educational, health and tourism city. Thus, demands for and transaction of services are recorded fairly high.
- No previous studies have been carried out in this municipality on this similar issue and with similar objectives.
- The area is easily accessible and is appropriate to collect required information study.

1.4 Research Questions

This research aimed to answer the following questions:

1. What is the status of citizens' satisfaction with the municipal services delivered by Bharatpur municipality?
2. What are the factors that affect to citizens' satisfaction with services delivered by Bharatpur municipality?

1.5 Objectives of the Study

The general aim of this research is to explore the status of citizens' satisfaction with the services delivered by Bharatpur Municipality.

The following are the specific objectives of the study:

1. To explore the citizens' satisfaction against the services delivered by Bharatpur Municipality.
2. To identify and analyze different factors affecting to the citizens' satisfaction with the municipal services in Bharatpur.

1.6 Overview of Research Methodology

A descriptive cum analytical research design has been employed for this study. Both of the qualitative and quantitative techniques of research methods have been used to carry out this research. Information regarding legal framework, accountability mechanism, compliance to CC and e-government initiative etc. are collected as qualitative information. Empirical survey of service seekers generated mix information

¹ As mentioned in the Citizen Charter available at: <http://bharatpurnun.org.np>, Bharatpur Municipality discharges 34 different services/functions.

(qualitative and quantitative both). Regarding the data, both the secondary data (availed from content analysis, reports and publications of the municipality, research reports and journals etc.) and primary data (generated through survey of service seekers in the municipality office) have been used and analyzed. Finally, data and information are organized, tabulated, and worked on statistical methods. Logical deductions and interpretation have been presented afterwards.

1.7 Significance and Limitation of the Study

Decentralized and local self governance is aimed to promote the efficiency and effectiveness of government functioning at local level and delivery of the services to meet the needs of the local public. Thus, enhancing the citizen satisfaction at local level is vital to adopting this form of governance. Innovation and introduction of NPM practice is also guided by the philosophy of effective service delivery to the citizen as the customers as they pay for the services. Thus understanding citizens' perception of the local government functioning is very important for improving in the governance and service delivery system. Citizens' satisfaction survey explores the perception of the public on the service delivery and governance by any level of the government.

In this regard, this study is significant. Bharatpur Municipality as an urban local government has been delivering a number of services to meet the needs of the municipal residents. By carrying out the study through an empirical survey of the service seeking citizen, the correlations between independent variables (socio-demographic factors of the citizens and institutional & administrative factors related to the municipal government) and the dependent variable (citizens' satisfaction with municipal services) have been identified. This shows the performance evaluation of the municipality by its clients. Thus, this research is believed to be a useful piece of work to local government policy makers, municipal authority as the policy implementer and service provider, academicians and those having interest in local government and decentralized service delivery system.

However, the study is limited to a single municipality—Bharatpur Municipality—whose characteristic-features may not be similar to other municipalities, hence the findings cannot be all generalized. Due to time and resource constraints, the research is limited to the survey of limited respondents selected randomly and purposively among the visitors in municipality office.

1.8 Organization of the Study Report

This thesis has been structured in five chapters. The first chapter is the introductory chapter that presents background of the study, statement of the problem, scope of the study, research questions and the objectives as well as significance and the limitation of the study.

The chapter two presents a brief survey of literatures, the theoretical framework and a simple analytical framework that was followed in the study process.

The third chapter is the research methodology of the study in detail. It deals on the research process; nature, type and sources of data; sample size and characteristics; tools and techniques of data generation and method of data analysis.

The fourth chapter presents the analysis and interpretation of the data and information that were collected by the researcher using questionnaire survey, interview, observation, and by content analysis or review of published and unpublished documents of Bharatpur Municipality as well as other related sources.

The fifth chapter is the concluding chapter. It presents a summary of the entire work, scope for the future research and the concluding remarks of the researcher.

CHAPTER 2

LITERATURE SURVEY AND THEORETICAL FRAMEWORK

This chapter begins by presenting a brief survey of literatures that deal on local governments in Nepal. In the next section, some of the theories and models have been discussed to build the theoretical framework for this study. In the final section of the chapter, a simple analytical framework has been presented that was followed in the study process.

2.1 System of Local Governance in Nepal

The decentralization of government from central to local levels is crucial for democratization. Formal efforts for decentralized governance in Nepal began in 1960s with the introduction of partyless Panchayat System. The Panchayat governance arrangement had three tiers of governments, viz. Village and Town at the bottom, followed by District and Rastriya (National) Panchayat working as the panchayat version of unicameral parliament at the top. Principally, Village/Town and district Panchayats would be the elected LGIs with power to formulate policy & programmes and levy taxes (Joint HMGN-Donor Review on Decentralization in Nepal 2001).

Panchayat period witnessed numerous efforts in the direction of decentralization ostensibly with major thrust for strengthening the elected grassroots bodies both in rural and urban areas. The major initiative for decentralization and local governance during Panchayat era was the implementation of the Decentralization Scheme—DS (1984) as an integrated scheme of *Decentralization Act (1982)* and *Decentralization (working management) Rules (1984)* (Shrestha, T. N. 1999). Earlier to DS, all the initiatives were aimed at delegating functions and powers to LGIs simply through the executive order of the government, thus the LGIs acted simply on the will of the central government. A traceable process of decentralization was initiated with the implementation of DS that practically continued to the last days of Panchayat System until April 1990. Legally speaking, the DS continued to exist till the enactment of new Local Self Governance Act—LSGA (1999) which has a provision for its revocation (ibid.). However, during the period of Panchayat System, emerged and remained unresolved. The most prominent issues were the roles and tasks of LGIs, the relationship between the government line agencies and LGIs, the roles and tasks of legislators versus local leaders, service delivery overlaps and duplication, the degree of autonomy of

LGIs, accountability, transparency and the scope of LGIs fiscal authority (Joint HMG/N-Donor Review on Decentralization in Nepal 2001).

To materialize the essence of constitutional provision, first democratically elected government of 1991 promulgated four separate Acts—District Development Committee (DDC) Act, Village Development Committee (VDC) Act, Municipality Act, and the Local Bodies Election Act—in 1992 as well as Working Procedure Rules (1993 and 1994). Although LGIs were formed in accordance with those new acts, they remained ad-hoc efforts for local governance and did not differ much from the earlier LGIs (Shrestha 1999). As there appeared the problem of cooperation among the LGIs, a comprehensive framework for local self-governance through unifying all these separate acts was realized. Responding to these issues, the government appointed a High Level Decentralization Co-ordination Committee (HLDCC), headed by the then officiating Prime-Minister in 1995, to make policy recommendations on decentralized governance (Joint HMG/N-Donor Review on Decentralization in Nepal 2001). Thus, for the effective implementation of the guiding principles (directive principle article-24/d) of the Constitution of Nepal 1991, the Local Self Governance Act (LSGA) was prepared and enacted in 1999. Simultaneously, LSG Regulation was also introduced in 2000. These legal frameworks devolved wider authority for service delivery, planning, revenue generation to LGIs and capacity to function as the autonomous local self governments, along with increased administrative, judicial and fiscal powers. In view of some scholars, LSGA laid the foundation for the most effective local self-governance system in the country by statutorily recognizing the role of local self-governance and calling for accountability to their populace. However, following the recent years' unpredicted political changes, the effectiveness and continuity of its application has been a critical issue of discussion.

i. Constitutional Framework

In Nepal, constitutions enacted in different times have provided policy guidelines for decentralization and Local Self Governance. Constitutions of 1951 through the Interim Constitution of 2007 have envisioned local governance as one of the guiding principles of the state policy. Article 25 (d) in the Constitution of Nepal (1990) has the provision of decentralization and strengthening local governance through creation of LGIs for local self-governance and appropriate decentralization (Dahal et. al 2002).

Following the successful aftermath of the historic People's Movement of April 2006, the Interim Constitution 2007 has been promulgated. The Interim Constitution, 2007 has the spirit of promoting participation of people in the country's governance system through autonomous local governments and adopting the federal system (NPC 2008). Thus, the central spirit of these constitutions is recognizing local governance as means and process to ensure maximum opportunity through effective service delivery.

ii. Legislative Framework

The promulgation of the LSGA in 1999 and LSG Regulation in 2000 have built and improved the legislative framework for local self-governance. LSGA incorporates provisions of devolving wider authority for service delivery, planning, and revenue generation by LGIs. These legal instruments provide detailed framework for the local governance in most democratic form of decentralization—devolution.

Thus, LSGA provided integrated legal framework to the two tiers of LGIs in Nepal, viz. DDC at upper and VDC & Municipality at the lower level. LGIs are authorized to hire professional staffs, establish information centre, undertake bottom-up planning, periodic planning, resource mapping and mobilization, and develop monitoring mechanism to ensure the objectives of LSGA are realized. Provision for the formation of civil societies with approval of VDCs/Municipalities, and provision of local councils and elected executive wings (District Council/DDC, Municipal Council/Municipality and Village Council/VDC) resembles the mini-cabinet and mini-legislature in the LGIs. One step ahead, this act has empowered the LGIs to having direct and independent coordination with development partners for implementation of special programmes in central government's approval.

2.2 Municipality as Urban Local Government

Municipalities are incorporated and established as the local governments in the urban localities in Nepal.

As per the provision in Section 72 (1& 2) in the LSGA, Government of Nepal may specify any area having a population of at least twenty thousand (or in the hilly and mountainous area, having a population of at least ten thousand) with electricity, transportation, drinking water and communication facilities, as a municipal area and set out the four boundary thereof. Taking into account of the geographical situation, divide the municipal area specified under Section 72 into at least nine Wards consisting of equal population to the extent possible.

i. Classification of the municipalities

Government may classify the Municipalities (Section 88) on the basis of population, sources of income and other urban facilities, as follows :-

Table: 1, Classification of Municipalities in Nepal

Types	Requirement		
	Population	Income	Facilities
Municipal Corporation	300,000	Rs. 400 Million/year	drinking water and communications, Black topped roads network for transportation, highly sophisticated health services, infrastructures for international sports and having at least one university
Sub-Municipal Corporation	100,000	Rs. 100 Million/year	Drinking water, electricity, communication, pitched main roads, facility for higher education and health services, city hall and ordinary facilities for international/national sports.
Municipality	20,000 10,000 in Hills/Mountains	Rs. 5 Million Rs. 500 Thousand in Hills/Mountains	electricity, roads, drinking water, communications and similar other minimum urban facilities

Source: LSGA 1999

ii. Structure of Municipality

Each municipality has an elected executive board and an elected council. Each ward elects a five member. Ward Committee consisting of one ward chairperson, one woman member, and three ward members. Municipal Council is composed of these elected Ward Committees and nominated members (minimum six to maximum twenty) by the council representing disadvantaged groups and women. Municipal council is the apex body which coordinates plans and programs, approves budgets, and plays a lead role in all kinds of policy level decisions. The executive committee consists of directly elected Mayor, Deputy-Mayor from the whole municipality, ward chairperson elected from each wards, and two members nominated by the executive from the municipal council representing disadvantage groups and women. An Executive Board which is headed by the mayor is mainly constituted by the deputy mayor, ward chairpersons, and a concerned area member of DDC and is responsible for facilitating regular municipal activities and implementing decisions approved by the

municipal council. Similarly, ward offices which are headed by ward chairpersons and supported by ward members are mainly active in planning, implementing and monitoring of ward level activities with the help of the municipality (Pande 2010).

iii. Functions of Municipality

Section 96 of LSGA 1999 has provisioned altogether 75 multi-dimensional functions. They are devolved to municipality as mandatory (62) and optional (13) functions (LSGA 1999, p. 39 43). There are 10 groups in the mandatory functions— works and transport, education and sports, hydro-power, environment and sanitation, health services, industry and tourism, social welfare, physical development, culture and miscellaneous. The optional functions are related to education, land development, electricity and communication, recreation areas, parks, playgrounds, river pollution, natural calamity management and so on (ibid). A detailed list of provisions is presented in the appendix: 2.

iv. Present Challenges of Municipalities in Nepal

Municipality as the urban local governance has strong base of legal-institutional mechanism in Nepal. Due to the constitutional recognition and necessary legislative provisions and institutional/structural development, there are immense prospects with municipality to work for effective urban development and municipal service delivery in Nepal. However, these prospects are not free from challenges. The following challenges are critical for discussion.

a. Autonomy

Autonomy is greatly restricted by a weak absorbing capacity and increasing dependence on central transfers. (Adhikari, D. 2007). The effectiveness of service delivery can only be achieved when its autonomy is no longer compromised .Municipalities are provisioned with certain power to make bylaws, raise revenue, carryout out spending, recruit staff and adjudicate local disputes on a limited scale. But their autonomy is weakened by the fragmentation of local authorities on partisan lines causing a systematic erosion of the institutional dependence and centralized nature of services in a number of areas (Dahal et.al. 2002).

b. Issue of representation and participation

‘Nepalese experiences show that participation and the representative model of democracy do not blend well at the local level (Adhikari D. 2007).’ In his empirical study carried out in Kavre district, adjoining with Kathmandu valley, Adhikari, D. (2007) found that managing participation in local planning and governance activities, within the existing legal framework of LSGA and representative structures of any LGIs in Nepal, is a very challenging task. This is also one of the pressing challenges that the municipalities are facing. Further, he asserts that as part of the legal provision, participatory planning has been practiced for the last several years, but it is not inclusive enough in any level of local government. It is in some way or other degenerating into an elite-dominated idea in recent years.

c. Viability of Financial Resources

Municipalities can generate revenue through tax—integrated assets, land, market, vehicles, entertainment, rent, refuse etc; service charge; fees for licensing, renewal and recommendation; sales of resources, construction materials; grants and donations, their base for financial resource is not strong. Without autonomy to generate sufficient financial resource base, one cannot imagine of strong local governments for carrying out social and economic development tasks (Khanal n.d.; Dahal et. at. 2002; Adhikari 2007; Shrestha 1999).

d. Human Resources Development

Although there has been a provision of Local Service Commission in LSGA for recruitment and development of human resources required for LGIs, it has not yet been established. Given the scarcity limitation of resources and poor financial resource arrangements, LGIs along with Municipalities are unable to bring out any specific human resources development training or empowerment programmes. In most of the cases, creation of such positions and appointment is guided purely by political motive of majority party (Country Reports on Local Government Systems: Nepal).

e. Accountability and Transparency

Due to the delegated authority under statutory law, Municipalities have a dual accountability—Upward to the line ministry of the central government and Downward to the people who elect them. They have to be accountable even to Horizontal institutions, such as NGOs, the civil societies and development partners who provide funding,

technical and material support in implementing various urban development plans. The personnel deputed by the MoLD bear dual accountability. Their career planning (promotion, opportunities for training and higher education etc.) is determined by the line department as per prevailing centralized civil service Act. Therefore, they are accountable to their upper organizations. Similarly, there has been absence of elected representatives in Nepal's local government institutions since 2002, resultantly financial irregularities and hiding information is increasing.

f. Absence of Elected Local Representatives

There is the absence of elected representatives in all the local bodies since July 2002 in Nepal. It has created a leadership vacuum and severely affected the very functioning municipality and has greatly constrained the scope for interaction with communities, and minimized the scope for institutionalizing downward accountability of municipality to the citizens. As a result, level of participation of the poor and vulnerable groups in development endeavours decreased sharply. Undertaking all the activities of the municipality through a so-called political mechanism comprising the major political parties without clearly defined roles and responsibilities and accountability mechanisms is regarded as a big risk. Due to the absence of elected representatives, many functions and provisions made in LSGA have been neglected. (Lama, S. 2010).

2.3 Theoretical Framework

Public service delivery is the major function of governance system hence the researcher brings the *theory of governance* in the discussion. The concepts of *decentralization* and *local self governance* as the sub-themes of the governance theory have been discussed for relating to the public service delivery by the local government. *New Public Management (NPM) theory* has been brought into discussion in this thesis as the major focus of the thesis is to study about the citizen satisfaction with the service delivery by the local government which falls in the jurisdiction of NPM paradigm of public management theories.

2.3.1 Theory of Governance

The modern day state is the focal point to perform specific functions like, *penetrate* the society, *regulate* social relationships, *extract* resources, and *appropriate* or *use* resources in a determined way. Thus, governance is about arranging the processes to

perform these core state functions. It is “the manner in which power is exercised in the management of a country’s economic and social resources for development (World Bank 1992:1).

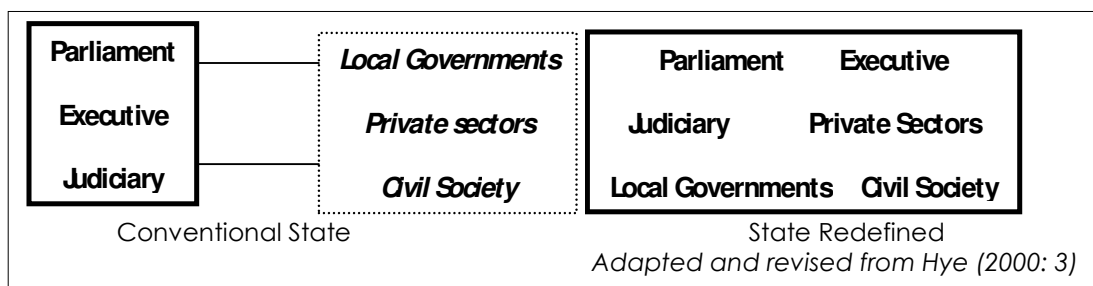
To put simply "governance" is the process of decision-making and the process by which decisions are implemented (or not implemented). The concept of governance can be used in several —*international, national, local and corporate*— contexts (UNESCAP nd.).

Governance mostly is defined as the processes through which individuals as the citizens and state officials interact to express their interests, exercise their rights and obligations, work out their differences, and cooperate to produce public goods and services. Governance theory examines governance in *institutional* and *quality of governance* views.

Institutional view of Governance looks governance in straightforward manner. Governance is the undertaking of activities; management of resources; and organization of groups of people, communities, local government bodies, business organizations and the branches of the state through social, political, administrative and economic arrangements that meet the daily needs of people and ensure sustainable development (Hye 2000: 2). Thus, an analysis of governance should focus on a number of formal and informal actors involved in decision-making and implementing the decisions made and formal and informal structures that are set in place.

Government is the main actor of governance. Other actors vary depending on the level—national, sub national and local level of government (UNESCAP nd.).

Neither the executive government nor any other institution (e.g. social institutions and civil society), singly and separately, can ensure governance. To understand “governance” in a broader sense, one has to go beyond conventional governance vectors and consider other formal and informal constituents.



Source: Adapted from Hye 2000.

The scope of governance used to be limited only to 3-stakeholders while local government bodies, private sectors and civil society are non-existent in the governance process in a conventional state. They are mere adjuncts without autonomous existence. Revisited state incorporates autonomous actors beyond conventional stakeholders of the governance because of deliberate policies pursued formally or due to capacity and expansion of those actors. Thus, it shows shift on primary “political contract” in conventional state to new “social contract” in the redefined state (Hye 2000).

However, *quality of governance view point* expresses that governance is not only about the “organs” or “actors”. More importantly it is about the process of governance itself which expresses through such attributes as accountability, transparency, efficiency, empowerment, participation, sustainability, equity and justice. Since good governance is the total sum outcome of the institutional behavior of the organs, analyses of qualitative aspects of governance cover the functioning of all the organs *independently, in their mutual relation and collectively* (Ibid:7-9).

Basically, good governance is predicted on full accountability to stakeholders in the exercise of mandated activities and functions by all concerned, whether they be central or local government (UNESCAP 2002: 48).

The World Bank (1997:7-10) specifically identified formal checks and balances, competition within the civil service, and contested elections as pillars of good governance. Most other international organizations agree on similar viewpoints. According to the U.K. Department for International Development (n.d.), “Good governance is not a luxury. . . . But the new approach covers a number of strands—democratic accountability, fundamental freedoms, service delivery for all, due process rights and security.” The U.S. Agency for International Development (2003) is particularly concerned with “democratic governance,” and states that the “governing process is most legitimate when it is infused with democratic principles such as transparency, pluralism, citizen involvement in decision-making, representation, and accountability.”

UNESCAP (nd.) and UNDP (1997) identify the characteristics of good governance as:

- *Equitable* or at least *majority participation* of the stakeholders in the design and formulation of policies and institutions that affect them at any given time. Participation can be direct or through legitimate intermediate modes like *elections* and *the elected representatives*, mostly termed as the representative democracy.
- *Impartial* enforcement of legal frameworks ensures *rule of law* in governance. Decisions that affect the lives of public should be taken par rules and regulations and all information is available for inspection that raises transparency of governance.
- *Effective institutions and due processes* reflect *responsiveness* of governance that tries to match the tastes and interests of the stakeholders, especially the public at large and delivers services within a reasonable timeframe.
- *Consensus* among different actors to pinpoint the best interest of the whole community can be ensured through mediation of the different interests. Mediation of interest is affected by historical, cultural and social contexts of a given society.
- *The processes and institutions produce results by the best use of resources at their disposal in an effective and efficient manner, with consideration to sustainable use of natural resources and protection of the environment.*
- *Equity in outcomes and ownership through inclusion ensures the quality of governance.*
- *Leaders and the public have a broad and long-term perspective and strategic vision on governance and human development, along with a sense of what is needed for such development.*
- *Actors of governance must be accountable to the public and other stakeholders. In general actor or an institution is accountable to those who will be affected by its decisions/actions.*

2.3.2 Decentralization and Local Self Governance

As the concepts of decentralization and local self governance also center on the promotion of citizenry interests, so relevant for the theoretical foundation of this study.

In the democratic system of governance, decentralized local governance is viewed as a most viable and suitable practice to enhance local development and effective service delivery. Furthermore, it is essential in developing and enhancing people's capacities and fostering government responsiveness (UN-DESA 2007: 11). Responsiveness can be correlated to the promotion of citizen satisfaction by addressing to the needs and meeting the tastes of the citizen.

Decentralization theories established an intrinsic relationship between decentralization, local development and service delivery at grassroots level. The degree of autonomy and authority for performing these functions vary greatly with different forms of decentralization.

The primary form, transferring the responsibility and authority by the central government to regional and local units, known as deconcentration involves appointment and out-posting of regional, district and local officials representing central ministries and delegation to those area-officials specified functions in their respective fields, with necessary authority (UNDP 1997). Unitary states with local agencies under the supervision of central government ministries apply administrative deconcentration (World Bank 2005 2008), the weakest in the form. Nepali case of decentralization is more of this nature in real practice.

The transfer of specific authority and decision-making powers—delegation—to organizations that are outside the regular bureaucratic structure (such as parastatals, corporations and semi-autonomous agencies) is relatively higher degree of decentralization, and has been seen as a way of offering public goods and services through a business like structures (Sarker 2003).

The genuine decentralization—devolution—encompasses the transfer of the authority and functions to legally constituted local bodies, outside its direct control (UNDP 1997). Local governments like municipalities and village committees run by their own elected heads and councils raise their own revenues, and have independent authority

to make investment decisions. Local governments with devolution have clear and legal jurisdiction over which they exercise authority and within which they perform public functions (World Bank 2005 2008).

Devolution drives effective service delivery by the local bodies (Mahwood 1987) because:

1. There exists a control and accountability mechanism directly owned by the citizens;
2. Constitutional or legal provision accord local governments with clear and distinct responsibilities/functions;
3. A democratically elected council decides locally suitable policy and determines procedures to implement them;
4. Having substantial authority to mobilize the resources, they own their treasury, budget and accounts;
5. They employ/hire their own competent staffs whom they can reward or punish;
6. Central government administrators serve purely as external advisors, inspectors or technical assistance and have no role within the local authority.

Thus, devolution signifies the real democratic decentralization that is believed to carryout local affairs and service delivery effectively through local bodies.

Devolution of powers to local government has been believed to institutionalize effective local-self-governance. As a result, the local government is more focused on specific local problems and is more accessible to the citizen who voted it to post. Such closer relationship between politicians and citizens should increase accountability of the politicians to those who support them (Smith 2001). This in turn is expected to:

- Democratic control of local bureaucracy by the elected body of people;
- Distribution of public expenditure over the local territory to match their needs and priorities;
- Increased participation and transparency in decision making;
- Locally owned planning mechanism for addressing citizenry interests;
- Improved service delivery at local level, for that increased willingness of citizen as service receivers to pay for it.

Thus, effective and institutionalized local-self-governance shall improve in the level of satisfaction of service delivery by the local governments.

A number of researches (Muttalib and Khan 1982; Shrestha 1996; Litvak, Ahamed and Bird 1998; Richards 1967; Pant 1999; Rondinelli 1981; Sarker 2003; Rondinelli and Cheema 1983; Rondinelli et. al. 1989) point out the following as the attributes of local-self-governance that signify enhanced governance functions in favour of the local citizens.

- Democratic local self-governance reflects true form of decentralization—the devolution.
- Local bodies have a specific sphere of competencies, thus they can carry out definite level of affairs independently.
- Local bodies are independent in determining the process and performance for meeting the local needs within their jurisdiction.
- A clear legal framework ensures sovereignty of local people in local affairs and local autonomy for decision-making.
- LSG adheres to principles of efficiency and inclusiveness, participation and empowerment, and direct accountability to the people.
- LSG reflects governance redefined—closer to the citizenry.

Thus, the institutional aspect (agents/actors) and the process of governance (functioning of local bodies) are directed to empower the local governments. This shall enhance functioning of local governance in terms of decision making, planning and implementation of local development activities and service delivery to meet the citizenry interests and satisfaction.

2.3.3 New Public Management

The New Public Management is a new perspective in public service delivery which evolved in early 1990s, which seeks to merge the core values of business administration in the domain of public administration. The term 'New Public Management' was used for the first time by Christopher Hood in 1991 in his research paper titled 'A New Public Management for All Seasons' which was published in a journal called 'Public Administration'.

'NPM introduced market type mechanisms, the adoption of private management practices, competition among public services, all of this with the specific goal to manage a better public service for the citizens and to raise efficiency and flexibility in public management (Hood 1991; Pollitt 1990)'. 'NPM is argued to provide similar services to that delivery by the Welfare State, but it seeks to do it with new actors (Osborne & Gaebler 1992)'.

It signifies the adoption of major principles of business administration in the domain of public sector. However, the systematic exposition of the NPM is attributed to David Osborne and Ted Gaebler who presented their viewpoints in their book titled "Reinventing Government: How the Entrepreneurial spirit is Transforming public Sector," published in 1992.

A. Understanding NPM for Citizens' Satisfaction

The NPM also known as 'Entrepreneurial Government' aims at efficiency, effectiveness and economy in performance of public sector by employing modern managerial tools such as performance appraisal, cost cutting, functional autonomy, financial incentives, output targets, innovation, market orientations, responsiveness and accountability. As the NPM is the product of the era of globalization and liberalization, it pleads for a fundamental change, in the role of bureaucratic state in the field of economy and society.

It relies on the market, as against state, as the key regulator of social and economic process. NPM advocates the roll-back of state thesis in which state assumes the role of a facilitator and promoter of public activities rather than a doer of such activities and services. About the nature of government under NPM, Osborne and Gaebler (1992) remark, "we do not need more government; we need better government to be more precise, we need better governance. Governance is an act of collectivity solving our problems. Government is the instrument we use. The instrument is outdated and it is time to remake it."

The basic idea behind the NPM is to devise new tools, techniques and procedure to fine-tune the public administration so that it can effectively achieve its goals in the changing environment of globalization, privatization and liberalization. For this purpose, it borrows methods, practices and procedures from business administration and advocates the adoption of the same in public administration.

Therefore, L.A. Gunn calls public management as the third way, between public administration and private administration. According to J. L. Perry and K. E. Kraemer,

"Public Management is the merger of the normative orientations of traditional public administration and the instrumental orientation of general management." In brief, the public management derives its goals from public administration and its instruments from business administration.

The central themes of the NPM include a renewed focus on management, not policy, emphasis on performance appraisal and efficiency, transformation of public bureaucracies into agencies which deal with each other on a user-pay basis, increased use of quasi-markets and contracting out services to enhance the scope of competition, and a style of management, which is flexible and autonomous and puts emphasis on financial incentives and target setting.

B. Characteristics of New Public Management

On positive side, Gaebler and Osborne (1992) have listed ten features of New Public Management which are given below:

1. *Catalytic Role of Government*- The government should perform a catalytic role or a steering mechanism for various service providers, such as public sector, private sector and various non-governmental organizations.
2. *Empowerment of Citizens*-The government should promote and facilitate empowerment of citizens and communities so that they can solve their own problems.
3. *Efficiency and Economy in performance*-The performance of public sector agencies should be cost effective. Thus agencies should concentrate on their outcomes.
4. *Emphasis on goals rather than Rules*-The new public management perspective pleads for a goal-oriented administration. The approach of the administration should not be towards over-emphasis on rules and regulations.
5. *Customer-oriented government*- The NPM perspective defines clients as customers and pleads for offering those choices, making services convenient and seeking their suggestions for the improvement of services.
6. *Competitive Government*-The government should promote competitive environment among different service providers both public and private which could bring about efficiency and economy.
7. *Anticipatory Approach*-It signifies that the government should anticipate the problems beforehand and prevent them rather than devising cures after the problem have complicated.

8. *Enterprising Government*-The New Public Management perspective suggests that government should focus on earning and saving money rather than on spending. The monetary resources can be mobilized through saving, user charges and enterprise funds etc.
9. *Decentralization of Authority*-The authoritative structures of the government should be decentralized in order to get rid of negative consequences of hierarchy. The decentralized authority should promote participatory management and team work.
10. *Emphasis on Market Mechanism*-Influenced by neo-liberal Philosophy and public choice approach, the New Public Management perspective pleads for the adoption of Market Mechanism rather than bureaucratic Mechanism.

In a nutshell, the core characteristics of the NPM perspective include emphasis on *productivity* and *cost-effectiveness* in public services, adoption .of market strategies by public sector, *customer-orientation*, decentralization of authoritative structures, and making a distinction between a policy and its execution.

Thus, the practical implications of these principles are admirable in the promotion of citizens' satisfaction with the public service as they focus on *managerial skills in policy making, adoption of suitable management practices, autonomy and decentralization of public sector, setting standards for measurement of performance, responsive and effective public service delivery etc*².

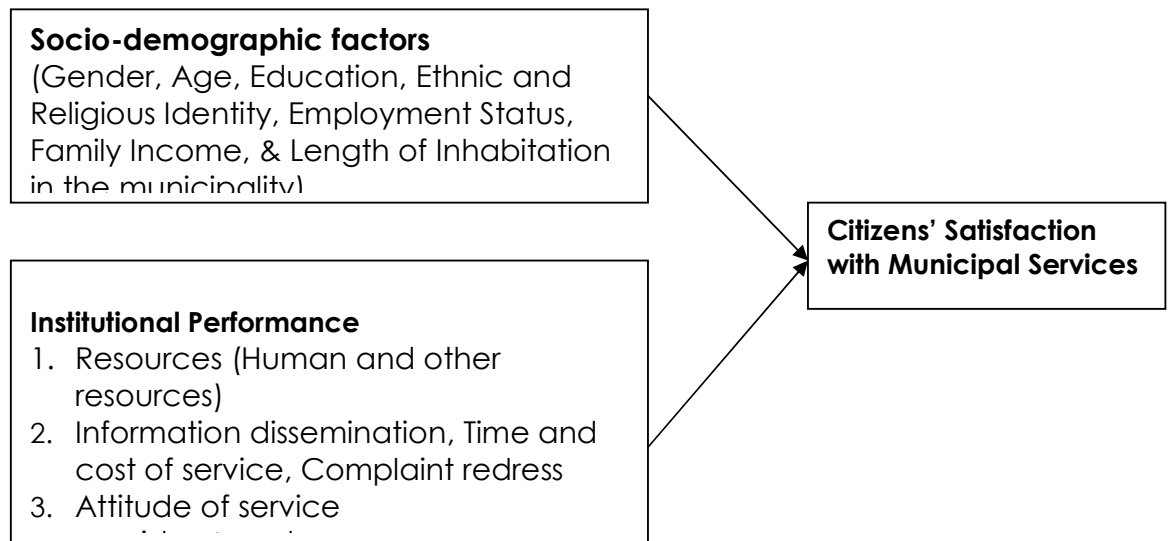
2.4 Analytical Framework

The theory of governance (decentralization and local-self-governance are taken as the sub-themes of governance theory) and the theory of New Public Management have been taken in this study to build the theoretical framework. Public service delivery, municipal services in this study are the governance functions of local government—hence Bharatpur Municipality. Considering two strands of the governance theory— institutional viewpoint and process/functional viewpoint (quality of governance)— the researcher identified that the service delivery as the governance function by Bharatpur Municipality is the outcome of the interaction and the relationship between the administrative factors and the citizen-related attributes. Performance of the public managers and the administrative resources and tools

² A detailed discussion can be accessed in <http://expertscolumn.com/content/new-public-management-new-perspective>

(institutional factors) of the municipality affect the delivery of municipal services, hence contributing into different level of citizens' satisfaction. Equally important factors are the socio-demographic characteristics of the citizens who seek for or receive the services from the municipality and opt to increase the level of satisfaction by consuming the services.

The following simple schematic diagram presents analytical framework that has been used during this research.



a. Citizens' Satisfaction

Citizens' satisfaction with the municipal services is the dependent variable. It is measured through the access to and usefulness of the information, skills and capacity of service providers, behavior of service providers towards clients, timeliness/time taken for the service, cost of service and complaint redress system.

b. Socio-Demographic Factors

Socio demographic factors of the citizens provide the background of the citizens. Gender, level of education, age, income and employment status, ethnic identity and length of inhabitation of the service seekers in the municipality contribute into difference in perception, understanding and level of satisfaction.

c. Institutional Performance

Institutional performance denotes to the performance in service delivery through institutional resources, systems and the behavioral aspect of the service providers as the part of institution.

2.5 Introduction to Bharatpur Municipality

A. Location and Administrative Divisions

Bharatpur is the headquarters of Chitwan District, located in Narayani Zone of central Nepal. Situated on the bank of the Narayani River, Bharatpur municipality has emerged as an important commercial, educational and Health /Medical center. Bharatpur is one of the most accessible urban centre with developed road network connecting major cities of the country viz. Kathmandu, Pokhara, Birgunj and Butwal and air linkage is also available here.

Bharatpur was declared a municipality (the then Nagar Panchayat) in 1979 AD (2035 B.S.). The total area of the municipality is 7788.1 Hectors, of which nearly 26% is under Forest cover.

The municipality comprises of 14 wards. It is bordered in the East with Barandabhar (corridor) jungle, Mangalpur VDC and the Narayani River in the West, the Narayani River and Kabilas VDC in the North and Geetanagar VDC in the South.

B. Population

According to the official website of Bharatpur Municipality, the total population is 1,53,616 (Male 78,866 and 74750 Female) with 33,619 households. Average growth rate of the population in Bharatpur is 7.1 percent per annum and average family members per household is 4.5.

Bharatpur is the city of migrants. Almost all people, except some indigenous groups like Tharu, Darai, Kumal and Chepang, are immigrated from different parts of the country. So, a combination of varieties of castes and ethnic groups are found dwelling in the municipality. Among them, Brahmin (hill), Chhetri, Newar, Gurang, Tamang, Magar, Kami, Kumal etc. are the major ethnic groups in this municipality. In the major urban centre 'Narayanghat' the downtown of the municipality, Newar is dominant caste. Indigenous tribes such as Chepang, Tharu, Damai, Kumal, Darai etc. can be found only in the fringes of the municipality.

C. Economic Activities

The economy of Bharatpur was traditionally based on agriculture. Gradually, the agricultural land of this municipality is converted into residential and industrial use. Industries in Bharatpur are agricultural processing industries like, rice and oil mills, poultry

related feed industries, hatcheries and processing industries, big and small poultry farms and other various big multi-nation companies to small and medium industries. A large number of trading and business houses are based in the urban localities of Bharatpur. Bharatpur has a well developed network of roads within and linking with major cities in the country. This has made, the municipality a major centre for commercial activities, trading and business functions, both in retail and wholesale manner. Bharatpur is also a centre for vegetable and fruit trading. A wholesale trading centre and a collection centre for vegetable and fruits has been established with its network with other major cities of the country. Besides, dairy industry is also emerging in the municipality as major economic activity.

D. Urban Facilities in Bharatpur Municipality

Bharatpur, in terms of urban facilities, can be termed as medium-level municipality. Most of the urban facilities are available here while some are lacking or are in short supply.

Table: 2 Available Infrastructures/Facilities in Bharatpur Municipality

Infrastructures/Facilities	Status/Number
Health Facility	4 Government Hospitals 2 Teaching Hospitals of Medical Colleges 10 Private Hospitals 4 Health Centres 2675 Hospital Beds
Education Facility	63 Schools 3 Technical Schools 12 Colleges 76% Literacy Rate
Public Utilities	Drinking Water Supply to 75 % of Population 100% Electrification Telephone facility of all kinds Internet and Cable/Digital Television Transmission Networks widely available
Transportation	176 KM Blacktopped road, 185 KM Gravelled and 160 KM Earthen road network 1 Domestic Airport with 1.2 KM Concrete Runway

Source: www.bharatpurmun.org.np

CHAPTER 3

RESEARCH METHODOLOGY

Research methodology provides a set of planned and coherent approaches to be adopted, a strategic framework for sampling, acquiring data, analyzing and interpreting data/information to prove [or disprove] the basic proposition of the research. The following research methodology has been adopted to carry out this research.

3.1 Research Design

This research has been focused on the delivery of public services by Bharatpur Municipality as a local government and citizens' satisfaction with those services. For this, it is tried to analyze the relationship between the factors related to citizens— socio-demographic factors, level of knowledge regarding service delivery by municipality, compliance to rules by the service receivers and institutional/administrative factors pertinent to delivery of the services. Thus, an analytical cum descriptive research design is employed in this study. The descriptive research design helps to describe the current practices and events (Aminuzzaman 1991:40). Furthermore, analytical research design enables us to establish relationship between variables (ibid).

3.2 Research Method

There exists a 'paradigm war'³ between qualitative and quantitative methods, although both the approaches supplement in overcoming each-others' shortcomings and establishing validity through cross-checking. For the reason, a mixed approach is employed in most social researches. The present research also adopted a mixed approach of the qualitative and quantitative methods.

3.3 Study Population

For this study, the study population comprised of two groups of respondents:

- (i) *Service Providers* — Municipal Employees;
- (ii) *The service seekers/recipients* — the general citizens.

Bharatpur Municipality is divided in to Fourteen (14) wards. Thus, most of the urban services are delivered from Municipal office however very basic municipal services are

³'The Qualitative-Quantitative Debate', available at:
<http://www.socialresearchmethods.net/kb/qualdeb.php>

delivered from respective ward offices. The first group of study population comprised centrally deputed civil servants (14 ward secretaries and a Chief Executive Officer in the Municipality Office) and local staffs (about 150). Due to the difficulty of identifying exact number of service seekers/recipients in the Municipality Office, the exact population for second group couldn't be identified. However, the citizens who aged above eighteen (18) and visited to receive services in the Municipality office during the survey period (15-29 April, 2011) have been taken as the population of the second group.

3.4 Sample size and Sampling Techniques

A total of sixty (60) individuals were drawn as samples for this study, from both groups of the study population. As the respondents have been chosen from among the survey day visitors to the municipality office, different socio-demographic variables could not be decided previously.

Table: 3, Groups of the respondents

Group	Types of Respondents	Study Sample	Information Method
1.	Service providers/employees in Municipality office	10	Interview
2.	Service seekers/recipients	50	Q-Survey
Total Respondents (to be interviewed and surveyed)		10+50=60	

Purposive and convenience techniques of non-probability sampling were applied to draw the samples.

3.5 Sample Characteristics

The socio-economic and demographic characteristics of the respondents (second group respondents—service seekers/recipients) connote here to the sample characteristics, as mentioned in Table: 4 below.

Table: 4, Socio-demographic Characteristics of the Respondents

		Characteristics of Respondents	Number	Percentage
1.	Gender	Male	33	66
		Female	17	34
2.	Age	Below 25 yrs.	10	20
		26 to 35 yrs.	17	34
		36 to 45 yrs.	10	20
		46 to 55 yrs.	10	20
		Above 56 yrs.	3	6
3.	Religion	Hindu	37	74
		Buddhist	12	24
		Islam	-	-
		Kiranti	-	-
		Christian	-	-
		Not mentioned	1	2
4.	Ethnic Identity	Yes	19	38
		No	31	62
5.	Education	No formal Education	6	12
		Primary Education	8	16
		Secondary Education	13	26
		Higher Secondary to Graduate level	18	36
		Post Graduate & above	5	10
6.	Employment Status	Working	14	28
		Self-employed	12	24
		Intermittent Labour	1	2
		Unemployed	5	10
		Retired	3	6
		Student	6	12
		Household/Homemaker	9	18
7.	Annual Income of the family	Less than 100,000	25	50
		100,001 to 200,000	9	18
		200,001 to 300,000	6	12
		300,001 to 400,000	6	12
		400,001 to 500,000	1	2
		Above 500,001	3	6
8.	Living in Municipality	For less than 5 years	15	30
		5 to 15 years	13	26
		15 to 25 years	3	6
		25 to 35 years	3	6
		Above 35 years	9	18
		Temporary residents	7	14

(Source: Field Survey 2011)

3.6 Nature and Sources of Data

Regarding this study, both qualitative and quantitative information/data are important and necessary. Thus, both qualitative and quantitative data were collected and analyzed to fulfill the study objectives.

Data for the study were collected from both primary and secondary sources. Tools employed include survey-questionnaire administered upon service seekers, interviews with service providers at the municipality office, office records and various publications, etc.

a. Primary Data

The present study generated primary data by using two methods.

I. Questionnaire Survey

Service seekers/recipients (Sewa Grahi) are the main source of primary information. A pre-coded semi-structured questionnaire in Nepali vernacular (originally prepared in English, see Annex. 1) was administered to 50 service seekers in the office of Bharatpur Municipality.

The questionnaire had two parts.

The first part of the questionnaire included socio-economic and demographic features of the respondents (service seekers/recipients) like gender, age, indigenous identity, educational attainment and annual income of family.

The second part includes questions that help measure the level of citizens' satisfaction. For this questions were made to acquire respondents' views on the source and usefulness of information, timeliness of the service delivery, availability and service seekers' access to municipal staffs, cost of services, skills and behavior of service providers, compliance to rules and Citizen Charter, etc. Questions to evaluate the effectiveness of services, particularly Environment Management-solid waste and sanitation; Public Works-roads and infrastructures; Building Design & approval; Certification and Recommendation; Fire Brigade Service; Vital Registration; Tax Filing; Social Security Allowance Distribution were also incorporated in this part of the questionnaire.

For generating the data, researcher himself visited the municipality office and administered the questionnaire to 50 respondents. In approaching the service seekers, the researcher had to first convince the visitors that the purpose of the research was fully academic. Likewise, to fill the questionnaire required about 30 minutes, for that many of the

service seekers that the researcher approached were not willing in answering the questionnaire. For this, the researcher could fill only 5 to 6 questionnaires every day. There was no pre-determined bias regarding sex, ethnicity and religion, economic class, etc.

II. Interview

In this study, primary data has also been collected through interview. The researcher conducted interview of Ten (10) service providers (employees in the municipality) including Chief Executive Officer, Section Chiefs, and some support staffs. Interviews were conducted to know the service providers and institutional views that helped generate cross information.

III. Observation

The researcher was present for at least 5 days and had an unobtrusive observation in each sections of the municipality. Observation provided quite useful insights that help critically analyze and generalize the responses of service seekers as well as to cross validate the responses of the respondents. Observation also benefitted into knowing the behavior of the service seekers as well as the service providers, presence and punctuality of officials, physical environment for service delivery, etc.

b. Secondary Data

Necessary secondary data/information had been availed from various sources, by carrying out content analysis of various published, unpublished and official documents of Bharatpur Municipality, Ministry of Local Development (MoLD) the relevant organizations have used for this purpose. Especially, documents and compiled data provided from the Information Section of the municipality provided information on socio-economic and demographic features, Human resources and other physical/institutional resources profile of the municipality.

3.7 Methods of Data Analysis

The collected data by adopting various techniques have been organized, processed and analyzed qualitatively and quantitatively. Qualitative information has been analyzed and the general conclusions have been drawn. Qualitative description method was used to explain phenomenal realities, behavioral aspects, causalities, observations and experiences that have significantly affected in the level of satisfaction of the service delivery or the performance of delivering the service.

Quantitative information have been organized in tabular forms, frequency distributed and percentage calculated from which various diagrams/charts (Bar, Pie) have been developed in the MS-Excel. Analysis and comparison of the organized data help draw inference for addressing research questions and the objectives. Likewise, satisfaction is measured in the scale approach—High level of satisfaction (1) to No Satisfaction (5), and the problems on service delivery have been ranked in order i.e. Most pressing problem (5) to Not a problem at all (0) or less significant problem (1) .

Finally, results with summary, conclusion and recommendations have been made.

Chapter 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

This chapter presents the analysis and interpretation of the data and information that were collected by the researcher using questionnaire survey, interview, observation, and by content analysis or review of published and unpublished documents of Bharatpur Municipality as well as other related sources.

In this chapter, the factors that affect the effectiveness of the service delivery and the performance of the municipality to deliver those services have been analyzed to know about citizens' satisfaction with the services they receive from the municipality. It outlines the citizens' evaluation on the access to information; quality or usefulness of information; time and the cost of service delivery; access to concerned service delivery officials and grievance handling authority; and skill, competency, integrity and responsiveness or other behaviors of the service providers that helped into evaluating the citizens' satisfaction with the services that are delivered from the municipality. Similarly, analyses of the socio-demographic backgrounds of the respondents and institutional performance of the municipality (compliance to rules & regulations, information dissemination and complaint handling, time and cost factors of the service, etc.) help the researcher evaluate and interpret citizens' varying satisfaction with municipality services.

4.1 Socio-demographic Characteristics of the Respondents

The socio-economic and demographic characteristics of the respondents (first group respondents—service seekers/recipients from Bharatpur Municipality) connote here to the sample characteristics. Information on gender, age, ethnic and religious identity, education and employment status, economic class (income level), and length/duration of inhabitation in the municipal area are collected by using the initial part of the questionnaire (see Table: 4 above in chapter 3).

As shown in table: 3, 66 % of the total respondents (50) were male while only 34 percent respondents were the female. Regarding the age, the highest percentage (34 %) of respondents belonged to 26-35 years age group who were seeking to receive the municipal services. Only 6% belonged to the ageing class (56 year and above) of the respondents. The other three groups (Below 25 years, 36 to 45 years and 46 to 66 years) recorded equal 20% for each groups. This record gives an interpretation that mostly mature youths visit the

municipality than the ageing or very young people to receive the services. Regarding the religious identity, it was found that most of the service seekers visiting the municipality were Hindus (74%) followed by Buddhists (24%) and only 2% did not mention the religious identity. Among the service seekers, 62 % were non-ethnic people i.e. they were mostly from Brahmin or Chhetri caste group while 38 % were people from ethnic groups—Gurung, Magar, Tamang and Newar. Likewise, regarding education level of the respondents, the highest number of the respondents (36%) had Higher secondary or Graduate level education followed by secondary level (26%), primary level (16%), no formal education (12%) and post-graduate & above level (10%) of educational status. Regarding employment status, the highest number of visitors (52%) were working people, either having public sector or private sector job or self-employed (having own business, traders, agriculture related, etc.). Only a few were unemployed (10%) while students and household/homemakers were 12% and 18% respectively. Regarding the income level, it was found that the highest number (50%) of the service seekers were low income group people i.e. with their annual family income less than 100,000 while the service seekers from higher income level (above 400,000 per year) constituted only 8%.Regarding the length of inhabitation in Bharatpur Municipality, mostly the new migrants or inhabitants constituted the highest number of the respondents. 30 % respondents were living for less than 5 years and 26 % for more than 5 years but less than 15 years in Bharatpur. Mostly the new inhabitants have visited the municipality office to receive the service related to business registration, building design approval, recommendation for various utilities, vital registration or for tax filing.

4.2 Socio-demographic Background and Citizens' satisfaction

Six socio-economic and demographic characteristics viz. gender, age, ethnic identity, education, employment status, economic class and the length of inhabitation in Bharatpur Municipality have been cross tabulated with index of satisfaction level (Table: 5). The table presents indexes on level of satisfaction for the general performance of Bharatpur Municipality to deliver services. But when the researcher inquired about different specific services, they responded differently about their satisfaction for those services, which will be discussed later.

Table: 5 Socio-demographic background and level of satisfaction

Identity Characteristics		Total Number	Fair or High Satisfaction	Low Satisfaction
Gender	Male	33	27 (81.8%)	6 (18.2%)
	Female	17	15 (88.2%)	2 (11.8%)
Age	Below 25 (Young)	10	6 (60%)	4 (40%)
	26-55 (Middle Aged)	37	34 (91.9%)	3 (8.1%)
	56 or above (Senior)	3	2 (66.6%)	1 (33.3%)
Ethnic Identity	Ethnic People	19	14 (73.7%)	5 (26.3%)
	Non-ethnic People	31	28 (90.3%)	3 (9.7%)
Education	No formal education	6	5 (83.3%)	1 (16.7%)
	Primary Level	8	7 (87.5%)	1 (12.5%)
	Secondary Level	13	12 (92.3%)	1 (7.7%)
	Higher Level	23	18 (78.3%)	5 (21.7%)
Economic Class	Lower	25	20 (80%)	5 (20%)
	Middle	21	19 (90.5%)	2 (9.5%)
	Higher	4	3 (75%)	1 (25%)
Length of Inhabitation	Less than 5 years	15	12 (80%)	3 (20%)
	5 to 15 years	13	12 (92.3%)	1 (7.7%)
	More than 15 years	15	13 (86.6%)	2 (13.4%)
	Temporary Residents	7	5 (71.3%)	2 (28.7%)

(Source: Field Survey 2011)

4.2.1 Gender

Out of 17 females, 15 (88.2 %) responded that they were satisfied (fairly or even highly) while 27 (81.8%) male respondents said that they were satisfied with the overall services. As most of the female respondents showed their less concern on citizen charter, rules and procedures as well as less preferred or were not interested to lodge complain in case of delay in service delivery, higher percentage than the male responded their higher satisfaction with general municipal services.

4.2.2 Age of the respondents

Age of the respondents is considered as an important factor affecting the level of satisfaction for the services delivered by the municipality. Among the different age groups of the respondents, 91.9% of the middle aged respondents (aged between 25 to 55 years) responded that they are highly or fairly satisfied. It is due to most of the working or self employed people who are educated and aware to get necessary information regarding particular service fall in this age group of respondents. While exploring further, they

responded that they do not expect over ambitiously regarding the performance from a medium level municipality and in the situation when there are no elected representatives to officiate the policy making and executive organs of the municipality. Only 60% of the young service seekers below 25 years and 66% of senior service seekers were found to be satisfied, that are much lesser than the figures for the middle age respondents. It is mostly due to much expectation that do not match with the performance, lack of awareness regarding the mandatory procedures or legal/document related problems.

4.2.3 Ethnic Identity

People with ethnic identity, mostly *Gurung, Magar & Tamang* were found to be less satisfied than those who are not the ethnic people. 90.3 % non-ethnic people showed higher or fair level of satisfaction, much higher than 73.7% for the ethnic people. Non-ethnic people like Brahmin and Chhetri having better educational profile were more aware about information and complaint in case of delay or less effective service delivery compared to ethnic people. Lobbying and persuasion are also stronger from non-ethnic people as most of the service delivery staffs are non-ethnic persons. People of ethnic/indigenous groups have the feeling of discrimination by the government in the field of ethnic identity, language, religion and culture (Bhattachan 2008:13). Thus, some of the respondents from ethnic group were very critical of the non-ethnic staffs and their partisan behavior.

4.2.4 Educational Profile

Satisfaction with services varied with educational level of the respondents. 92.3% respondents with medium (secondary) level of educational attainment demonstrated higher degree of satisfaction followed by 87.5% respondents with primary level of education and 83.3% with no formal education. While less number (78.3%) of the respondents with higher level of educational attainment were found to be less satisfied. Respondents who were highly or fairly satisfied with the services but with medium or low educational attainment were found less aware on the duties, responsibilities and functions of the municipality and were much satisfied with the services and did not complain or be critical. More educated respondents demand proper implementation of policy decisions, effective information, compliance of citizen charter and rules, and effective grievance redress and due to the flaws in these aspects of service delivery in the municipality, less number of educated respondents were satisfied with the services.

4.2.5 Economic Status

Economic status also influences in the varying level of satisfaction with the service delivery. In this survey, higher percentage i.e. 90.5% (19 out of 21 middle annual income respondents) demonstrated their satisfaction level being high or fair against the municipal services. Mostly the low income respondents felt the cost of service being high, for that they cannot avail service properly and timely. In another side, the higher income group respondents do not find proper match between the tax or service fee with the quality of the service delivered. Their expectations are not much fulfilled for that they are less satisfied.

4.2.6 Length of Inhabitation

This is the demographic characteristic of the respondents. Bharatpur is a migratory town with annual population growth rate of 7.1 percent (CBS 2001). It is the destination town to the migrants from neighbouring hill districts and Terai districts. Length of inhabitation in the municipality also has effect in the citizens' satisfaction. 92.3% of respondents who were living in the municipality permanently for 5 to 15 years demonstrated high or fair satisfaction followed by 86.6% from the respondents living for more than years. Newly migrants and temporary inhabitants were less in percentage (80% & 71.3% respectively) to demonstrate satisfaction with the service delivered by the municipality. Comparing to the long time residents, the new migrant and temporary residents were found less familiar and informed about the working process, different sections, location of other support institutions and even with the officials. For these they face more complications and inconveniences and were less satisfied with the delivery of the services.

4.3 Institutional Performance of Bharatpur Municipality and Citizens' Satisfaction

In this section of the chapter, evaluation on administrative and institutional performance Bharatpur Municipality has been made and citizens' satisfaction with the performance is analyzed. For effective delivery of municipal services, Bharatpur Municipality has developed resource base and institutionalized a number of systems.

4.3.1 Human Resources and Service Delivery

Bharatpur Municipality, in terms of Human Resource for service delivery is quite a modest municipality. According to the Information Section of Bharatpur Municipality office, there are 152 officials/staffs—technical and non-technical— working in different sections. Table: 6 present the number of local staffs (excluding centrally deputed civil servants).

Table: 6 Details of officials in Bharatpur Municipality

Level and Type		Number		
		Total	Male	Female
Level-VI, Officer	Technical	3	3	-
	Administrative	4	3	1
Level-V, Assistant	Technical	4	4	-
	Administrative	13	10	3
Level-IV,	Administrative	41	34	7
Level-III,	Administrative	15	12	3
Classless	--	72	64	8
Total	--	152	130	22

Source: Information Section of Bharatpur Municipality, 2011

When the researcher interviewed the Chief Executive Officer and chief of the administration section, they ensured the researcher that there is no over or under-staffing in this municipality but a right sized administration. The work load and staffs proportion is quite balancing. However, when asked the respondents about their evaluation on the number of services-employees proportion, the following responses were recorded.

Table: 7 Proportion of number of services and employees in the municipality

Proportion	Frequency	Percent
Fewer Services and more employees	27	54
Equal Proportion	9	18
More services and less employees	6	12
Don't Know	8	16
Total	50	100

Source: Field Survey, 2011

Among the 50 respondents, 54% thought that there is over staffing in the Bharatpur Municipality due to political reasons. So, there are more employees than the amount of services it caters to the public. Only 9 respondents (18%) maintained that there is equal work load-employees proportion and 8 respondents thought still there are less employees than the services Bharatpur Municipality provides, because they thought delay in service delivery is due to lack of service providers. The respondents who thought that there is over staffing commented that lower level assistant staffs are found mostly staying outside the office, in the canteen or basking in the lawn or enjoying the breeze in the outside cottage. To verify this opinion, when discussed with the chief of administration, he realized that there is a slight

overstaffing in the Assistant level IV and classless assistants, due to political influence until some years back.

The responsibility of garbage removal and local sanitation has been given to a private party on the annual contract basis. For this, a significant amount of workload to the municipality has been reduced. However, the performance by the contractor is questionable as most of the respondents showed their utmost dissatisfaction with the service delivery related to environment management and local sanitation.

4.3.2 Availability of staffs at desk

Respondents were asked a question-- In your visit to Municipality office; do you find officials in their desk? Responses recorded from 50 respondents have been presented in table: 8 below.

Table: 8 Availability of service providing official

Respondents' response	Frequency	Percent
Available	27	54
Absent Few Times	18	36
Mostly not available	5	10
Total	50	100

Source: Field Survey 2011

Similarly, like the respondents' responses on the availability of service providing officials, the researcher observed that the staffs do not maintain punctuality. A very few officials could be traced in their working chamber or desk for the entire office duration. Respondents who arrived at beginning time had to wait at least half an hour even for registration of the document or availing the information. This shows a weak point in the performance and violating the norm of punctuality and timeliness of service. Those who responded for low satisfaction remarked this aspect frequently.

4.3.3 Accessibility to Concerned Officials

Accessibility to service providers should be easy for the higher level of satisfaction with the service they receive. It helps ensure accountability and transparency in service delivery. Direct and easy access develops trust in the service receivers. Table 9 demonstrates their experience in accessibility to service delivery officials.

Table 9: Accessibility to service delivery officials in the municipality

Access to	Accessible	Inaccessible	Don't Know	Total
Designated to service provide	24 (48%)	25 (50%)	1 (2%)	50 (100%)
Complaint Official	16 (32%)	8 (16%)	26 (52%)	50 (100%)

Source: Field Survey 2011

The table demonstrates that in experience of 50 respondents, only 24 (48%) experienced that officials designated to provide particular service are accessible while 25 (50%) experienced that they are inaccessible. One respondent could not provide any response in this regard. Likewise, regarding the complaint officials, only 16 (32%) respondents mentioned that they are accessible, 8 (16%) mentioned that they are inaccessible and highest number of 26 (52%) could not answer anything in this regard. These responses show that even after the introduction of Citizen Charter for about a decade and focusing into effective service delivery, accessibility to service providing and complaint handling officials is still not effective. For the reason, most of the respondents could not show good trust in the system of the municipality. This has negatively affected in the citizens' satisfaction.

4.3.4 Competency and skills of the service providers

More skilled and competent the service providers, more effective the service and more the citizens' satisfaction against the service delivered. Respondents' evaluation of service providers' skills and competency on the basis of their experience in receiving services are presented in the table 10 below.

Table: 10 Evaluation of skills and capacity by respondents

Evaluation by respondents	Frequency	Percent
All skilled + Mostly skilled	24	48
Mostly + all unskilled	19	38
Can't evaluate	7	14
Total	50	100

Source: Field Survey 2011

In the evaluation of 24 (48%) respondents, all or mostly the officials are skilled for that they have maintained records in the computer effectively and can work by using computer and other office gadgets. 19 (38%) respondents opined that most of them or all of them are unskilled because they experienced delay in delivering particular services like

issuing relation certificate, vital registration certificates, tax filing or building design approval. However they confessed that there are other reasons for delay or inefficiency in their performance like lack of coordination between sections, poor state of office gadgets, and even legal-document related problems. A few respondents (14%) could not evaluate the competency of officials because they have visited the municipality to receive services only a very few times or come for very simple services only.

4.4 Institutional Mechanisms for Service Delivery

Citizens' experience and perception on the performance of the municipality due to various mechanisms maintained have been discussed in following section.

4.4.1 Information to the Service Seekers

Information is the most prime aspect of service delivery. Effective dissemination of necessary information enriches the effectiveness of the service delivery consequently the level of citizens' satisfaction. Bharatpur Municipality disseminates most of its service related information through the Citizen Charter, Official Website, Help Desk/Information Desk as well through various publications from the Information Section. To the aware and literate citizens and those with ability to use ICT, information seems to be available in sufficient manner. However one can raise the issue of the relevance of that information that lack time to time update with the changed provisions. The following sources were used to avail information by different numbers of the service seekers (Table: 11).

Table: 11 Source of Information for respondents

Information source	Frequency	Percent
Citizen Charter	12	24
Information Desk	31	62
Municipality's Website	3	6
Don't seek information	4	8
Total	50	100

Source: Field Survey, 2011

The table shows that 24% acquire the information using the Citizen Charter, highest number 62% from the municipality's help/information desk, a few 6% by using the official website of the municipality while 8% responded they don't seek information while they visit municipality to receive certain service. Regarding the information dissemination from the

help desk, the researcher had a long observation. Help desk officials themselves were found lacking the proper information to satisfy the clients' queries rather they used to direct to visit the concerned section to know about the document and other requirements as well as the process of receiving the service. Equally important to consider by the municipal authority is to separate the function of information dissemination and registration plus stamping from the same staffs.

When the respondents were inquired on the usefulness of the information they received, the following responses have been recorded as presented in table: 12.

Table: 12 Usefulness of the Information

Usefulness	Frequency	Percent
Useful	8	16
Useful to some extent	33	66
Not Useful	3	6
Don't Know	6	12
Total	50	100

Source: Field Survey, 2011

Most of the respondents (66%) expressed that the information they received from different sources as mentioned in table: 12 being useful to some extent and only 16% felt them being fairly useful. 6% mentioned the information being obsolete and not updated so are not useful at all. This has negatively affected on their trust on municipality's mechanism for information delivery to the service seekers.

4.4.2 Time and Cost of Service Delivery and Satisfaction

Time is the prime concern of the service receivers and mostly the respondents evaluated the effectiveness of service delivery as how timely is it delivered. The following table below demonstrates the responses regarding the timeliness of the services delivered in Bharatpur Municipality.

Table: 13 Respondents' perception on time taken to service delivery

Time taken for service delivery	Frequency	Percent
As mentioned in the CC	15	30
Longer than mentioned in the CC	12	24
Too long time	23	46
Total	50	100

Source: Field Survey, 2011

Only 15 (30%) responded that there is timely delivery of services as mentioned in the Citizen Charter. Most of the respondents, 23 (46%) experienced that service delivery takes too long time while 12 (24%) respondents opined that it takes longer time than mentioned in the Citizen Charter or informed by the help desk staffs. If not consider the clause of CC, the responses related to satisfaction with time taken for services are as presented in the table: 14.

Table 14: Citizens' satisfaction with time taken to service delivery

Satisfaction with time taken	Frequency	Percent
Unsatisfied (very unsatisfied also)	22	44
Satisfied	24	48
Highly satisfied	1	2
Can't say	3	6
Total	50	100

Source: Field Survey, 2011

When the respondents were asked to rate the level of satisfaction with the time taken for the particular service they desired to receive from the municipality but without considering the time mentioned in the CC, only 22 (44%) were unsatisfied but 24 (48%) were satisfied at fair level. 3 (6%) could not express their view but a single (2%) respondent was highly satisfied. In general, to compare both of the tables: 11 &12, dissatisfaction due to time factor remains fairly high and erodes in the overall satisfaction of citizen with the service delivery.

Municipality as a public governance institution does not charge high cost of services. However, most of the respondents were against the amount of integrated tax and fee for approval of building design charged by the municipality. While discussing with the chief of the Taxation Unit about integrated tax, he commented that it is just a misunderstanding. Integrated tax seems high only because previous system of paying taxes separately for land, house, and other physical assets of the citizens have been brought into an integrated system. Rather he acknowledged the convenience due to introduction of this system that clients need not visit different offices to file separate taxes. Likewise, the chief of planning section clarified about building approval cost due to technical nature of the service. As the planning unit has to provide engineering assistance for monitoring of building construction within building codes of the municipality, the cost has become little high.

4.4.3 Grievance Handling

It is already discussed above in the accessibility to concerned officials that most of the respondents do not know about how to access to the complaint lodging authority or only a few felt easy access to complaint handling authority (Table: 15).

However the respondents were inquired that if incase they face problems in service delivery, do they complain to the concerned authority. The responses received are recorded in the table: 15 below.

Table 15: Complaint by service seekers

Complain by service seekers	Frequency	Percent
Yes	34	68
No	16	32
Total	50	100

Source: Field Survey, 2011

The table demonstrates that 34 (68%) respondents lodged complaint(s) when they faced problems to receive certain services and only 16 (32%) did not lodge any complaints even they faced problems to receive services from the municipality. But, complaint redress status is important to discuss here to evaluate the effectiveness of the grievance redress mechanism. To know about what happened to the complaints that were lodged is important to analyze than how many service seekers lodged the complaints.

Table: 16 Complaints redress status

Status of Complaint	Frequency	Percent
Redressed and service delivered	3	8.8
Complaint not redressed	26	76.5
No follow up	5	14.7
Total	34	100

Source: Field Survey, 2011

Out of the 34 respondents those lodged complaints, only 8.8% said that their complaints were redressed and service delivered to them however 76.5% mentioned that their complaints were not redressed. For the reason, they give up complaining next times or they will not lodge complains anymore. Among the respondents who lodged complaints, 14.7% did not follow up so, could not say anything about their complains.

4.4.4 Behavioral Aspect of service providers

During the days of observation by the researcher, no middlemen (Dalals) were noticed in the premise of Bharatpur municipality office. Only a single Lekhandaas (documents writer) was traced nearby the Tax section writing an application to assist an elderly lady. Later it was known to the researcher he is the only document writer to assist some service seekers but unable to write documents at their own. The researcher approached him and had a conversation for some time. During the conversation, he informed the researcher that in the municipality office, middlemen don't have any scope to work as most of the officials in all sections are cooperative and helpful to assist the service seekers. Sharing his short experience in municipality office, he informed that no officials seek extra benefits for producing and delivering services to the service seekers however they may be influenced by nepotism, source-force and personal relation.

Similarly, while administering questionnaire, the researcher had some additional discussions with the respondents. Only a few of them blamed the service providers behaving for partial treatment, buck-passing nature and seeking extra-benefits. However, the researcher too observed as well experienced himself that nepotism, Bhansun (Persuasion and source-force), personal relation (known official) etc. could influence in the service delivery. When asked what the service providers give priority to deliver the services, the responses were recorded which are presented in the table: 17.

Table 17: Priority in delivering the service

Service delivery matters to	Frequency
Due process	13
Known official	25
<i>Bhansun</i> (source-force)	23
Bribe and middlemen	8
Total responses (multiple response)	69

Source: Field Survey, 2011

The table: 17 demonstrates that due process is much less a priority in delivering service while nepotism (*afno manchhe*) or the known to official and Bhansun (source-force or influence) were much the preferred factors while a few responses (8 out of 69) mentioned the bribe and middlemen were also had some scope in service delivery. Nepotism was much strong because most of the officials were the

local residents, and they also have to go with the influence of local political leaders or other influential persons.

4.5 Measurement of citizens' satisfaction for different services

Baratpur municipality delivers 34 different types of the services, as mentioned in its Citizen Charter. However by taking only 8 most frequent and important service functions, the researcher asked the respondents to present their response in a scalar measurement. '1' denotes the highest satisfaction for the delivery of that particular service while '5' is for the least satisfaction or the highest dissatisfaction.

Table 18: Level of satisfaction with different services delivered

Types of services	Level of satisfaction					<i>Total Responses</i>
	Very Satisfied (1)	(2)	(3)	(4)	(5) Very Dissatisfied	
Environment Management- solid waste and sanitation	--	4	1	10	35	50
Public Works- roads and infrastructures	--	9	13	9	19	50
Building Design & approval	9	29	7	1	1	47
Certification and Recommendation	12	26	6	3	3	50
Fire Brigade Service	10	24	5	1	4	44
Vital Registration	16	24	5	1	4	50
Tax Filing	15	22	9	1	3	50
Social Security Allowance Distribution	14	16	8	--	3	41

Source: Field Survey, 2011

Table: 18 demonstrates that significant number of respondents showed their higher level of satisfaction to Vital registration (16), Tax filing (15), Social Security Distribution (15), Certification and Recommendation (12), Fire Brigade (10) and Building Design approval (9). For these services, the respondents have ranked the second and the third highest level of satisfaction too. In another end, the highest number of dissatisfied respondents were for environment management-solid waste and sanitation (35) followed by public works (19). Thus, it is evident that, the higher numbers of service receivers showed their higher level of satisfaction for the services directly delivered in the municipality office. While the services to be delivered at the field level, or the services that are development related and mobilize a huge amount of financial resources generated dissatisfaction among the maximum number of the respondents.

Finally, the respondents were asked to rank a number of problems from the most pressing problem (5) to least significant or least pressing problem (0). Ranking of service delivery related problems. Responses varied from '1' to '5' but not '0'.

Table: 19 Ranking of problems by the respondents

Problem to affect service delivery	Rank
Lack of departmental coordination	5
High cost of service	4
Lack of proper information	4
Favoritism-nepotism (Afno Manchhe)	3
Legal/document related problems	3
Less cooperative staffs	2
Seeking extra benefits	1

Source: Field Survey, 2011

Table: 19 mentions the ranking of different problems perceived by the respondents. Highest number of respondents preferred to say that the lack of departmental coordination is the most pressing problem in Bharatpur municipality that affects the service delivery hence reduces citizens' satisfaction due to delay in service delivery, requirement of different documents in different departments and unclear information. Mentioning to integrated tax and fees for building approval, respondents preferred to rank *cost of service* as well as the *less effective information* in near to the most pressing problem. The moderate problems as they ranked only '3' are *favoritism-nepotism treatment* by the service providers and *legal & document related problems*. Legal problem mostly refers to producing evidence & witness for getting certain recommendation and certificate letters while document related problems are mostly requirement of ward level or grassroots CBO recommendation or certification for acquiring some services delivered by the municipality office. Respondents did not rank the behavioral aspects of service providers as the pressing problems for service delivery. Thus, *less cooperative staffs* and *staffs seeking extra benefits* were ranked '2' & '1' respectively as the least significant problems felt by the respondents.

The researcher has also incorporated a question to map the general evaluation on the extent of the respondents' expectations met with the municipality services. Much of the respondents were at least fairly positive to say that service delivery par their expectations.

Table 20: Evaluation of citizens' expectation with service delivery

Evaluation of the service	Frequency	Percent
Service more than expected	11	22
Fairly equal to the expectation	31	62
Less or much less than expectation	8	16
Total	50	100

Source: Field Survey, 2011

To evaluate the service provided to the service seekers, 62 % of the respondents of this survey evaluated that the services (quality) are equal and par their expectation. This shows that in general the respondents perceived the quality of service delivered by Bharatpur Municipality is fairly good although there is much room to improve in different aspects of overall service delivery. Only 16% thought that their expectations could not be met due to poor quality and less effective service delivery. Much satisfied respondents who felt that the services better than their expectation numbered 11 (22%) out of 50. Thus in conclusion, only a few respondents found to be not satisfied with the services.

4.6 Conclusion

The above presentation of data followed has addressed to the citizens' satisfaction with the municipal services in Bharatpur Municipality. The dependent variable—citizens' satisfaction with municipal services—is analyzed with respect to the two sets of independent variables viz. socio-demographic features of respondents and the institutional performance of Bharatpur Municipality. Out of the different variables of institutional performance, mechanisms of service delivery—information dissemination, grievance handling, and time and cost of factors have been the most significant factors to influence the level of satisfaction. Among the socio-demographic variables, age (middle age group being most satisfied), economic class (middle income group being most satisfied) and length of inhabitation (new migrants less satisfied) in the municipality were found to be the three most significant factors to affect the level of satisfaction. However, socio-demographic characteristics can be interpreted to give the mixed results. In terms of gender, more female respondents are fairly or highly satisfied than the male counterparts. Regarding the age, Middle aged (26-55 years) respondents are much satisfied than the young or senior/elderly respondents. In terms of ethnic identity, more respondents of ethnic group showed less satisfaction but higher number of non-ethnic respondents were having high or fair satisfaction with the service that they

receive. In both the education and economic class, higher number of respondents with middle level or class are found to be fairly or highly satisfied with the service that they received.

Regarding institutional performance, the availability of staffs at service delivery desk and citizens' access to designated officials to deliver the service or receive/redress the complaints has much to do with the level of satisfaction. Unavailability of staffs at desk and difficult access to officials make the clients more dissatisfied and losing the trust on the municipality as public governance institution. Likewise, skilled and competent service providers add in increasing the level of citizens' satisfaction due to improved service performance.

Institutional mechanisms for information dissemination, timely delivery of service, cost effectiveness of service and grievance redress have been the most significant factors to effect the citizens' satisfaction. The overall evaluation of information dissemination mechanism by the citizen is not much satisfying. Regarding the time, the service providers are not able to maintain timeliness as per the provisions of the Citizen Charter however the respondents are not much dissatisfied with the time taken to receive the services. Cost of some specific services is high and the citizen showed their dissatisfaction in this regard. The mechanism to redress the complaints is evaluated as less effective and it has dissatisfied most of the respondents.

Another important factor that can enrich or deteriorate citizens' satisfaction is the attitude or behavior of the service providers. In citizens' evaluation, not much but some priority is given to nepotism/favoritism, political and other influence, personal relationship, etc. by the service providers while delivering services. However it is not a regular and general phenomenon, thus only a few respondents are dissatisfied with the personal traits of service providers.

In conclusion, service delivery in Bharatpur is evaluated fairly satisfactory and most of the citizens have fair degree of satisfaction with the services that they have been receiving from Bharatpur Municipality.

Chapter 5

Summary and Conclusion

5.1 Introduction

This study was carried out to find out the status of citizens' satisfaction with the municipal services delivered by Bharatpur Municipality. The general aim of this research is to explore the status of citizens' satisfaction with the services delivered by Bharatpur Municipality. The specific objectives of the study are (a) to explore the citizens' satisfaction against the services delivered by Bharatpur Municipality; and (b) to identify and analyze different factors affecting to the citizens' satisfaction with the municipal services in Bharatpur.

Bharatpur Municipality as an urban local government has been delivering a number of services to meet the needs of the municipal residents. By carrying out the study through an empirical survey of the service seeking citizen, the correlations between independent variables (socio-demographic factors of the citizens and institutional & administrative factors related to the municipal government) and the dependent variable (citizens' satisfaction with municipal services) have been identified. This shows the performance evaluation of the municipality by its clients. To study the citizens' satisfaction through an empirical study, a survey of the citizens who are seeking or receiving services from Bharatpur municipality was carried out. Factors affecting to the citizens' satisfaction with the municipal services have been identified and analyzed.

Regarding the methodology adopted for this research, a descriptive cum analytical research design was employed for this study. Both of the qualitative and quantitative techniques of research methods have been used to carry out this research. Empirical survey of service seekers generated mix information (qualitative and quantitative both). Regarding the data, both the secondary data (availed from content analysis, reports and publications of the municipality, research reports and journals etc.) and primary data (generated through survey of service seekers in the municipality office and interview as well as observation method) were collected. Finally, data and information are organized, presented and analyzed in chapter: 4 .

After a general survey of local government system and its present status in Nepal, the researched took governance theory along with models of decentralization and local self

governance and New Public Management theory to build the theoretical framework for this dissertation research. An analytical framework that has been followed along with this study has been developed which demonstrates a relationship between a dependent variable—*Citizens' satisfaction with Municipal Services* – and two independent variables—*Socio-demographic Factors of the service seekers* and *Institutional Performance of Bharatpur Municipality*.

5.2 Socio-demographic Background

Among various socio-economic and demographic characteristics of the respondents, six factors – gender, age, educational status, ethnic identity, economic status, and the length of the inhabitation in the municipality were studied.

Among the socio-demographic variables, age (middle age group being most satisfied), economic class (middle income group being most satisfied) and length of inhabitation (new migrants less satisfied) in the municipality were the three most considerable factors that affect the citizens' satisfaction. But in fact, when analyzed, Socio-demographic characteristics demonstrated the mixed results. In terms of gender, number of satisfied respondents is high in female respondents than their male counterparts. In terms of the age, more respondents aged 26 to 55 are satisfied than the young or senior/elderly respondents. In terms of ethnic identity, more non-ethnic respondents were happy with the services while respondents of ethnic group showed less satisfaction with the service that they receive. In both the education and economic class, higher numbers of respondents were from the middle level or class (secondary level of educational attainment and middle income group) who responded highest for fair or high level of satisfaction satisfied with the service they received. Regarding the socio-demographic background, the research findings satisfy the overall characteristics of the Nepalese society.

5.3 Institutional Performance

The researcher attempted to find out the influence or effects of the institutional performance in the satisfaction of citizen with the services delivered through Bharatpur Municipality as the local governance institution. Bharatpur Municipality has developed a number of mechanisms as well as introduced a number of initiatives to deliver effective service.

Institutional performance was analyzed in terms of different aspects of human resource like availability of staffs at service delivery desk and citizens' access to designated

officials to deliver the service or receive/redress the complaints has much to do with the level of satisfaction. Respondents were more critical and demonstrated their dissatisfaction when service delivery staffs are not available at the desk and there is difficulty in accessing to officials. This condition made the clients more dissatisfied and losing the trust on the municipality as public governance institution.

Through the analysis of data, institutional mechanisms for information dissemination, timely delivery of service, cost effectiveness of service and grievance redress were identified most significant factors to effect the citizens' satisfaction. The overall evaluation of information dissemination mechanism by the citizen stood not much satisfying. In terms of time, timeliness was not maintained as per the provisions of the Citizen Charter. But the respondents were not much dissatisfied with the time taken to receive the services. Cost of some specific services was realized to be high and the citizen showed their dissatisfaction in this regard. The less effective mechanism for grievance handling dissatisfied most of the respondents.

Attitude and the personal trait or behavior of the service providers can enrich or deteriorate citizens' satisfaction. In this study, citizens' evaluation demonstrated that not much but some priority were given by the officials to nepotism/favoritism, political and other influence, personal relationship, etc. while delivering services. Cross checking and validation, such treatments were just realized as not the regular and general phenomenon. Although a few respondents were dissatisfied with the personal traits of service providers, it was not much a significant problem.

The respondents provided a number of suggestions for effectiveness in the service delivery that will enhance citizens' satisfaction in the future. The suggestions were as following:

- Deliver service timely, don't extend time by saying 'come next day'.
- Implement Citizen Charter effectively; develop a monitoring mechanism on its compliance.
- Be people oriented and follow the rules to deliver the services.
- Punctuality to be maintained by service providers.
- Reduce the service cost.
- There should be proper monitoring regarding garbage removal and sanitation as well as infrastructures maintenance.

- Make the information system more effective.
- Train the staffs and use ICTs for information dissemination and keeping records in each department.
- End nepotism and favoritism.
- Monitor effectively to end the corruption, unethical practices by service providers.
- Develop a very strong and effective supervision and monitoring mechanism.
- Reduce the tax and link the tax to services.
- Make the complaint handling and redress system effective, if not it is just a gimmick to mention in the citizen charter.
- Without effective departmental coordination, service delivery can never be effective. Make the departmental coordination effective and develop the spirit of team work.
- Mobilize TLOs at local level in coordinating development activities & environment management.
- Adopt competitive recruitment system and don't hire unnecessary staffs.

5.4 Scope for Future Research

This research was conducted with limited scope, time and resources. This endeavor is only for fulfilling the researcher's academic requirement. In this research citizens' satisfaction has been mapped and evaluated against only two independent variables, socio-demographic factors and institutional performance with regard to information mechanism, time and cost of the services and grievance handling, and service providers' attitude. The research could not address legal and administrative factors, administrative culture, and political factors. For that, the future researchers can explore the relationship of those variables in evaluating the performance of the municipality and map out the trust and satisfaction level.

5.5 Conclusion

This research attempted to evaluate the citizens' satisfaction relating it with different socio-economic & demographic factors of the service seekers, institutional performance factors and to some extent the behavioral aspects of service providers in Bharatpur municipality. The most influencing factors in the higher level of satisfaction is the institutional performance. Institutional performance is the function of different service delivery mechanisms, different aspects of the human and non-human resources as well as the behavioral traits of the service providers. Citizens were more concerned with the information,

timeliness, cost, grievance handling and treatment of service providers towards them. In this study, all these factors were present in moderate status, thus citizens' satisfaction with municipal services delivered in Bharatpur Municipality is neither very high not even low. Thus, with the given status of socio-economic and demographic features and institutional performance that have been presented in various tables above confirm that the level of citizens' satisfaction with municipal services delivered by Bharatpur municipality was medium level i.e. fair level of satisfaction.

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Appendices

Appendix: 1

Citizen Survey Questionnaire

Respondent Number:

Part A: Socio-economic backgrounds of the respondent (please write or circle the right answer.)

1. Name (optional):
2. Gender: (1) Male; (2) Female
3. Age (current):
4. Religion:
Hindu (1); Buddhist (2); Muslim (3); Kirant (4); Christian (5); Others
(6)(please specify).....

3.1. If Hindu/Buddhist specify your caste.....

5. Ethnic identity: (1) Yes (2) No
6. Education: (please circle the right answer)
 1. Illiterate
 2. Primary education
 3. Secondary level
 4. Intermediate & Higher Education
7. Occupational Status
 1. Working
 2. Self-employed
 3. Unemployed
 4. Retired
 5. Student
 6. House wife
 7. Others (please specify).....
8. Occupation of working respondent (if 1 in Question number 9)
 1. Farmer
 2. Manual worker (skilled)
 3. Manual worker (unskilled)
 4. Executive, top management, director
 5. Professional-lawyer, doctor, accountant, etc

- 6. Academic/Teacher,
 - 7. Military/police service
 - 8. Public Service
 - 9. Others (please specify).....
9. Would you specify your annual income of your family?
.....
10. How long have you been living in Bharatpur Municipality? Where are you migrated from?
Living for Years and Migrated from.....

Part B: Effectiveness of services (Understanding/information, Officials' availability/skills, Timeliness, Quality of service)

11. How do you get the information about a particular service?
- (1) Citizen Charter;
 - (2) Municipal Office Help-desk;
 - (3) Official website;
 - (4) Other sources (specify).....;
 - (5) Do not seek information
12. Please mention about the usefulness of the information provided with regard to the service that you wanted to receive.
- (1) Very Useful;
 - (2) Fairly useful;
 - (3) Little useful;
 - (4) Not useful at all;
 - (5) Don't know
13. In your visit to Municipality office, do you find officials in their desk?
- (1) Yes
 - (2) Few times, they are absent
 - (3) Mostly they are absent
 - (4) No
14. What is your experience in getting access to the concerned officials responsible delivering the service? Circle the number in table.

Official to access	Not at all accessible	Accessible with persuasion	Somewhat accessible	Easily accessible	Don't know
Concerned service delivery staff	1	2	3	4	5
Complaint official	1	2	3	4	5

15. Do you think the range of services that Bharatpur Municipality delivers and the numbers of employees/service providers are proportionate?
- (1) Fewer services and more employees
 - (2) Services-employees ratio proportionate
 - (3) More services but fewer service providers
16. How do you evaluate the skills and capacity of service providers?
- (1) All are skilled and trained to provide the service
 - (2) Most of them are skilled and trained to provide the service
 - (3) A few are skilled and trained to provide the service
 - (4) Most of them are not skilled and trained to deliver the service
 - (5) Can't evaluate
17. In your experience, how long time does it take to receive a particular service when you go with required documents?
- (1) As mentioned in the Citizen Charter/information provided
 - (2) Longer than mentioned time
 - (3) Too long time
18. What mattered most to deliver service timely?
- (1) Due process
 - (2) Because of known official
 - (3) Bhansun (source-force)
 - (4) Bribing and using middleman
 - (5) Others (Please specify).....
19. How satisfied are you with the time taken for the service delivery?
- (1) Very Dissatisfied
 - (2) Not much dissatisfied
 - (3) Satisfied
 - (4) Very satisfied
 - (5) Can't say
20. Would you say that the services the municipality is providing are?
- (1) Very good/Excellent;
 - (2) Good;
 - (3) Neither good nor poor (fair);
 - (4) Poor;
 - (5) Very poor
21. How you grade yourself as a service seeker of Bharatpur Municipality? (you can choose multiple answer options)
- (1) Aware and cooperative citizen

- (2) Abide by rules and requirements
- (3) Try to influence service providers to receive service fast
- (4) Not aware about rules and requirements for receiving a service

22. How much satisfied are you with the services that have been delivered by Municipality/ward offices in Bharatpur?

S.N.	Services	Level of satisfaction				
		(1) Very Satisfied	(2)	(3)	(4)	(5) Very Dissatisfied
1.	Environment Management, Garbage removal and sanitation					
2.	Public Works: construction and maintenance of infrastructures					
3.	Building design registration & approval					
4.	Certification and recommendation					
5.	Fire Brigade Service					
6.	Vital Registration					
7.	Tax Filing					
8.	Receiving social security allowance					

23. To what extent you feel that your expectations for the municipality services are met?

- 1. Expectations met perfectly
- 2. Good services
- 3. Fair
- 4. Poor
- 5. Expectations never met

24. How would you rate the status of the following aspects of the services delivery in Bharatpur Municipality?

S. N.	Aspects of service delivery	Rated status					
		Highly Satisfying (1)	(2)	(3)	(4)	Dissatisfying (5)	Don't Know (9)
1.	Respect to laws/rules/work-procedure						
2.	Compliance to Citizen Charter						
3.	Use of computers and other ICT tools						
4.	Record system and Database management						
5.	Transparency in service delivery						
6.	Honesty and integrity of service providers						
7.	Access to services						
8.	Grievance Handling system						

25. If you are not delivered service properly, or have to face problems in receiving services, do you complain to the chief of the Municipality?

- (1) Yes,
- (2) No

26. What happened with your complain?

- (1) Handled properly in time and taken necessary actions
- (2) Authority took the complain seriously but no action taken
- (3) Authority did not take the complain seriously
- (4) I did not follow up on my complain

27. If you face difficulties, can you please rank any five of the following in the order of most pressing difficulty (5) to soft difficulty (0):

- a. Lack of appropriate information []
- b. Lack of departmental coordination []
- c. Favoritism and Nepotism (Afno-Manchhe) []
- d. High cost of service []
- e. Uncooperative service providers []
- f. Personnel seeking financial benefits—bribe []
- g. Legal and documentation related difficulties []

28. Provide some suggestions to improve service delivery to promote citizen's satisfaction.

- a.
- b.
- c.

Thank You

Appendix: 2 Functions, duties and power of municipality (LSGA 1999 p. 38-44)

Functions, Duties and Power of Municipality : In addition to executing or causing to be executed the decisions and directions of the Municipal Council, the functions and duties to be performed by the Municipality mandatorily in the municipal area shall be as follows :-

(a) Relating to Finance:

- (1) To prepare annual budgets, plans and programmes of the Municipality and submit them to the Municipal Council.
- (2) To keep the accounts of incomes and expenditures, and other documents pertaining thereto in an up-dated manner.
- (3) To expend the money to execute the decisions of the Municipality, subject to the limits of the approved budget.
- (4) To raise taxes, charges and fees etc. approved by the Municipal Council.

(b) Relating to Physical Development :

- (1) To frame land-use map of the Municipality area and specify and implement or cause to be implemented, the industrial, residential, agricultural, recreational areas etc.
- (2) To prepare housing plan in the area of Municipality and implement or cause to be implemented the same.
- (3) To carryout plans on drinking water and drainage in the areas of Municipality and operate, maintain and repair or cause to be operated, maintained and repaired the same.
- (4) To develop, or cause to be developed, green zones, parks and recreational areas in various places in the Municipality area.
- (5) To arrange for, or cause to be arranged for, public toilets in various places in the Municipality area.
- (6) To approve or cause to be approved designs of houses, buildings etc. to be constructed in the areas of the Municipality.
- (7) To build community building and rest houses.

(c) Relating to Water resources, Environment and Sanitation :

- (1) To preserve rivers, streams, ponds, deep water, wells, lakes, stone water-taps etc. and utilize, or cause to be utilized them properly.
- (2) In the event of necessity to carry out irrigation plans in the Municipality area, to make plans thereof and implement and cause to be implemented the same.
- (3) To control and prevent, or cause to be controlled and prevented the possible river-cuttings, floods and soil erosion in the Municipality area.
- (4) To assist, or cause to be assisted, in environment protection acts by controlling water, air and noise pollution to be generated in the Municipality area.

- (5) To protect or cause to be protected the forests, vegetation and other natural resources within the Municipality area.
- (6) To carry out or cause to be carried out sanitation programmes in the Municipality area.
- (7) To carry out and manage or cause to be carried out and managed the acts of collection, transportation and disposal of garbages and solid wastes.
- (8) To generate and distribute or cause to be generated and distributed electricity in the Municipality area.

(d) Relating to Education and Sports Development :

- (1) To establish, operate and manage pre-primary schools with own source in the Municipality area and give permission to establish the same.
- (2) To extend supports in the operation and management of schools being operated within the Municipality area and to make recommendations for the establishment and dissolution of such schools.
- (3) To assist in providing primary level education in mother tongue within the Municipality area.
- (4) To make arrangements for providing scholarships to the students of oppressed ethnic communities who are extremely backward on economic point of view.
- (5) To prepare and implement or cause to be implemented programmes on Municipality level adult education and informal education.
- (6) To open, operate and manage or cause to be opened, operated and managed, libraries and reading halls in the Municipality area.
- (7) To prepare and implement or cause to be implemented, sports development programmes.
- (8) To develop or cause to be developed sports by constituting Municipality level sports development committee.

(e) Relating to Culture :

- (a) To prepare an inventory of the culturally and religiously important places within the Municipality area and maintain, repair, protect and promote, or cause to be maintained, repaired, protected and promoted, them.
- (b) To protect, promote and use or cause to be protected, promoted and used, archaeological objects, languages, religion and culture within the Municipality area.

(f) Relating to Works and Transport :

- (1) To prepare plans of unpitched and pitched roads, bridges and culverts as needed within the Municipality area, except those roads which are under the responsibility and control of His Majesty's Government, and construct, maintain and repair or cause to be constructed, maintained and repaired, the same.
- (2) To arrange or cause to be arranged for bus parks and parking places of rickshaws (three-wheelers), horse-carts, trucks etc. within the Municipality area.

(3) To prescribe the upper limit of push-carts, rickshaws, horse-carts etc. in consideration of transport requirement of the Municipality and register and provide number to them.

(g) Relating to Health Service :

(1) To operate and manage, or cause to be operated and managed, municipal level hospitals, Ayurvedic dispensaries and health centers.

(2) To open, operate and manage, or cause to be operated and managed, health posts and sub-health posts within the Municipality area.

(3) To formulate programmes relating to family planning, mother and child welfare, extensive vaccination, nutrition, population education and public health, and to implement or cause to be implemented the same.

(4) To arrange, or cause to be arranged, for prevention of epidemics and infectious diseases.

(5) To ban the public use of such things and objects in the Municipality area as are harmful to the public health or remove the same.

(6) To ban the sale, distribution and consumption of such type of consumer goods which may cause adverse effects on public health.

(h) Relating to Social Welfare:

(1) To arrange, or cause to be arranged, for cremation of heirless dead person, and to make arrangements for orphanages for helpless people, orphans and children bereaved of parents.

(2) To carryout, or cause to be carried out, programmes relating to the interests and welfare of the women and children and acts relating to the control of immoral profession and trade.

(i) Relating Industry and Tourism :

(1) To act or cause to act as a motivator to the promotion of cottage, small and medium industries in the Municipality area.

(2) To protect, promote, expand and utilize or cause to be protected, promoted, expanded and utilized, natural, cultural and tourists heritage within the Municipality area.

(j) Miscellaneous :

(1) To do plantation on either side of the roads and other necessary places in the Municipality area.

(2) To determine and manage places for keeping pinfolds and animal slaughter house.

(3) To protect barren and governmental unregistered (Ailani) land in the Municipality area.

(4) To determine and manage crematoriums.

(5) To act for the development of trade and commerce.

(6) To frame bye-laws of the Municipality and submit it to the Municipal Council.

(7) To carry out necessary functions on the controlling of natural calamities.

(8) To maintain inventory of population and houses and land within the Municipality area.

- (9) To register birth, deaths and other personal events pursuant to the prevailing law.
- (10) To maintain inventory of the helpless, orphan and disabled children within the Municipality area and arrange to keep them in appropriate place.
- (11) To secure public interest by killing rabid and strayed dogs and specify the places to bury dead animals and birds into.
- (12) To have such trees cut and houses, walls etc. creating hazardous results demolished.
- (13) To up-date the block numbers of the houses in the Municipality area.
- (14) To arrange for animal slaughter houses.
- (15) To impound and auction strayed animals.
- (16) To arrange for lighting on the roads and alleys.
- (17) To grant approval to open cinema halls in the Municipality area.
- (18) To arrange or cause to be arranged for Haat bazaar, markets, fairs and exhibitions etc.
- (19) To operate and manage or cause to be operated and managed fire brigades.
- (20) To confer the honour of distinguished person of the town on any distinguished person.
- (21) To carry out or cause to be carried out other acts relating to the development of the Municipality area.
- (22) To render assistance for the development of cooperative.
- (23) To evaluate the performance of the Secretary and forward it with recommendation to the authority.
- (24) To encourage or cause to be encouraged to carry out cooperative, industrial and commercial activities generating income to the Municipality with the investment of private sector as well.
- (25) To formulate various programmes based on cooperativeness and to carry out or cause to be carried out the same.
- (26) To carry out such other functions as are prescribed under the prevailing law.

(2) In addition to the functions, and duties referred to in sub-section (1), the Municipality may also perform the following optional functions in the Municipality area:-

- (a) To make necessary arrangement for providing standard school education in the Municipality area.
- (b) To launch literacy programmes to eradicate illiteracy from the Municipality area.
- (c) To open and operate libraries and reading halls in various places within the Municipality area.
- (d) To control unplanned settlement within the Municipality area.
- (e) To make the structure and development of the town well-planned through the functions such as guided land development and land use.

- (f) To arrange for the aged rest- houses and orphanages.
- (g) To arrange for the supply of electricity and communications facilities.
- (h) To arrange for recreational parks, playing grounds, museums, zoos, parks etc. in the Municipality area.
- (i) In order to reduce unemployment, to collect the data of unemployed persons and launch employment generating programmes.
- (j) To launch programmes to control river pollution.
- (k) To provide ambulance service in the Municipality area.
- (l) To arrange for dead body carriers in the Municipality area.
- (m) To carry out preventive and relief works to lessen the loss of life and property caused from natural calamity.

(3) Consumer groups and other non-governmental organizations shall have to be encouraged for the development and construction works to be done in the Municipality area and such works shall have to be done through such groups or organizations as far as possible.

(4) The Municipality shall exercise the powers conferred on it under this Act and the Rules and By-laws framed under this Act.