



**Inclusiveness in Nepalese Civil Service: Perception Analysis from
Gender Perspective.**

By

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MPPG 5th Batch

December 2016



**Public Policy & Governance Program
North South University**



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December 2016



**Public Policy & Governance Program
North South University**

**Dedicated to my
Late Father who is my source of Inspiration.
I miss you.**

Declaration

I declare that the dissertation entitled “**Inclusiveness in Nepalese Civil Service: Perception Analysis from Gender Perspective**” submitted to the PPG Program of North South University, Bangladesh for the Degree of Master in Public Policy and Governance (MPPG) is an original work of mine. No part of it, in any form, has been copied from other sources without acknowledgement or submitted to any other university or institute for any degree or diploma. Views and expressions of the thesis bear the responsibility of mine with the exclusion of PPG for any errors and omissions to it.

Signature

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Abstract

This study has been carried out to map the perception of civil servants regarding the inclusiveness by using the lens of gender perspective. With that aim, the theoretical foundation of the study was based on the representative bureaucracy along with other supporting theory of women and development. Therefore, the analytical framework which is regarded as the heart of the research was developed based on the intensive review of available literature including both home and abroad and core concepts of representative bureaucracy was also reviewed. Based on these facts, the dependent variable of the study is inclusiveness and independent variables are Scio-demographic factor, Individual factor, and Organizational factor.

This study adopted mixed method having both qualitative and quantitative approach. For gathering primary data, a questionnaire survey was carried out in National Vigilance Center (NVC). Similarly, other methods of primary data collection include non-participatory observations, and the interviewed methods. In order to show the linkage between primary and secondary data, content analysis was conducted from the observational notes, field notes, and responses collected by open-ended as well as closed ended questionnaire. Sample size of the survey includes 68 respondents keeping gender parity. For questionnaire survey, total number of respondents was 62 and 6 respondents were interviewed. In the main survey, the researcher has set the questionnaire in statement form later on while doing analysis this statement questions was converted into WHO questions based on the nature of the study. A five point *Likert* scale was used to apply value for the categorical data and further this scale was again recoded into two scales for the further analysis. SPSS 20 was used to gather frequency, percentage, and cross tabulation of the survey. Along with it, the bivariate analysis was done to show the linkage between dependent variable and independent variable.

The bivariate analysis between dependent variable and independent variable shows that Scio-demographic factor like age and gender matters in inclusiveness i.e. there is high relationship between these two variables while other Scio-demographic factor like educational qualification and entry level position (gazette or non-gazette) has minimal relationship (depending upon the nature of the study). Along with it other variable of individual factor like level of confidence, educational achievement, motivation from the family, and so on shows high significant relations with the inclusiveness (based on the survey) and these factors definitely plays very crucial role in the achievement of the person's desired targets. Similarly, in case of organizational factor, the measurable indicators are challenges, performance, attitudes, and level of satisfaction of the

respondents towards their organization. Along with it, the calculated value shows that the organizational factor shows less significant with the inclusiveness but at the same time the nature of agree and disagree of the respondents and its linkage with inclusiveness shows that it differ slightly between the two variable (based on the carried-out survey). Therefore, we can conclude that there is no significant relationship between the roles of organizational factor in inclusiveness.

Key words: *Inclusiveness, Nepal, Scio-demographic factor, Individual factor, Organizational factor, Representative Bureaucracy.*

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LIST OF ABBREVIATIONS

BC	Before Christ
CEDAW	Convention of the Elimination of All Forms of Racial Discrimination against Women
CERD	Convention on the Elimination of Racial Discrimination
DFID	Department for International Development
GAD	Gender and Development
GoN	Government of Nepal
GSEA	Gender and Social Exclusion Assessment
MoGA	Ministry of General Administration
MoPA	Ministry of Public Administration
NVC	National Vigilance Center
OBC	Other Backward Community
OECD	Organization for Economic Cooperation and Development
PSC	Public Service Commission
SAARC	South Asian Association for Regional Cooperation
SC	Schedule Caste
ST	Schedule Tribe
TU	Tribhuvan University
UN	United Nation
UNDP	United Nations Development Program
WAD	Women and Development
WID	Women in Development

Chapter: One

1 Introduction

Social exclusion/inclusion is a hot topic discussed around the globe through the particular concept which emerges in Europe four decade years ago. In the initial stage, social exclusion was viewed as a social problem related to disability, substance abuse, and related deviation (Paudel, 2016). Gradually, it gained popularity covering social problems like poverty in Britain, unemployment in Europe, the problem for social integration for social solidarity and migration in France (Silver, 2010). With the passage of time, it covered Africa for the race as a social problem. But in case of Asia, the social problems which include gender, ethnicity, caste system, language, etc. are varied (Tamang et al, 2014). Therefore, the social exclusion is a social problem which is rooted in disability, poverty, unemployment, gender, caste system; ethnicity, language, and area are specific.

1.1 The concept of Social Inclusion

Population report, 2011 cited in Awasthi & Adhikary, 2012 defines social inclusion as “Any group of population or community feels to be included in mainstream of society and state”.

The concept of people centered sustainable development seeks maximum participation of people in the decision-making process irrespective of their gender, culture, caste, ethnicity, language, religion and inhabitation. Thus, in order to attain sustainability in development it is equally important to have the inclusive involvement of people in all spheres of decision making and development.

Inclusion for this purpose is aimed at equal participation of the marginalized groups in development activities with proportional representation in decision making processes, while also promoting their access to social and economic opportunities with social justice (Awasthi & Adhikary, 2012).

Deuba, A., (2006) cited in Awasthi & Adhikary, (2012) mentioned that social inclusion is the joint effort of institutional reform to remove existing institutional barriers and capacity enhancement of diverse individuals and groups to increase their access to development opportunities. It is used to describe the complementary approach that seeks to bring about

system level and policy change to remove inequities in the external environment. Further it is the removal of institutional barriers and the enhancement of incentives to increase the access of diverse individuals and groups to development opportunities.

Inclusion is aimed at equal participation and representation of marginalized, ethnic and other caste groups in development activities, public service, organizational structures at all levels. The objective is also to increase the access of these groups to social and economic spheres as well the administrative structures, while also creating opportunities in line with proportional representation in decision making processes and guaranteeing recognition, identity and social justice for them (Ibid).

1.2 Background of the Study

Inclusiveness in public service is not at all a unique case for Nepal only; many developing countries are in their earlier stages of mainstreaming gender in the civil service. Mainstreaming gender or bringing gender parity with inclusiveness begins with deliberate interventions or some preferential treatment to elevate gender. Such preferential programs in the civil service for backwards society are wide- spread and variously known as “affirmative action (USA), “positive discrimination” (UK), “reflecting the federal character of the country” (Nigeria), “preference for the *bhumiputra* or son of the soil” (Indonesia and Malaysia) and “reservation of backward classes” (India), “quota” system (Bangladesh), etc. (Sowell, 2004 cited in Khan, 2015). From the legal point of view, Conrad, 1976 cited in Khan, 2015 defines quota system as “a rule of redistribution of a benefit or burden between at least two groups based on a fixed percentage of shares for such group.” He further argues there are two characteristics of quota system, firstly social groups in the quota system and secondly quota system is based on certain percentage. Here, social groups refers to two groups, that is preferred group and non-preferred group, which have to be defined in terms of certain characteristics such as ethnicity, sex, language, place of origin, caste, etc. (Khan, 2015).

Nepal is one of the most diverse country in terms of ethnic, culture, religion, and languages (Dhakal, n.d.). The recent census of 2011 has categorized 125 caste as well as ethnic communities in Nepal out of 26.5 million populations. There are 123 languages spoken as

mother tongue while Nepali speaking count about 44.6 percent of total population and 10 types of religion are practiced. Social exclusion is known to be one of the main problems in this country. The process of exclusion has been identified to be mainly based on Hindu caste system, socio-cultural stratification and patriarchal system of the society (Ibid).

In Nepal, the history of the effort to bring marginalized group in the national mainstream of development is completely new. The Constitution of the Kingdom of Nepal 2047(1990) acknowledged existing multiple social and cultural diversity in the country. The development plans made attempted to address the concerns of *adibasijanjati*¹ and other marginalized groups by establishing a legal framework, initiating institutional development and by launching related programs. Finally, Tenth Plan (2002-07) has recognized social inclusions as one of strategic pillars of broader poverty reduction strategy. There is no single indicator to show the socially excluded group. However, the Nepal Gender and Social Exclusion Assessment (GSEA) Report, 2006² has categorized six dimension of social exclusion in Nepal. These dimensions include Gender, Caste, Ethnicity/Race, Language, Religion, and Geo/Political. The form of exclusion on each dimension may be different but women falls on all the dimensions and the level of exclusion have been noticed to enhance as the area of dimension expands. It means women of subordinate caste group face more exclusion than women of dominant group (World Bank & DFID, 2006).

Despite the adoption of some measures to strengthen civil service in the past, inclusion was never considered until the restoration of democracy in 1990. In the end, it has caused huge inequality in Nepal in terms of gender non-representation and exclusion of some social groups from civil service and other areas of occupation. Such inequality compounded with the poverty results to ten years violent Maoist insurgency and it causes negative impacts in various social and economic life of the country. In that meantime, the government visualized the importance of inclusion of excluded and weaker section of the society in mainstream politics, national institutions, and development endeavor. A high level reservations committee was formed under the chairpersonship of the then Finance Minister in December 2004, to recommend appropriate plans and programs for the adoption of

¹ Antediluvian Residence and excluded from Hindu caste classification (indigenous people or ethnic group)

²GSEA was combined effort of UNDP and DFID to explore the dimension of exclusion in Nepal. Summary report entitled as "Unequal Citizens."

affirmative action for the inclusive development of women, *Dalits*³ and *Adibasijanajatis*. The prevalent political instability and frequent changes in the government, however, did not allow this committee to accomplish task (Awasty and Adhikary, 2012).

An important transformation took place in 2006 as a result of a huge protest of people against a more than 250 years monarchy in Nepal that overthrown the monarchy and Comprehensive Peace Accord (CPA) was signed between the Maoists and align of seven political parties, which made them united together for this movement.

According to the spirit of this peace accord, a new interim constitution was promulgated. Preamble of the constitution emphasizes “upon the progressive restructuring of the state in order to resolve the existing problems of the country relating to class, caste, region, and gender.” Article 21 of the Interim Constitution of Nepal, 2007, has made a provision according to which women, *Dalit*, indigenous ethnic groups, *Madhesi*⁴ Communities, oppressed groups, the poor farmers and laborers who are economically, socially or educationally backward, shall have the right to participate in state structures on the basis of the principle of proportional inclusion (Awasty and Adhikary, 2012).

In line with the spirit of the Interim Constitution, a provision of reservation was made in the Civil Service Act, 1993, through a second amendment in 2007. According to the amendment of Civil Service Act, 1993 in 2007, forty-five percent of the posts to be filled through open competition were to be set aside for women, *Adibasijanajati*, *Madhesi*, *Dalit*, disabled (differently able) and candidates from remote areas. The act allocated the aforementioned seats for each category in the following way (to convert the allocated 45 percent into cent percent): women: 33 %, *Adibasijanajati*: 27%, *Madhesi*: 22 %, *Dalit*: 9% Disabled 5% and Backward Area⁵: 4%.

Beside this, the act also made an arrangement of reviewing the impact of the above provision in a period of ten years. The major features of the Amendment in the Civil Service Act are:

³Previously discard untouchable and segregated groups of cast (lower caste community)

⁴*Madhesi* means people who live in *Terai* (plain area) of Nepal

⁵Backward areas include seven districts (Achham, Jajarkot, Mugu, Humala, Jumla, Kalikot and Dolpa districts) out of 75 districts

- The maximum age for entry has been set at 40 years for women and 35 years for men.
- The maximum age for lateral entry in second and first class posts has been set at 45 years.
- No maximum age limit for those already in public service.
- A one-time waiver of the maximum age limit for sitting in Public Service Commission examinations has been provided to those women who have been in public service without a break for last five years.
- The time limit for probationary periods has been set at six months for women and one year for men.
- Efforts have been made to transfer husband and wife to the same district when both are in government service.
- Women become eligible for promotions one year earlier than men (Ibid).

Further, the present Constitution of Nepal-2015, which was passed by the second Constituent Assembly, made a provision for women's rights (Article 38). It states that every woman has equal lineage right without gender-based discrimination. Women have the right to safe motherhood and reproductive health. Women have the right to participate in all bodies of the state because of the principle of proportional inclusion. It further states that women have the right to obtain special opportunity in education, health, employment, and social security based on positive discrimination. In addition, the spouse shall have the equal right to property and family affairs (Paudel, 2016).

Since, from 2007, the (PSC), a constitutional body of Nepal, has been selecting the civil servant based on said act. Dhakal (n.d.) argued that in case of women, reservation policies have been able to attract them towards civil service, as the number of female applicant seems increasing. However, very few female have been able to enter the service without reserved quotas. In this regards, capacity development programs are needed to increase their competitiveness. Moreover, objectivity of the reservation system being promotion of the economically and socially backward communities; corrective measures are needed to control the dominant caste group utilizing the quota system to enter the civil (Ibid).

Sum up, it can be concluded in the notion that after the implementation of inclusion policy, it has only shown a trend of women representation but the benefits of implemented policy

could be still uneven or insignificant for some groups of the society because of the existing inequalities, backwardness compared to other targeted groups.

1.3 Problem Statement

To what extent quota (inclusive) can really improve representation and empower women in different societies can be contested on grounds of equality of opportunity, provided other conditions such as access to education and creating an enabling environment for the disadvantaged and backward social groups in the society. Quota is applied as temporary measures until women's entry and representation in the public-sector jobs or civil service improves to an expected level. Bano, (2009) argue that quota do not remove all the barriers at ground level. Therefore, it seems important that quota rest on grass root mobilization of women and the active participation of women's organization. Similarly, gender quotas are increasingly viewed as an important policy measures for boosting women's access to decision-making bodies.

However, the liberal policy and affirmative actions has brought so many positive changes in various underprivileged communities but other side of the coin is that there is the trend of elite capture in the name of such provision. The research carried out by Paudel, (n.d.) found that more advanced women due to family culture could be selected for civil service rather than the marginalized women. This study also revealed that the target community or groups could not be selected from PSC examination. The provision of civil service act clearly spells out that socially and economically marginalized community has to bring into the civil service. However, in their name, other elite group got the opportunity of joining the civil service of Nepal. Therefore, there need to make provision of reservation within the reservation (Ibid).

Moreover, it is also not clear in Civil Service Act that how many times a person can utilize reservation system in his/her career. It has been seen that a person-entering civil service through reservation system has been able to use the same system to be promoted in upper position (PSC Reports cited in Dhakal, n.d) for this faulty situation. This phenomenon has created controversies among employees and lack of clear policy is responsible for this faulty situation.

Likewise, the opportunity to a particular person should be provided only for one time so that the other people can get such opportunity from the same community. In fact, if a person gets an opportunity from the special provision to enter the national bureaucracy, he/she no longer remains as underprivileged. Therefore, providing opportunity to climb the upper ladder from the same provision is not fair in the sense that it is supposed to be provided for the underprivileged people of the nation.

This newly introduced policy has been able to give some positive impact in terms of increasing the participation of women in the Civil Service of Nepal, but at the same time, it has created confusion as well as controversies. Further, according to Sen, (2000), the ultimate objective of this policy is capability enhancement, so more considerations are needed in building meaningful participation. However, in case of Nepal, reservation system has not given comprehensive attention to all the dimensions of exclusion but its effects on generating attraction of more women towards national bureaucratic system is the greatest achievement.

The main centrality of the problem concerns that the after implementation of this policy there are both negative and positive side of the policy (as mentioned earlier). The impact of reservation policy in the recruitment of civil servants shows that there is a significant increase in the percentage of the marginalized groups within the incorporation of such policy by the government and what about their level of performance after recruited in the service. However, it is not possible to change a whole structure overnight; so, this initiative taken by the government has brought some positive impact in making a bureaucracy somehow representative one.

Last but not the least, there are still the issues that are reinforcing the existing inequalities, or are it an issue that is not being addressed such as proper representation at senior position, because quota is treated at entry level rather at senior position. Besides this, the study focuses on the attitudinal or the behaviors of the target groups after they enter in the service either through the open or from the inclusion provision provided in the civil service act.

1.4 Objectives of the Study

The main objective of this study was to assess the nature of inclusiveness brought by the amendments in the Civil Service Act of 2007 of Nepal in the light of gender perspective. The specific objectives of this study are to;

- To identify the factors which affects inclusiveness in Civil Service,
- To explore whether such amendments in the civil service Act of Nepal are impacting the perception of civil servants and to analyze their attitudes or behavior have changed or not.

1.5 Research Questions

- To what extent Civil Service has become inclusive?
- What is the perception level of Civil Servants towards inclusiveness and its impact on their attitudes or behavioral changes?

1.6 Rationale of the Study

The rationales behind this study are several researches have been done related to the inclusion worldwide. The dimensions of “inclusiveness” cover various aspects but here the main concerns of the study was to analyze the perception of inclusiveness of civil servants to know the level of changes in the attitudes or behavior after the state has implemented inclusive policy. In this regards, also to know the effectiveness of the policy for proper representation in the civil service and enhancement of performance of the targeted group after recruitment in the civil service. As we know that such types of preferential action have been started in different part of the world since many decades ago so it may be the crucial reasons having lots of research on the related topic in worldwide.

However, in case of Nepal, it is almost recent concept because this type of policy was implemented from 2007. Therefore, few studies have been done related to inclusive policy, especially focusing on gender point of view in Nepal. In the similar vein, while talking about the issues related the representation of women in different sectors such as politics, decision-making, etc. were concern sector by different researchers but perception related issues has not been rightly addressed. Nevertheless, the overall issues are not the concern

of this study here. Further, after the implementation of this policy in Nepal, researchers has showing lots of interest in this issues but there is not more research carried out in Nepal. Lastly, there is little research on these issues but those researches do not cover the issues which this study have revealed i.e. focusing only on perception of civil servants towards inclusiveness and to find outs its impacts on their attitudinal or behavior changes.

1.7 Significance of the Study

This study will contribute new knowledge to the existing literature and somehow address the status of women's representation in the Civil Service of Nepal. Besides this it has also somehow shown the ground reality that the implemented policy has been successful to rightly address the issues of representation in the civil service and has it been successful for the enhancement of the performance after recruited in the service, along with the attitudinal changes of the target group after recruited in the services.

Last but not the least, this study have also given the outlook of implemented policy are reaching to the target group or not and making the changes in the life of women in terms of actual representation.

1.8 Limitation of the Study

The main limitation of the study was that the focus was limited to civil service only, therefore it may be very difficult to justify with the term "inclusiveness" because the word itself is vague and covers the different dimensions. Therefore, it is also somehow not fair by comparing the study of inclusion by limiting only on the civil service by taking key sample for the study.

Besides this, women's role and participation in other sectors such as private, NGO, and other sectors has been not included in the study. Lastly, others limitation was time constraints, resource cost, and different understanding of different respondents for the same question has somehow declined the generalization of the research and was creating the hindrance to carry out the research smoothly.

1.9 Chapter Outline

The study is divided into six chapters.

The Chapter First is dedicated to the introductory section, which highlights the background of the study, problem statement, research objective, research question, rationale of the study, significance of the study, limitation of the study.

Chapter Two outlines the literature review, discussion of key concepts, theories, and analytical framework. In this context, research on both national, international level as well as provision of inclusion in the recruitment of civil service in SAARC countries was reviewed. Along with it, conceptual discussion on theories of women and development theory was discussed in brief in order to set the background for the main theory of the study i.e. representative bureaucracy. The above-mentioned theory was very helpful for developing the analytical framework along with the dependent and independent variable which is followed by its measurable indicators.

Chapter Three comprises inclusion in civil service in Nepal, existing situation in civil service and women in Nepal, gender mainstreaming, historical development of recruitment system in civil service.

Chapter Four deals with the research methodology of the study, which comprises research method, data collection procedure and sources, sampling method and population size, sample characteristics, data processing and analysis method, reliability of the data and ethical concern of the study.

Chapter Five deals with the data presentation and analysis portion of the study, which comprises the analysis and discussion of dependent variable (i.e. inclusiveness) and independent variable (i.e. Socio-demographic factor, individual factor, and organizational factor) and overviews the linkage between the variable.

Chapter Six is the concluding chapter of the study. It presents a summary of the entire work, the concluding remarks of the research and scope for the future research.

Chapter: Two

2 Review of Literature

2.1 Introduction

The given chapter highlights the basic concepts to develop theoretical and analytical framework in order to carry out the study smoothly. This section deals with the review of literature, research based on national as well as international context, along with its brief discussion of provision of inclusion in the recruitment in the SAARC countries, followed by conceptual discussion like WID, WAD, and GID are discussed in brief. In order to support all these concepts, theory of representative bureaucracy is discussed in details. Based on all the concepts and theories, analytical framework is developed along with its dependent and independent variable.

2.2 Existing Research Work and Literature

Societies have been found to be fragmented over religion, gender, ethnicity, race, color, and culture since long decade ago. That is why we cannot find a state where justice has been fully realized by each people. In order to overcome the situation, the notion of inclusiveness has been introduced which tries to correct the historical wrongs made by state to some of its people (Dhakal, n.d.).

In short, the institutionalized discrimination and underrepresentation has urged the need for affirmative action due to the long history of material deprivation and social exclusion. Although with it, different countries represent different continents, cultures and various levels of socio-economic developments, but the rationale for the adoption of affirmative action is mainly based on redressing the effects of extreme historical wrongs (Ibid).

Ferdous, (2015) mentions that the validity of some of the part of the quota system has been challenged taking into consideration the provisions of the Constitution that guarantees equal opportunity of employment for all inhabitants and avoids discrimination against "any backward section of citizens" and particularly women. Further she argues that there was no definite technique which was specified by the constitution to attain the satisfactory representation of diverse groups in society especially in the civil service, whichever in

positions of their entry-level recruitment or progression throughout their profession within it.

However, the formation of an appropriate plan to save the equality issue and representativeness was implicit in the constitution, but not obligatory upon the government (Zafarullah, 2013 cited in Ferdous, 2015). Ferdous, (2015) also mentions that the quota has been executed without transparency and it is also surprisingly to know that the quota appointment has not ever been open by PSC and MoPA. The annual reports of PSC do not deliver satisfactory statistics on the appointments in quota. Therefore, Ferdous, (2015) concluded that the quota policy is cherished in the constitution is an exception for the improvement of backward segments in the society and no technique which can be succeed in safeguarding the general standard of merit for equal prospects of employment for all the citizens devoid of any discrimination.

2.3 Research on Related Topic at International Context:

The research carried out in OECD⁶ countries in (2014) revealed that even though quotas can increase female representation, they should serve as a transitional or correctional measure to reduce historical differences in representation. Quota effectiveness depends highly on the design of the quota and the country's electoral system.

The article written by Conrad (1976) title "The Debate about Quota Systems: An Analysis" examined analytically the relationships among quota systems, egalitarianism, and meritocracy. It is shown that adoption of a quota system requires trade-offs among social groups that involve considerations that are essentially normative. The attempt to treat egalitarianism as a strictly descriptive concept cannot account adequately for the problems that are involved in distributing benefits among groups rather than persons. The focuses upon the debate between the proponents of meritocracy and the proponents of quota systems. It is shown that both sides agree upon the primary importance of distributive justice but that they disagree about what it is that distributive justice demands. The two sides further disagree about the nature of political society and hence draw opposing

⁶The **Organization for Economic Co-operation and Development (OECD)** is an [international organization](#) of thirty-four countries. Member countries of OECD all have a [democratic system](#) of government. They also accept the principle of a [free economy](#). A country has a free economy, when its government does not control the economic activities of its citizens and companies.

conclusions about the morality of quotas. In short, this article seeks to clarify the assumptions and the logic that underlie the debate about quota systems.

The research carried out by Yashin, (2013) title “Affirmative action for women in higher education and the civil service: The case of Ethiopia” argues that affirmative action is a controversial concept worldwide because the opponents and proponents of affirmative action have provided a wide range of arguments since its inception. The debates on affirmative action revolve around issues pertaining to the necessity of the program, selection of target groups, the fairness, /unfairness of the programs etc. Proponents have argued for affirmative action for it promotes the professional careers of people from groups that have historically been denied equal opportunities and prevent future discrimination or exclusion from occurring. Opponents, by contrast, contend that affirmative action can cause reverse discrimination and could violate the principle of merit.

Although affirmative action measures have indeed enjoyed worldwide support in all relevant international instruments. More specifically, international conventions, organizations and world conferences including, the Convention on the Elimination of Racial Discrimination (CERD), and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and soon have promoted affirmative action in various respects.

The same study done by Yashin, (2013) discussed that both beneficiaries and non-beneficiaries of the program have a limited knowledge and misunderstandings of the concept of affirmative action. As a result, the notion of affirmative action continues to be viewed as a gift from government to women rather than a right for redressing past discrimination. This misunderstanding may have also contributed to the consequential lack of commitment to its effective implementation and slowing the pace of achieving equality.

The main findings of the researcher show that attitudinal, structural, and institutional difficulties hinder the effective implementation of affirmative action programs. Besides, the lack of a clearly articulated policy objectives, mandates, strategies and timeframe for achieving the stated goals have contributed to the ineffectiveness of affirmative action programs (Ibid).

In this regard, what is clear is that the policy of affirmative action has been introduced before preparing the necessary conditions on the ground in which awareness, attitudinal changes and material conditions to execute and follow up the implementation of affirmative action were hardly in place. One important observation noted in this study is that the lack of a sense of ownership and engagement by women has hindered the effective implementation of affirmative action. It is evident from a study that there is a lack of adequate, active and visible support from women as they are not engaged in any coherently worked out schemes in order to ensure that affirmative action programs are translated into a strategically sustainable benefit for them (Yashin, 2013).

2.4 Research in South Asian Context

The article written by Panday, (2008) title “Representation without Participation: Quotas for Women in Bangladesh” explores although quotas have increased the total number of women in political arenas, their representation in the decision-making process has not yet been ensured. They still face several social, cultural, and religious challenges that hinder their participation and they are still neglected by their male counterparts. Further he mentions that once they ask for rights, they are very often victimized, assaulted, and harassed.

The research conducted by Kabir, (2015) on “Key Issues in Women’s Representation in Bureaucracy: Lessons from South Asia” revealed that the key issues affecting women in development, and in particular, the factors that affect women’s participation in the higher levels of the civil service are Organizational Factors, Cultural Factors, Political Factors, and Factors relating to the Public Service Commission & Promotional boards. In case, of organizational factors, the researcher revealed that along with other factors, they is superiority complex and negative attitudes from their male superiors and colleagues, and the lack of a supportive work environment, and people still consider a man’s work much more important than that of a woman. As a result, work spaces and work patterns are completely male-oriented in these countries. Furthermore, special arrangements for women officers are absent in the office environment, which is related to the lack of security for those who posted to the remote areas (Ibid).

2.5 Provision of Inclusion in the Recruitment in SAARC Countries

Across the globe, 60 percent of countries have adopted alternative forms of quotas that have advanced women's representation in governance at the national, provincial, and local levels. Quotas are an important conduit for building influence for women, not just in politics but also in public life. The status of women in politics helps to improve the status of women in public life as well (The Women in Public Service Project, 2014).

South Asia is home to over one-fifth of the world's women. Most South Asian Constitutions have enshrined strong guarantees to ensure women's participation in civil service and politics. All countries in the South Asian region include some kind of quota system with the exception of Sri Lanka and Maldives (Ibid).

In Bangladesh, Nepal, and Pakistan, quota for various provinces/ regions of the country is prescribed under law to ensure their participation in the civil services of the country. However, there is no such provision in Afghanistan, Bhutan, Maldives, and Sri Lanka and the recruitment is based on open merit. In India, reservation in vacancy is prescribed for Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Classes (OBC), and Physically Handicapped persons for their participation in the services (SARRCHR Center, 2013).

Besides this in Bangladesh and Pakistan, quota system in the services is based on the population ratio of various regions of the countries. In India, Nepal, and Sri Lanka, some representation in services is given on other grounds, as specified in the service requirements (Ibid).

Table 2.5.1: Inclusion (Reservation) provision in SARRC Countries

County	Provision
Bangladesh	Merit 45%, Reservation 55 (30% reserved for freedom fighter or children of freedom fighter; 10% reserved for women; 5% reserved for tribal; 10% reserved for different districts).
Nepal	Merit 55%, Reservation 45%. By considering this 45% as 100%, (women 33%, ethnicity 27%, <i>madhesi</i> 22%, <i>dalit</i> 9%, disables 5%, backward region 4%)
India	Merit 50.5%, Reservation 49.5% for OBC 27%, SC 15%, and ST 7.5%.
Pakistan	Merit 7.5%, Quota 92.5% (women 10% and Province 82.5%).

Source: Poudel, 2016

2.6 Research in Nepal

Mainali, (2004) highlighted on gender imbalance which has been deeply rooted within many societies that poses serious challenges towards gender mainstreaming. There is a growing consensus and belief that women contribute positively to the overall prosperity of a country therefore they must be closely involved in the development process of a country. However, their integration and involvement in the development process has not been satisfactory for many countries.

Further he mentions that despite many attempts made for the balanced betterment of men and women, women's full potentialities in the society are yet to be utilized well. Even though state policies, short-term objectives, and long-term visions are declared from time to time, the solid achievement to combat this problem is lagging behind. Deeply rooted socio-cultural values, creating a norm for gender division of labor, have been the major deciding factors for widening gaps between men and women. Furthermore, economic, demographic, educational, religious political, environmental, and legal conditions, which are also creating the hindrance for maintaining gender, balance (Ibid).

The research carried out by Awasthi and Adhikary, (2012) titled "Changes in Nepalese Civil Service after the Adoption of Inclusive Policy and Reforms Measures" revealed that the marginalized group as well as disadvantage group, ethnic, and women who are not able to utilize the full advantage of the inclusive policy. They identified major reasons behind it are that there is a wide gap in the standards of educational institutions located in developed and remote areas. Candidates who are educated in urban areas and appear in PSC examination for the reserved seats stand a better chance of getting through the exam. This may also be due to variation in the quality of education, educational institutes impart and availability of access to information. The present PSC curriculum is friendly to certain academic disciplines: candidates from other disciplines find it difficult to get through it. There is a gap between the education system, PSC curriculum, and the organizational requirements (Ibid).

Purkoti, et al (2009) reveals that the representation of *dalits* communities in the state governance, policy making levels, and in non-state sectors, especially in the leadership in

political parties and civil society is very low in Nepal. The main reason behind is that the structure of the Nepalese State is still exclusionary on the basis of marginalized castes and ethnicity and in favor of traditional ruling castes (*Brahmin-Kshatriyas*). For example, Nepal is a secular republic; but still there exists *Kshatriya* hegemony in Nepal Army, *Brahmin* hegemony in educational institutions, civil service and judicial service, and *Brahmin-Kshatriya* joint hegemony in Nepal police, Armed-police force, Foreign Service, political parties, civil service organizations. *Dalits* are not only at the bottom of the Nepali social hierarchy but also out of the State mechanisms (Ibid).

The research conducted by National Judicial Academy, (2013) revealed that the inclusion status of judicial sector is imbalanced with the composition patterns of national population by gender, caste, ethnic and other social groups. For example, women, despite making 51.5% of the national population, are represented in judicial sector by 13.9% only. *Brahmin/Kshatriya*, constituting 32.1% of national population, account for 77.6% of total judiciary staff, while the representation of *Janajati* in the judiciary is only 14.5% even if they constitute 36% of total population. Similarly, OBC and *Dalit* are represented, in judicial sector by 4.8% and 2% respectively, who constitute 13.8% and 13.3% of national population. The non-Hindu religious groups, comprising 18.7% of the national population, are poorly represented by less than 5% in all segments of judicial sector. Such a population-size based disparity is seen even among all lawyers and law students. All this reflects a different dimension of social exclusion in Nepal (Ibid).

Tamang et al, (2014) mention that the representation of subgroups shows some progress but individual caste and ethnic groups who were being marginalized remain unrepresented or under-represented. For example, *Brahmin* and *Thakuri* among hill caste group; terai *Brahmin*, *Yadav*, *Kayastha*, *Baniya*, *Rajput*, and *Koiri* among *madhesi* group; and *Newar*, *Gurung*, *Limbu*, *Rai*, *Sherpa* and *Thakali* among *adwasjanajati* have representation higher than their population. The groups such as *Magar*, *Tharu*, and *Tamang*, who have sizable populations, have substantially lower proportion of representation compared to their population size.

The research carried out by Tiwari, (2009) shows that the new entrants of women to the civil service especially at officer level had taken preparation classes. The other and perhaps

even most important reason is support from the family and they are fully motivated by the family. This means that there are many factors at work in achieving representative public administration beyond the arithmetic of reservation.

The finding of Paudel (n.d.) title “Inclusive policy implementation in Nepal: A case study of civil service” revealed that hill Brahmin who were well educated and studied at government run school and university, were able to be selected from the examination of Public Service Commission (PSC), of Nepal even though their parents were farmers and just literate. In case of ethnicity, top rank ethnic groups enjoyed the reserved seats for the said community. Likewise, women who belong to the elite family whose parents or husband were either elite family or already in civil service were became able to be selected in civil service of Nepal.

The finding of South Asia Partnership Report, (2002) cited in Dangal, (2005, 94p.) revealed that male candidate was selected in PSC examination even though there were more female applicants. The reason behind the low level of selection is that women have a secondary status in the ‘patriarchal’ Hindu structure. Lack of awareness of rights and education, the majority of women are socially oppressed. In other areas, there is also low level of participation in decision-making level. The constitutional and legal mechanisms have been ineffectual in providing social justice to women who have become victims of violence and discriminated in education and employment.

Similarly, Jamil & Dangal, (2009) title “The state of bureaucratic representativeness and administrative culture in Nepal” stated that the bureaucracy of Nepal is gender biased, religion biased, and caste biased in terms of demography.

The above discussion can be summed up by saying that before entering into the conceptual discussion, this concluding paragraph outline that without the active participation and representation of men and women at all levels of decision- making, especially in governance, “the goals of equality, development, and peace cannot be achieved” Haque, (2000). In the similar vein, the same studied carried out by Haque, (2000) show that, globally, women's representation in the legislative, ministerial, sub-ministerial, and managerial positions has remained limited. Reflecting this global trend, female representation in governance has been quite poor in most Asian countries.

However, in the Nepalese context, without empowering women the situation will not be balanced. In every sector, women are found very much behind. It has already been late to provide more opportunities to women with a policy of affirmative action's so that the status of women can be improved.

2.7 Conceptual Discussion

The feminist approach stresses that the development of a nation will be incomplete in the absence of either sex's participation in public organizations. The voice and interest of either sex of those who cannot be represented in an organization will be silent. Thus, the effort for women's participation was initiated globally and nationally. Conceptually, women's participation means not only women's involvement in decision-making and its implementation but also sharing of benefits. Though women have made progress in higher education, labor market participation, and wages in recent decades, they remain underrepresented in top positions in corporations, civil services, and politics (Bowling et al. cited in Paudel, 2016).

Table 2.7.1: Evolution of Women’s Development

Project Goal and The Time of Introduction	Concepts		Potential Development Interventions
	Concept of The Problem	Concept of The Solution	
Welfare (1950)	Women’s poverty women’s social needs women’s as vulnerable group	Provide support service of health, nutrition, encourage enterprise	Maternity, health clinics Immunizations Feeding program
Economic Self-reliance (1950)	Women as underdevelopment, underproductive, dependent, lacking in productive skills	Promote self-reliance and independence, provide productive skills, encourage enterprise	<ul style="list-style-type: none"> Income generating projects for women Women’s saving/investment/productive groups
Efficiency (1970)	Women as previously overlooked resource in development planning Women as underdeveloped human capital, in need of skills training and improved access to resources	Identify women’s actual productive roles and recognize the gender division of labor Improve women’s access to skill training, technology and resources	Increase women’s to credit and marketing facilities, technology
Equity (1985)	Structure of inequality Discrimination against women in schooling, credit, access to landed.	Implement equal opportunity for women in schooling, access to the factors of production, pay, etc.	<p>Affirmative action to promote equal opportunity</p> <p>Adopt and enforces equal opportunity laws</p>
Empowerment (1985)	Unequal gender power relations Male-dominated society Social and political resistance both male and female	Expand women’s participation in the development process to achieve gender equality in control over productive resources Use strategies of conscientization, mobilization of collective actions	Grassroots projects that recognize women’s role Projects concerned with advocacy, democratization, and political action

Source: http://pages.uoregon.edu/aweiss/Intl640/CEDPA_Week2_2.pdf

From the above table, it may be seen how the issue of gender as evolved from welfare to empowerment over the years and how it has shaped policy discourse as the concept of

representation has gained prominence over the years. Based on the study, one of the most relevant methods is to provide equal opportunity to women as well as other targeted groups and one of the best methods can be through affirmative that can be done by adopting and enforcing equal opportunity in each and every sector.

2.8 Theories of Women and Development

The term “Women in Development” was coined in the early 1970s by a Washington-based network of female development professionals (Tinker, 1990:30 cited in Razavi & Miller in 1995). Based on their own experiences in overseas missions they began to challenge “trickle down” theories of development, arguing that modernization was influencing differently on men and women. Instead of improving women rights and status, the development process appeared to be contributing to a deterioration of their position (Razavi & Miller, 1995). The concept was of WID originated when women’s emancipation gradually appeared on the international development agenda.

The ideas about women’s advancement were linked with the “Modernization Theory” in the decades of 1950-70. According to which modernization would eradicate poverty and increase welfare in developing countries through economic growth (Kabir, 2013). However, it is realized that the benefits of modernization had somehow not reached women and in some cases undermine their existing position. The focus of WID approach was to integrate women in the economic system through the necessary legal and administrative changes (Irshad, 2001:78 cited in Kabir, 2013).

Women and Development (WAD):

WAD emerged in the second half of the 1970s as a response to the constraints of modernism. This has its roots in Marxist feminism and the theory of dependence, which see the development of the North as the fruit of the exploitation of the South (Aguinaga et al, n.d.). It is based on the critical of both concept that is Dependency Theory and its focused is the relationship between and development process (Jahan & Kabir, 2006: 156 cited in Kabir, 2013).

Gender and Development (GAD):

GAD emerged in the 1980s as the substitute of WID and WAD. The focus of gender, instead of women, is related to the insights that women's problems are not primarily due to their biological with men, but rather to their social interactions and culturally defined differences (Karim & Begum, 2001: 62; cited in Jahan & Kabir, 2006: 156). GAD discovers linkages and contradictions among gender, class, race, and development. It is influenced by the thought of socialists' feminists who questioned the basis of assigning gender specific roles to men and women.

Because of gender characteristics, women and men have different experiences in life. In most of the countries, the gender differences are usually characterized by inequality. In the similar vein, Kabir, (2013) identified the inequality in terms of education, nutrition, earnings, decision-making, power, and so on.

Sum up, the main interface of discussing this relevant topic in brief was to show that how the issues related women plays crucial position since from the ancient time. These movements arise the serious concern around the world and these issues related women development and participation have been rightly addresses in the international forum creating the ground to addresses issues both in developed and developing countries. Therefore, affirmative action is one of the successful initiatives, which was has been carried out as the result of these movements around the world. These types of policies have always encouraged marginalized group and women to move forward, who will, definitely lead to the proper representation or participation in the desired sectors by creating the enable environment for the targeted group.

In similar vein, Nepal is also moving from WID through WAD to GAD for gender empowerment. These types of initiatives taken by the government are reflected in the national plans and policies, women integration has been continuously addressed somehow. Gender balancing in Nepal, has been continuously mentioned in different periodic plans, which was started from Sixth Five Year plan (1981-1985). The Eighth Plan advocated for the participation of women in policy and decision making level (Mainali, 2004).

2.9 Representation

Representation reflects a balance within a nation mainly concerned with gender and ethnic balance. Scholars of the world discussed on the matter of representativeness of bureaucracy and formation of the bureaucracy and the decision-making represents public interests. Donald Kingsley is the introducer of “representative bureaucracy” in 1944. Scholars strongly support the gender equality in public administration. One best way to bring an equal representation of male and female in public administration is a quota or a reservation system for female (Kabir, 2013). While discussing on ‘representative bureaucracy’ Kingsley mentions, “In a democracy competence alone is not enough, the public service also has to be representative if the state is to liberate rather than enslave” (Kingsley, 1944: 185 & Zafarullah, 2000: 198 cited in Kabir, 2013)

In most of the countries of the third world, the disparity between male and female representation in the civil service is wide. “Women have little or unequal access to the public employment” (Zafarullah, 2000: 197 cited in Kabir, 2013). “Fewer women are employed by governments in the civil service and they figure prominently in jobs set aside for them, while executive positions are generally occupied by men. A very insignificant number of women occupy key decision-making positions in the public service (United Nations, 1989: 13; UNDP, 1995: 40 cited in Kabir, 2013).

2.10 Bureaucracy

Bureaucracy is not a new phenomenon. It is existed in elaborate forms thousands of years ago, in Egypt and Rome and in rather sophisticated forms in China and India in ancient times (Kabir, 2013). With the drawing of the modern era, the trend toward the progress of bureaucratization has greatly accelerated.

Kabir, (2013) mentions that the characteristics of bureaucracy were first formulated in a systematic manner by the German sociologist Max Weber (1864-1920), whose definition and theories set the foundations for all subsequent work on the subject. They refer to (1) the division of labor in the organization, (2) its authority structure, (3) the position, and role of the individual member, and (4) the types of the rules that regulate the relations between organizational members (ibid).

2.11 Theory of Representative Bureaucracy

The theory of representative bureaucracy initially focused on the benefits of passive representation meaning the presence of a public workforce that reflects the demographic characteristics of the society it serves. This theory suggests that a demographically diverse public sector workforce (passive representation) will lead to policy outcomes that reflect the interests of all groups represented, including historically disadvantaged communities (active representation).

The theory first appeared in the academic literature with the work of J. Donald Kingsley (1944). However, Kingsley's conception of representativeness in the British Civil Service differs from what is now perceived as representative bureaucracy, as he focused on social class as one of the most important demographic variables. Following Kingsley's work, David Levitans, (1946) addressed the possibility of creating a representative workforce in the public sector in the United States, arguing the public would better accept agency actions if the demographic composition of those agencies was similar to that of society. Norton Long (1952) and Paul Van Riper (1958) cited in Sowa & Selden, (2003) expanded the theory, with an emphasis in these works on the symbolic importance of a representative bureaucracy to legitimate policy to the citizenry. The theory, further refined by Krislov (1974), Krislov, and Rosenbloom (1981) cited in Sowa & Seldon (2003), focused on aspects of individual socialization, maintaining that the demographic backgrounds of individuals-including such characteristics as race, ethnicity, and gender-provide an early socialization experience that leads to the creation of certain values and beliefs. A representative bureaucracy, reflecting the backgrounds of the citizenry and similar values and beliefs, would provide an avenue for citizens to feel a connection with government, to see their needs and desires reflected in the actions of government, actions that would reflect these similarly held values and beliefs. It would provide them with a symbol of equal access to the power of government and would fulfill the deficiencies these scholars believe were left by Congress and other political executives (Long 1952; Kellough 1990a, 1990b cited in Sowa & Selden, 2003).

While the symbolic importance of passive representation was clear to many scholars, others argued the early theory of representative bureaucracy failed to adequately address the benefits that could arise through a representative public workforce (Meier & Nigro 1976;

Rosenbloom & Featherstonehaugh 1977; Selden 1997 cited in Sowa & Seldon, 2003). A representative bureaucracy could have more efficacies if passive or "sociological" representation could be transformed into active representation, through which the interests of particular groups could be more actively pursued by administrators holding similar values (Krislov 1974; Mosher 1982 cited in Sowa & Seldon, 2003). The concept of active representation recognizes that administrators' discretionary authority can be directed toward more representative and possibly more equitable outcomes for the people they represent (Denhardt and deLeon 1995; Saltzstein 1979 cited in Sowa & Seldon, 2003). Active representation takes the assertion that certain attributes such as race, ethnicity, and gender-, which lead to early socialization, experiences and, in turn, shape the values and attitudes of administrators a step further than passive representation. These values and attitudes then can be conceived of as directly influencing the behavior of administrators, directing them toward using their discretion to foster improved equity for those who have been underrepresented in the implementation of public programs (Sowa & Seldon, 2003).

As is widely understood, the theory of representative bureaucracy suggests that diversity within the public workforce, especially in terms of characteristics such as race and ethnicity, will help to ensure that the interests of diverse groups are represented in policy formulation and implementation processes, highlighted as follows;

1. Stated more formally, the theory holds that "passive representation, or the extent to which a bureaucracy employs people of diverse demographic backgrounds, will lead to active representation, or the pursuit of policies reflecting the interests and desires of those people" (Selden 1997b, 5; see also Krislov 1967; Krislov and Rosenbloom 1981; Mosher 1968 cited in Bradbury & Kellough, 2008).
2. This connection occurs, according to the theory, because the demographic and social backgrounds of individual bureaucrats influence their socialization experiences and the development of attitudes, values, and opinions that ultimately affect their decisions on policy issues (Meier 1993b; Saltzstein 1979 cited in Bradbury & Kellough, 2008). As a result, the theory suggests that when the bureaucracy is representative of the public, policy decisions will, in general, be broadly reflective of the public interest (Bradbury & Kellough, 2008).

In addition, Selden (1997b) cited in Bradbury & Kellough, (2008) also concluded that attitudes, beliefs, and values lead, for some public administrators, to the formation of a "minority representative role perception" that, in turn, leads to the formation of decisions consistent with minority interests.

In general, all the research finding evidence of active representation of minority interests assumes the presence of minority administrator attitudes consistent with those of minorities in the general population. However, to date, only a relatively small number of unique organizations have been examined, and the work is necessarily conducted within specific, narrowly defined circumstances described above. It seems likely, however, that active representation, in the sense of minority public administrators "pressing for the interests and desires of those whom they are presumed to represent" (Mosher 1968, 12 cited in Meier & Nigro in 1976), could be more common than current research suggests (Brudney & Kellough, 2008).

As we have observed, theory suggests that administrative attitudes consistent with those of minorities in the population and adherence to a minority representative role are important and necessary preconditions for active representation by minority bureaucrats. This is not to say that the links between social background, socialization experiences, and attitudes are the same for all groups (Keiser et al. 2002 cited in Brudney & Kellough, 2008).

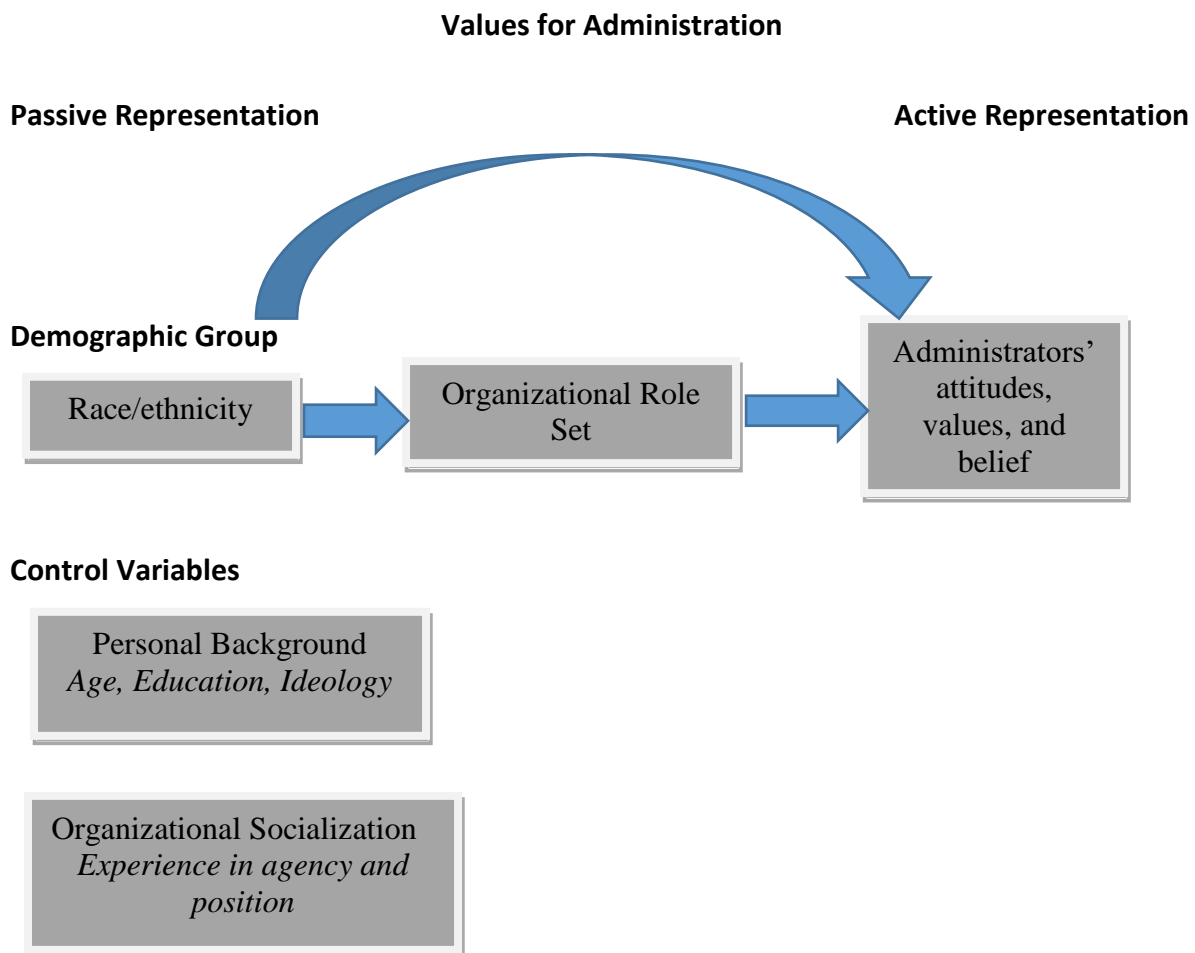
This idea forms that the rationale for the theory of "representative bureaucracy." The argument is premised on the belief that such attributes lead to certain early socialization experiences that in turn give rise to attitudes and values that ultimately help to shape the behavior and decisions of individual bureaucrats (Krislov 1974; Saltzstein 1979 cited in Selden et al 1998). Proponents suggest that representative bureaucracy provides a means of fostering equity in the policy process by helping to ensure that all interests are represented in the formulation and implementation of policies and programs (Denhardt and deLeon 1993; Saltzstein 1979 cited in Selden et al 1998).

Sum up, the model proposes that employees' perception of their work role conditions the translation of demographic (and other) characteristics into policy outputs.

Kingsley's book also contains many arguments now generally associated with 'traditional' approaches to representative bureaucracy. Apart from his argument that an effective administration has to be representative of dominant class in society, he also called for a stronger representation of the middle and working classes in the administration (Subramanian 1967 cited in Selden et al 1998), because these groups had grown to become more powerful in society. It also followed a widespread observation that the administration did not function efficiently because certain groups, especially the traditional upper classes, captured it.

To promote equal opportunities, efforts had to be made to increase the proportion of underrepresented groups in the administration. Equal opportunities policies and affirmative action (EO/AA) became tools to address this democratic deficit. Attention in the 'representative bureaucracy as equal opportunity' approach shifted to ethnicity and gender as key criteria to determine whether a bureaucracy was representative, downplaying the political and territorial characteristics that were at the core of the 'representative bureaucracy as power' approach.

Figure 2.11.1: Model of Representative Bureaucracy



Source: Brudney et al (2000, p. 491-512).

This model highlights the factor that lead to passive and active representation. Then the questions can be raised as what are the passive and active factors that may lead to representation in Nepalese civil service. These are the some of the dominant factors that may fall within active or passive factors. The bureaucracy in Nepal has traditionally been dominated by Hindu Brahmins⁷ and still has hegemony over top bureaucratic positions. Policies on inclusive governance in Nepal have been formulated by higher caste people without adequate consultation with people for whom these policies are supposed to bring radical changes in terms of participation in policymaking. Even policy implementation has been entrusted to people from the advantage communities.

⁷They have more motivation to pursue higher studies and only candidates with bachelor and master degrees are allowed to compete in the gazette posts. On the other hand, low caste Hindus such as *Dalits* and other ethnic communities either do not have opportunities or lack motivation to pursue higher education

Since the representativeness has recently started to be adopted in the civil service, it may need quite number of years before we find the bureaucracy in Nepal a truly representative one, which is more active in influencing policymaking and implementation.

In the similar vein, question can be raised as how many years it may take to make the Nepalese civil service fully representative of the demographic composition since the inclusion policy mainly applies to the entry level. That of course depends on the present scenario of total bureaucrats and how are they distributed along different gender, ethnic and other groups.

The theory of representative bureaucracy presumes that social background characteristics will be reflected in the work attitudes and behaviors of bureaucrats. Crucial to the theory of representative bureaucracy, race and ethnicity appear to influence the attitudes and role perceptions of government employees regarding minority representation. In this regards, Mosher's concept of active representation become very popular (Mosher, 1968).

Active representation goes beyond a mere passive or sociological representation. Whereas passive representation concerns the extent to which the background characteristics of administrators collectively mirror the population, active representation calls upon officials from disadvantaged groups to actively use their position to promote the interests of the group they emanate.

Thus, this theory suggests that if a bureaucracy is broadly representative of the public it serves, then it is more likely to make decisions that benefit that public (Thieleman and Stewart 1996 cited in Meier, n.d.). Scholars have found that represented groups' benefit from representative bureaucracies and conclude that this benefit is a function of active representation.

In sum, the model proposes that employees' perception of their work role conditions, the translation of demographic (and other) characteristics into policy outputs.

2.12 Positive Aspects of Representative Bureaucracy

Many scholars have endorsed the theory of representative bureaucracy, according to which bureaucratic power can be made more responsive to the public if the personnel reflect the

demographic characteristics of the public they serve (Sowa and Selden, 2003:700 cited in Karikari and Ohemeng in 2012).

Selden (1998 cited in Karikari and Ohemeng in 2012) has identified four major benefits that the idea brings to a society. First, she notes the importance of passive representation: "Passive representation is important because variations in demographic background are associated with differences in socialization experiences. Individuals' attitudes and values are shaped by their background and socialization experiences. Consequently, bureaucrats with different value systems should behave differently (Ibid).

Another benefit of representative bureaucracy is that "a bureaucracy that reflects the diversity of the general population implies a symbolic commitment to equal access to power. When members of distinctive groups become public officials; they become legitimate actors in the political process with the ability to shape public policy" (Selden 1998:6 cited in Karikari and Ohemeng in 2012). In other words, representative bureaucracy can lead to the legitimatization of government, which in the modern sense is good governance. This is because the legitimacy of the government will not be questioned if the citizens feel that they are well represented in the bureaucracy (Thieleman and Stewart, 1996 cited in Karikari and Ohemeng in 2012).

A third benefit is that representative bureaucracy will as Kranz (1976: 110) cited in Karikari and Ohemeng in (2012) notes that representative bureaucracy will "lead not only to more democratic decision-making but to better decisions because it would expand the number and diversity of the views brought to bear on policy making." According to Selden (1998: 7) cited in Karikari and Ohemeng in (2012), "a bureaucracy that reflects the demographic composition of society will incorporate a greater spectrum of opinions and preferences into the agenda-setting and decision-making processes and, as a result, should be more responsive to those groups."

Another lastly, representative bureaucracy leads to the promotion of better administrative responsibility by increasing the responsiveness of bureaucrats to the public (Kim, 1994: 389, cited in Karikari and Ohemeng in 2012).

2.13 Negative Aspects of Representative Bureaucracy

Some of the negative aspects of Representative bureaucracy highlighted by scholars are:

Kim (1994) cited in Karikari and Ohemeng in (2012) has identified five major criticisms of representative bureaucracy. First, he notes that more representativeness does not necessarily lead to more responsiveness, as much as similar social backgrounds do not necessarily lead to similar experiences throughout life.

Second, he notes that there is much concern about the linkage between social origins and values. This is because the socialization process in which bureaucrats find themselves is a long one, and it keeps changing because of changes in the societal environment.

Third, he said that responsive bureaucracy does not always result from a bureaucracy that happens to be representative of the general population.

Fourth, he notes that critics are concerned with the disagreement in or confusion over defining representative bureaucracy (Ibid).

There is also the notion that representative bureaucracy may affect the merit system of recruitment, which in turn may affect the efficient and effective operation of the bureaucracy (Lim, 2005; Meier and Hawes, 2009; Rich, 1975 cited in Karikari and Ohemeng in 2012).

2.14 Rational Behind Using the Theory

Based on the above discussed concepts and theories, we can conclude that representative bureaucracy is a multidimensional and changing concept, and that in the academic and policy debate on representative bureaucracy three different dimensions are intermingled: Power, equal opportunities and diversity.

Although this theory concerns more about passive and active representation in the policy making level but as the researcher has already mentioned that the main concern of the study is to analyze the perception of civil servants towards inclusiveness and to map their attitudinal changes in their behavior. In this regards, the social mobilization and mass protests for more representative and inclusive governance led to the promulgation of

certain Acts to enhance bureaucratic representativeness i.e. to reflect Nepal's diverse demographic compositions in terms of ethnicity, religion, geographical variation, and gender. The researcher finds this theory relevant for this study because the issues related to representativeness has been recently captured in the policy agenda; therefore it is usual to expect that it would take several years to see a full bloom representative civil service of Nepal.

Lastly, representative bureaucracy draws our attention because it argues that passive or symbolic representation by designated groups can lead to active representation in which the representative agents may develop and implement policies for the benefit of the group. Besides these factors, this theory address that both passive and active representation are important. However, the main concern of this study is to look on the passive representation in Nepal because reservation policy is only applied at the entry level and the earlier data shown by MOGA, (2015) indicates that the participation of female personnel is increasing in Nepal but at only the lower level, which means that there is more passive representative in Nepal in comparison to the active representation.

On the basis of the above-discussion, for the purpose of this study the following analytical framework has been developed.

2.15 Analytical Framework

The following analytical framework was developed for this study based on the review of the relevant literature, theories, and models along with its dependent and independent variable.

Figure 2.15.1: Analytical Framework

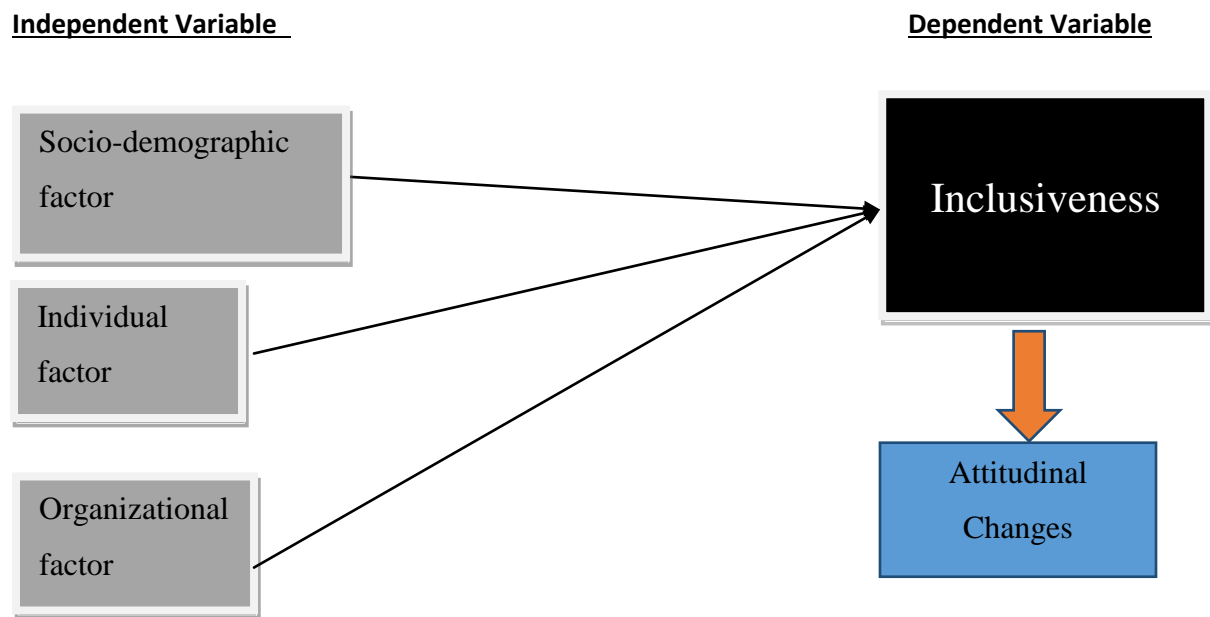


Table 2.15.1: Variable and Indicators Used in the Analytical Framework

Dependent Variable	Indicator	Independent Variable	Indicators	Measuring Indicators
Inclusiveness	Role of opportunity in the inclusiveness, key role of target group, participation & mainstreaming of the target group, attitudinal changes.	Scio-demographic factor	Gender	Male or female
		Individual factor	Age	Specific Age
			Educational Qualification	Bachelor or Master degree
Organizational Factor	Entry level position	Gazette or non-gazette		
		Confidence	Self-confidence	
Individual factor	Values & belief	Curriculum of PSC, education and organization system		
		Skills & potential	Opportunity provided	
Organizational Factor	Motivation	Motivating factor		
		Challenges	Nature of work, risk taking & responsive	
Organizational Factor	Performance	Learner & adjustable, good decision maker, level of performance		
		Satisfaction	Level of satisfaction	

2.16 Operational Definition of Key Terms Used in Analytical Framework

Dependent variable:

- **Inclusiveness:**

Inclusiveness is the equal participation and representation of women, marginalized, ethnic, and other caste group in civil service and by increasing their access to social and economic spheres by creating opportunities with proportional representation in decision making processes and guaranteeing recognition, identity and social justice for them. Further it is the removal of invisible barriers and the enhancement of incentives to increase the access of diverse individuals and groups to the development and opportunities. In order to overcome

the situation, the notion of inclusiveness has been introduced which tries to correct the historical wrongs made by state as well as to safeguard the principle of merit.

The measurable indicators of inclusiveness are (*as shown in Table 2.13.1*) and in case of attitudinal changes, the measurable indicators are attitudes of the respondents towards colleagues, and the nature of task and social behavior in the organization, and office's environment, meaning how the respondents perceives about above mentioned indicators.

Independent Variable:

1. Socio- demographic factor:

The measurable indicators are gender, age, educational qualification, entry level position. Along with it, the demographic backgrounds of individuals including its characteristics such as race, ethnicity, education, age, and family occupation, etc. provide an early socialization experience that leads to the creation of certain values and beliefs. A representative bureaucracy, reflecting the backgrounds of the citizenry and similar values and beliefs, would provide an avenue for citizens to feel a connection with government, to see their needs and desires reflected in the actions of government, actions that would reflect these similarly held values and beliefs. It would provide them with a symbol of equal access to the power of government and would fulfill the deficiencies. Further, the socio- demographic characteristics are reflected in the work attitudes and behaviors of bureaucrats. In the similar vein, the crucial theory of representative bureaucracy highlights that race and ethnicity appear to influence the attitudes and role, perceptions of government employees regarding minority representation.

2. Individual factor:

The measurable indicators are self-confidence, educational achievement, family support, skills and potentialities, and the motivational level of the respondents. These factors play crucial role for self-motivating and favorable environment for achieving the goals. Further, the individuals' attitudes and values are shaped by their background and socialization experiences.

3. Organizational factor:

The measurable indicators are challenges, performance, and level of satisfaction, and this indicator are measured on the basis of perception of the respondents towards the given factor. In the study, challenges are measured on the basis of perception of the respondents towards nature of the work, how often they are eager to taking risk, and responsive towards their designated work. Similarly, the performance is measured on the basis of perception of the respondents towards the learning and adjusting, decision making, and level of performance capabilities of the respondents. In the similar vein, satisfaction was measured on the basis of respondent's perception towards the level of satisfaction towards their designated tasks in the organizations.

Similarly, the organizational socialization, placement, advancement, and supportive environment, and performance in the workplace are regarded as the crucial factor in this study. As socialization is an ongoing learning process that continues once an individual enters into an organizational setting, as well as agencies can create environment or culture emphasizing organizational loyalty and commitment to the respective organization.

Lastly, besides above mentioned factors, it can be also very helpful for creating the enabling environment where women/men can work freely and often get motivated to perform her respective tasks which defiantly helps to achieve the good results for the respective organization where he/she are working as well as helps to uplift her career too.

2.17 Conclusion

This chapter has reviewed relevant and existing literatures on the related topic. The main interferences from the review are after the adaptation and implementation of inclusive policies, Nepal has become more representative in terms of demographic composition but some of the research shows that only regards to the Central development regions⁸ where

⁸ There are five-development region in Nepal i.e. Eastern Development region, Western Development region, Central Development region, Mid- Western and Far-Western Development region.

Kathmandu⁹ is located. Besides these, the earlier researches have also shown that new civil servants are more urban based which can be observed from their parental occupations as one-third of the civil servants come from other family background than farmer background.

Besides this, the data shows by MOGA clearly spell out that women representation in civil service and mostly in decision-making positions is low. Although the representation of women in civil service has been gradually increasing after the implementation of inclusive policies but only at the lower level. Many factors are creating the hindrance in proper representation; some of them are social, cultural, structural factors, personal factors, and organizational factors.

Based on the above literature we can conclude that women representation is still low even through the country has already adopted the inclusive policy. One of the crucial factor for low representation may be since this policy has been implemented in 2007 therefore it may be early or not sufficient time period to evaluate the overall policy within 9 years of period since its implementation (2007-2016). Further, according to Civil service Act 1993¹⁰, there is provision of reviewing this policy after 10 years of its implementation. Besides above these factors, the women's participation has increased to 18 percent (MOGA, 2015) compared to previous period (before implementation of policy) which was 7\8 percent. Therefore, Nepal has already adopted women-friendly legal mandate so there are lots of possibility of increasing the participation of women who are marginalized or deprived for proper representation due to many reasons.

⁹ Capital of Nepal

¹⁰ Civil service Act 1993, second amendment was done in 2007.

Chapter Three

3 Historical Development of Recruitment System in Civil Service

The history to develop a scientific system of recruitment was China. During that period (second century B.C.), the recruitment was through competitive system of examination. But, this oriental achievement was been overshadowed by the development of multifaceted advanced countries which belong to first world like UK, USA, France, Prussia¹¹, etc. The implementation of recruitment and selection system in the civil service has always been a milestone in the history of these countries (Issues of Public Service Commission, 2007).

Once upon a time, in England the Patronage System was very notorious, was responsible for giving rise to an aristocratic type of government. Northcote Trevelyn¹² report was credited to correct the mal practice through sound recruitment process with competitive examination. Today British civil service, especially its core personnel system is being followed by almost every country in the world, which is regarded as highly efficient (Ibid).

Similarly, the spoil system that prevailed in North America was responsible for the murder of its President Garfield¹³ in 1881. The implementation of the Pendleton Act¹⁴ in 1883, guaranteed civil service positions through competitive examination, that eliminated spoil system largely. From that time on both the system adopted by UK and USA have guaranteed meritocracy¹⁵ in the civil service. The personnel systems in these countries are being reformed in their own model in a continuing basis (Issues of Public Service Commission, 2007).

In Nepal, the history of recruitment and selection in the public sector is quite long. It was about nine decades ago that the provision of competitive examination was introduced for the entry into civil service. In this country, the existence of Public Service Commission with constitutional status dates back to more than half a century. Until now, the Commission has

¹¹ Unifier of Germany

¹² Stafords Northcote and Charles Trevelyn both were members of House of Lords. A committee was formed with their names to introduce administrative reforms measures in 1846

¹³ An American employed, who becomes the victim of spoil system and who was fired in the theater hall.

¹⁴ Pendleton was the name of a person who took initiative to introduce reforms and drafted the Civil Service Reforms Act in 1883

¹⁵ The merit system was introduced in Britain in the 19th century to make it more inclusive against the patron based recruitment system.

been regarded as one of the most credible public institutions of Nepal. The Commission has been able to maintain its high level of performance with wide support from the public for its impartial functioning. It has commanded a great sense of faith from the government officials also. Most of the talented officials feel that if there been no PSC, they would not have been in their present positions. The upholding of the merit system in the civil service for the past so many years is largely credited to the past officials who were considered persons with high sense of integrity, devotion, dedication and distinction (Ibid).

3.1 Inclusion in Civil Service

In 1952, the democratic change took place in Nepal than the government of Nepal requested the Indian government to send the team of expert to suggest about the reforms in the country's administrative system. Then for the first time in the history, the civil service was formalized and brought under the legal framework by following the enactment of Civil Service Act, 1956. During those days, many advisors engaged in developing Nepalese civil service, which was headed by N.M. Buch, made lots of recommendation but they did not make any suggestions to introduce reservation system in Civil Service to make the Nepalese bureaucracy inclusive as they had done in their own country (Awasthi & Adhikary, 2012).

A planned development approach was initiated in Nepal since 1956. However, the first seven periodic plans did not pay much attention to address the social, cultural, ethnic, linguistic and geographical diversity of the country. As a result of which a large section of the population remained outside the mainstream of development while a handful of people closer to certain affluent elites enjoyed power and access to resources. The Civil Service Act 1956 also did not make any provisions to include people from diverse groups to the decision-making level in the civil service. However, provisions had been made to recruit women, *dalits* and people from different ethnic groups both in civil as well as the security services.

The political openness after the 90s and the targeted programs during the ninth and tenth plans resulted in more openness and involvement of I/NGOs working with the objective of empowering these caste/ethnic and location specific deprived groups and encouraging them to raise their voice for equity and equality and their share in decision making process.

However, the supply side- service delivery mechanism/machinery and legal frameworks were not attuned to respond to such voices effectively. Reluctance on the part of high level political leaders and decision makers to devolve power, resources and authority to local level bodies as envisioned in LSGA, resulted in low participation of these groups at all levels of governance. The growing dissatisfaction in people eventually culminated in creating an environment for *Janandolan II*¹⁶(Ibid).

The Interim Constitution of Nepal 2007, has recognized inclusion as an important aspect of nation building and set out policies, ensured fundamental and human rights and envisioned restructuring of state along with devolution of power for excluded groups at all levels of developmental and decision making processes. Accordingly, inclusionary provisions have been incorporated through the second amendment in 2007 to the Civil Service Act 1993. The government has adopted inclusion in all branches of public service, including security, semi government corporations and other agencies (Awasthi & Adhikary, 2012).

3.2 Existing Situation in Civil Service

The research carried out by Pantha, (2013), to find the impact of reservation policy in the recruitment of civil servants in Nepal within the period of five years and found that there is a significant increase in percentage of the marginalized groups within the incorporation of such inclusive policy by the government. However, it is not possible to change a whole structure overnight; he found that government's initiative has brought positive impact in making a bureaucracy representative one. During that period, Public Service Commission of Nepal advertised for 13,422 vacant posts within these five years periods of time out of which 5,093 posts were reserved for these various groups and the percentage of the recruited people from different communities are shown in the table below.

¹⁶ The **2006 Democracy Movement** is a name given to the political agitations against the direct and undemocratic rule of King *Gyanendra* of Nepal. The movement is also sometimes referred to as *Jana Andolan-II* ("People's Movement-II"), implying it being a continuation of the 1990 *Janandolan I*.

Table 3.2.1: Recruitment of Civil Servants in Five Years Period from Different Groups

S. No.	Marginalized Group	Recruited Number (%)
1	Women	37
2	<i>Adibasijanajati</i>	27
3	<i>Madhesi</i>	20
4	<i>Dalits</i>	9
5	Disabled	4
6	Backward Area	3

Source: Pantha, (2013)

Similarly, if we see the total position from inclusive and open competition from the fiscal year 2007 to 2013, we can see the increasing percentage of inclusive position than in comparison to open competition.

Table 3.2.2: Total Position in Inclusive and Open Competition

S. N	FY	Inclusive		Open		Total	
		Positions	Percent	Positions	Percent	Positions	Percent
1	2007/08	928	29	2228	71	3156	100
2	2008/09	365	31	840	69	1205	100
3	2009/10	1431	41	2080	59	3511	100
4	2010/11	1086	40	1661	60	2747	100
5	2011/12	1283	46	1520	54	2803	100
6	2012/13	1796	45	2269	55	4065	100
Total positions		6889	38	10598	62	17487	100

Source: Civil Service Department, Ministry of General Administration, (2014)

In the similar vein, if we analyses the data provided by MoGA, up to the fiscal year 2014, we can conclude that the total recommended numbers of successful candidates from inclusive competition was that among the targeted group which have been prescribed in the civil service act, the given table shows that the total number of recommended women are in decreasing trends while other group like ethnicity, *madhesi*, *dalits*, and backwards area's group are in increasing trends. In this sense, we can analyses that the according the civil service act and the constitution, which has guarantees equal opportunity to employment for all inhabitants and avoids discrimination of "any backward section" and particularly women. This has been somehow implemented in civil service.

Table 3.2.3: Recommended Numbers of Successful Candidates from Inclusive Competition

S. N.	F\Y	2008\09		2009\10		2010\11		2011/12		2012/13		Total
		R.C.	%	R.C.	%	R.C.	%	R.C.	%	R.C.	%	R.C.
1.	Women	298	41.85	189	38.81	471	34.91	352	35	617	34	1927
2.	Ethnicity	189	26.54	135	27.72	371	27.5	280	28	482	27	1457
3.	<i>Madhesi</i>	123	17.28	95	19.51	300	22.54	212	21	369	21	1099
4.	<i>Dalits</i>	62	8.7	36	7.39	105	7.78	99	10	165	9	467
5.	Disabled	24	3.37	18	3.7	59	4.37	40	4	97	5	238
6.	Backward area	16	2.25	14	2.87	43	3.19	30	3	66	4	169
Total		712	100	487	100	1349	100	1013	100	1796	100	5357

Source: Civil Service Department, Ministry of General Administration, (2014).

Further while analyzing the female's share in Nepalese Civil Service, it is found that there is remarkably low participation of women. Eight percent of the women participated in civil service examination in 2003. Likewise, they were 15 percent in 2010 and 18 per cent in 2015. If the data are analyzed based on civil service level, the women's share has gradually decreased as the level of civil service increased. For example, one to three per cent females were represented in the special positions assumed as policy makers. In contrast, 97 to 99 per cent males were represented in crucial positions (Paudel, 2016).

Table 3.2.4: Women's Share in Nepalese Civil Service

Rank	2003			2010			2015		
	M	F	Female share (%)	M	F	Female share (%)	M	F	Female share (%)
Special class	41	1	2	67	2	3	63	2	3
Gazetted I	304	4	1	416	13	3	429	29	7
Gazetted II	1399	52	4	2474	113	4	3119	163	5
Gazetted ¹⁷ III	4909	304	6	7129	593	8	12451	1698	12
Non Gazetted	38596	4224	11	34813	7632	22	32686	8774	21
Class less	23885	1432	6	20366	1446	7	19175	1518	7
Total	69134	6017	8	65265	9799	15	67923	12184	18

Source: Civil Service Department, Ministry of General Administration, (2015)

¹⁷ Nepal Civil Service Act of 1956 grouped government employees into gazetted and non-gazette posts. A gazette post refers to all those posts advertised by government notification in the *Rajpatras*, the government gazette.

The highest share of women's participation or entry to civil service is observed at the non-gazette level. For example, there were 11 percent women share in 2003, 22 percent in 2010 and 21 percent in 2015. These positions are assumed to be only for assisting the officers. They do not have the capacity to influence any policy issues. However, the trend of women's share has been found to be increasing since 2003 to 2015 longitudinally in each position due to the creation of a favorable environment for women in civil service as well as outside.

3.3 Women in Civil Service¹⁸ of Nepal

Women's meaningful representation across different levels in the society has been considered as major developmental challenges in many developing countries. Women's low representation in society may lead to unequal growth disregarding the potential for contributing to nation development by women. Therefore, many developing countries have resorted to certain actions, which would ease the process of entry to public sector jobs in open competition with men. It is assumed that affirmative action such as quota for women may enhance representation in various levels in the society including the civil service.

While women represent 50 percent of the world's population, and one-third of the official labor force, they perform nearly two-thirds of all the working hours, receive only one-tenth of the world's income and own less than 1 percent of the world's property" (United Nations, 1980 cited in Kabir, 2013).

As mentioned above that women constitute about 50 percent of the world's population, it seems many societies persist in discriminating against them. Therefore, socio-economic development cannot be truly achieved without the active participation of women at the decision-making level in the society (Jahan, 2007:42). There is a history of institutionalized female subordination in many developing and developed countries. Women are left behind economically, socially, and culturally in the traditional bound of the society. Women are expected to function within the framework of three obediences "before marriage, obey your father, after marriage obey your husband, after your husband dies obey your son" (Dhungana, 2014).

¹⁸ There are 11 services including Health and Parliamentary service. There are separate acts for health and parliamentary service while Civil Service Act, 1993, governs other nine services.

Similarly, Census reports published in every ten years in Nepal show that the population of women is more or less half of the total population. Despite, the fact that women constitute half of the population, their representation in government, politics, bureaucracy, development activities, and resource sharing is comparatively much lower (Dhakal, n.d.). While talking about public sector it may be seen that their representation in different times, was low resulting in low representation in the policy-implementing agency of the nation. However, their presence is gradually increasing; its proportion has never been that much satisfactory in central body of the bureaucracy (Bajracharya & Grace, 2014). According the latest data of MOGA, (2015), the total number of female has reached to 18 percent. Nevertheless, before implementation of this policy, the percentage of women was only 7/8 (Bajracharya & Grace, 2014). Even then, it is negligible while comparing with the total population of women in Nepal. Moreover, most of the women are seen in lower level of the civil service, whereas in the upper policy level, the situation is even worse. Their presence in the challenging roles and responsibilities are rarely seen.

Therefore, it can be seen that across the world, women are treated unequally and less value is placed on their lives because of the gender. That is why, it is widely accepted that gender, like class and race/ethnicity, is a source of inequality (Mahtab, 2007:15 cited in Kabir, 2013). Women's differential access to power and control of resources is central to this discrimination in all institutional spheres, i.e. the household, community, market, and the state. It is said, "Not all women are poor, and not all poor people are women, but all women suffer from discrimination" (Kabeer & Subrahmanian, 1996:20 cited in Kabir, 2013).

After the realization of the low participation of women, the Government of Nepal (GoN) directed its efforts for more participation of women in the governance system of Nepal. Nepal made its commitment to amend the country's rules and regulations in line with international convention forwarded by the UN and its bodies. The Government of Nepal adopted these approaches to advance women in its periodic plan from the Sixth Plan (1980-85) for the first time in the history of Nepal and continued it until the recent periodic plan (2013-2016). According to its commitment in and international conference and arena, Nepal has been adopting its commitment into legal instrument as well (Paudel, 2006, pp. 54).

Nepal has enacted as well as amended many legislation and provisions of law to improve the status of women that include Gender Equality Act, 2006, Human Trafficking and the government has registered Transportation Control Act 2007, 12th amendment of Country Code (that criminalizes witchcraft and recognizes it as a crime against state) and Domestic Violence Control Act. The Government of Nepal also amended the Civil Service Act 1993 in 2007 to introduce the inclusive system in Nepalese Civil Service. The Election Act 2007 ensured 33 percent women's representation in the National Parliament (Paudel, 2016).

Further, the present Constitution of Nepal-2015, made a provision for women's rights (Article 38). It states that every woman has equal lineage right without gender-based discrimination. Women have the right to safe motherhood and reproductive health. Women have the right to participate in all bodies of the state because of the principle of proportional inclusion. It further states that women have the right to obtain special opportunity in education, health, employment, and social security based on positive discrimination. In addition, the spouse shall have the equal right to property and family affairs (Ibid).

In the case of age limit, there is also positive discrimination for women applicants in civil service. The maximum age limit for men is 35 years whereas it is 40 years for women. For those women, who have worked for more than five years continuously in the development sector, there is no age limit for application for civil service. In the case of probation period after having entered the civil service, it is six months for women and one year for men. Likewise, women become qualified for promotion one year earlier than men. It is 3 years at the non-gazette level and 5 years at the gazette level for men to be qualified for promotion (Paudel, 2016).

3.4 Gender Mainstreaming in Civil Service

The country has adopted a gender development perspective in national development activities with a focus on women for their socio-economic development since the beginning of the Sixth Plan (1980-85). The government incorporated women development program to respond to the commitments made in the national plan and to meet the commitments made in international forums and conventions (Awasthi & Adhikary, 2012). Globally, while

the voices were gaining momentum against exclusion, the movement also supported the mainstreaming of gender, ethnic groups and deprived communities in national development processes through equal access to resources and ensuring their participation in decision-making. Following the restoration of democracy in 1990, the government of Nepal also formally recognized the issues and causes of multiple exclusions (cultural, linguistic, regional and caste/ethnicity related) in the country.

The national plan and policies adopted by the state were more focused to poverty alleviation through gender equality and equity. Nepal ratified CEDAW in 1991, to eliminate all kinds of discriminatory policies against gender to avoid legal or institutional barriers.

The Interim Constitution promulgated after *Janandolan II* (people's movement) in 2007 has recognized exclusion as the major cause of social discrimination that has resulted in inequity, injustice and poverty. Along with that, the second amendment to Civil Service Act 1993 has made a provision of reservation and positive discrimination to encourage more women to join the civil service.

The research carried out by Awasthi & Adhikary in 2012 identified that the state has adopted the policy of inclusion without having any analysis on the relations between disaggregated populations, reservation quota, and positions in civil service along with the gap analysis. The key issues they highlighted that;

- The long-term vision and conceptual clarity on reservation is not properly worked out.
- There is no clear-cut road map for the future of Nepalese bureaucracy. It does not have any long and medium term projection on the shape and size of inclusive Nepalese bureaucracy.
- There appears to be no research, studies on and reviews of the process, procedures, techniques, and mechanisms involved.
- No responsible institution is assigned with the task of reviewing status and maintaining periodic disaggregated records and performs the follow up monitoring.
- Meritocracy is the norms of bureaucracy. The question is how to promote inclusive provisions without compromising with meritocracy.

- The present curriculum prescribed by the PSC is suitable to certain academic discipline and candidates studying the subject. Candidates from other disciplines find the prescribed syllabus difficult to get over (Ibid).

Measures of positive discrimination do not appear to benefit the marginalized and highly deprived communities within *Adibasijanjati*, *Madhesi* and women.

The policy of providing benefits to historically disadvantaged people that was established through several provisions in the constitution has played an important role in advancing justice, equality, and empowerment. For example, to achieve this policy, India has taken a number of affirmative action's including reservation policy for disadvantaged groups that include Schedule Caste (SC), Schedule Tribe (ST), Other Backward Community (OBC), and other minority groups (Hasan 2009 cited in Awasthi & Adhikary in 2012).

In the similar vein, there are many opportunities for a country like Nepal to learn from India's long experience in initiating inclusive development process both in social and economic spheres. India has initiated reservation policy in civil service after independence by making constitutional provisions and has gained both positive and negative experiences in this regard. Therefore, Nepal has big opportunities to learn from Indians long experience.

3.5 Conclusions

The main interference of the chapter is to highlight the brief introduction in the historical development of recruitment system in civil service in the world and to show how the recruitment system takes place in Nepal, following its similar path. In the similar vein, also to show the inclusion position in civil service in Nepal and also to highlight the present situation by referring some secondary data provided by PSC. Further, to link the inclusion and women's share in Nepalese civil service and to highlighted the brief scenario about the gender mainstreaming situation in Nepal.

Chapter: Four

4 Research Methodology

4.1 Introduction

The research method is a strategy of enquiry, which moves from the underlying assumptions to research design, and data collection (Myers, 2009). This chapter highlights an overview of the methodology that was been employed in this study. The chapter also attempts to discuss the method that was used to collect and analyze data.

4.2 Research Method

Research methods may be understood as all those methods/techniques that are used for conduction of research which refer to the methods the researchers use in performing research operations.

In this study, the researcher has employed both qualitative and quantitative methods to meet the objective of the research. Qualitative approach was helpful for the discussions between the researchers and participants, which was further very helpful in capturing insights and direct understanding from participant's perspective. In other words, qualitative study allows in-depth analysis. Further, the use of mixed method overcomes the disadvantage of qualitative and quantitative methods and benefits from the advantage of each. A combination of Questionnaire Survey, Interview, and Observation methods was being carried out in this research. The main reason behind choosing the given method was to take the advantage of their respective strengths and overcome the limitations of others, which also help to reduce the biasness and give the better option to meet objective and answer the research question. Aminuzzaman, (1991) also stated that using any single method in social research is not always enough to respond to the research rather a combination of methods is more useful to bring desired level of methodological sophistication. However, more focused was given to the self-administered questionnaire survey based on purposive sampling method keeping view of getting cooperation from busy government officials. In the similar vein, the interview method was employed to gather the

clear idea provided by the respondents during the conservation and last but not the least observation method was helpful to analyze the overall fact to explain the issues.

4.3 Data Collection Procedure and Sources

The data for this study was carried out from both primary and secondary sources. A brief introduction of data collection procedure has been highlighted below;

A. Primary data:

The primary data was collected from questionnaire survey, interview, and observation of the random selection of gazette officer working in National Vigilance Center (NVC).

Questionnaire Survey:

Questionnaires are a very convenient way of collecting useful comparable data from a large number of individuals. In this regards, the given study has been carried out by using questionnaire survey as the main source of primary data collection. The structured questionnaire was made including both open and closed ended question. Besides this other method of primary data collection was interview and observation method which was also employed during the survey. The target group of this questionnaires survey includes 62 gazette officer of NVC. The questionnaire, for this research was broadly divided into four sections; first section deals with the general information of the respondents (or Socio-demographic factor), second section deals with the question related with the dependent variable and last section deals with the question related with the independent variable targeted for the study. In this regards, second and third section, concentrates more on the perceptions and attitudes of respondents towards the inclusiveness and major's issues related with it.

Before administrating the final survey, a pilot study was done in the same NVC, to test the questionnaire on small sample. This method was very helpful for the researcher to detect the errors in questionnaire and correct those prior to the main survey. It was also helpful for converting some open-ended questions into closed ended questions by determining the range of possible answers with the aim of maximizing the response rate and minimizes the error rate. Since it was the self-administrated questionnaire, so the researcher herself

visited the respondents' regularly in their work station to fill the questionnaire (taking prior appointed with some of the respondents).

Interview:

Here the employed method for the interview was face to face or personal interview with the aim of getting direct reply from the respondents. The main reasons behind choosing this technique was to get high response rate so that it will clarify the question more clearly and control over the selection of the respondents. In this regards, open ended structured interviewed with the selected respondent was administered. Here, the total number of respondents was six comprising two gazettes II and four gazette III officers.

Participant observation

The logic behind using the given method in the study was to collect the data by watching behavior of the respondents, events, or noting the physical characteristics of the respondents in the natural setting. It was employed during questionnaire survey as well as conducting the interview survey. Therefore, it was carried out in a non-participatory, unobtrusive, and inconspicuous manner as possible.

B. Secondary Data:

Secondary data was also other types of data collected for the study. For this purpose, the study relied on the review of previous studies that has been employed on the related topic in national as well as international context. In this regards, information from different sources was collected such as different books, journals, research articles, dissertation reports, published and unpublished reports so on. Besides this, data was also collected from Public Service Commission as well as NVC in the required case. Based on this, concept of the related topic as well as theoretical framework for the study was carried out.

4.4 Selection of Study Area

In order to meet the objective of the study, the researcher has chosen the unit of analysis as National Vigilance Center (NVC)¹⁹. The main reasons behind it was firstly to see the representativeness of the target group, the researcher finds *Singha Durbar*²⁰ (where the NVC is located), and the most convenient place because in this place the people from all over the Nepal as well as who belong to diverse communities work together. Secondly, depending on the nature of the study, the target group of the study was gazette III²¹ (section) officer and it was almost impossible for the researcher to find such huge amount of gazette officer in one office. Therefore, the researcher finds *Singha Durbar*; the most convenient place because nearly all the ministries are located inside it (including NVC as one of them).

At the meantime, it was also not possible for the researcher to do survey in all the ministries within the given timeframe, so the researcher has chosen its unit of analysis as NVC.

4.5 Sampling Method and Population Size

Purposive sampling method was used to select the sample which was based on the characteristics of the population and objectives of the study. The main reasons behind using this sample were to reach the target group quickly. The sample size was 68, which comprises 62 respondents for questionnaire survey and 6 respondents for interview and the data was collected from August to September, 2016.

4.6 Sample Characteristics

The respondents selected for this study have different characteristics. General information was collected and presented in the given table. They were of different age; ethnicity,

¹⁹ The NVC is a statutory government body, established by GoN under the direct supervision and control of the Prime Minister in August 2002, as per the provision made in the Corruption Control Act 2002. The main objective of NVC is to effectively control corruption-related activities and raise people's awareness against corruption.

²⁰ After the end of hereditary Prime Minister System (*Ranas*), the government of Nepal used this palace compound to house government offices. It holds nearly all the ministries and government offices.

²¹ Gazette civil servants often referred as "Cadre" posts which start at section officer level and gradually promoted upward in the hierarchy to undersecretary, joint secretary and finally to the secretary level.

educational qualification and nature of service during the entry and the name of the respondents were kept optional during the survey. Similarly, this information was collected through the questionnaire survey.

Table 4.6.1: Characteristics of the Respondents

	Characteristics of the respondents	Total (N=62)	Percentage (%=100)
1. Gender	Male	31	50
	Female	31	50
2. Current Age	24-40	48	77
	41-58	14	23
3. Ethnicity	Brahmin	29	46.8
	Chettri	18	29.0
	Indigenous	11	17.7
	<i>Madhesi</i>	3	4.8
	<i>Dalit</i>	1	1.6
4. Marital Status	Married	55	89
	Unmarried	7	11
5. Spouse's Occupation	Agricultural	1	1.6
	Civil Service	27	44
	Private Sector	4	7
	Business	9	15
	Teacher	7	11
	Housewife	7	11
6. Educational Qualification	Bachelor	24	39
	Master	38	61
7. Entry level position	Gazette	38	61
	Non-gazette	24	39
8. Service group during the entry in the Service	General Administration	44	71
	Accounts	12	19.4
	Parliament	1	1.6
	Law	5	8
9. During the entry in the service, the respondents belong to above advertised group	Open	36	58
	Inclusive	26	42
10. Inclusive group category during the entry in the service	Women	18	29.0
	<i>Adibasijanjati</i>	4	6.5
	<i>Madhesi</i>	2	3.2
	<i>Dalits</i>	1	1.6
	Backward Area	1	1.6

Source: Field Survey, 2016.

As the given table shows, the total number of 62 respondents was taken in the survey which comprises 50% male and 50% female. Regarding the current age of the respondents, the

highest percentage of age group belong to 24-40 which comprises 77% where lowest percentage of age group belong to 41-58 which consists of 23% of the total population. The Scio-demographic characteristics of the respondents shows that the dominance of Brahmin population in NVC but according to the recent census of 2011 shows that the Brahmin population of Nepal was only 12.2 percent. The main reasons behind this is that the Civil Service of Nepal from past to present is highly dominated by Brahmin as most of the educated people in Nepalese society especially from the past were from Brahmin from hill origin. In regards with marital status, nearly more than the halves of the respondent were married, which comprises 55% of the total sample. Those who were married, nearly all the respondents' spouse are from civil service, which comprises 44% of the total sample. Similarly, minimum education qualification of the respondents in the study is Bachelor Degree, as the minimum educational qualification required for gazette level is also Bachelor Degree and here 61% of the respondents have Master Degree, which means more of the gazette officer is highly qualified. Similarly, the entry level position of more than half of the respondents i.e. 61% are gazette level while 39% of the respondents enter in the service through non-gazette position. As per the service group during the entry in the service, the General Administration which is regarded as the largest group in Nepal, which was also dominant in sample size too i.e. 71.0%. During the entry in the service nearly more than half of the respondents belong to open category while 42% of the respondents belong to inclusive selection and those who were selected from inclusive category comprise more women than comparison with other targeted group i.e. 29%.

4.7 Data Processing and Method of Analysis

The collected data was been organized, processed, and analyzed qualitatively and quantitatively by applying the appropriate techniques in logical way. Quantitative analysis was done by using statistical tool i.e. SPSS 20. Cross tabulation was used to show the relationship between dependent and independent variables. Data are presented in percentage and mean, along with it bivariate analysis has been used to show the relationship between dependent and independent variable. In order to support this, qualitative descriptions methods was used to explain phenomenal realities, behavioral aspects, causalities, observations, and experiences of the respondents of the study.

4.8 Reliability of the Data and Ethical Concern

Here, the researcher has tried to maintain questionnaire's reliability (internal consistency) by Cronbach's Alpha. This tool was used because the researchers have used *Likert* scale related questions in the questionnaire so it was necessary to know the scale was reliable or not. In this regards, it is also considered to be the most important reliability index and is based on the number of the variable/items of the questionnaire, as well as on the correlations between the variable (Nunnally, 1978). Generally, the questionnaire with alpha value 0.7 is considered as reliable. For this purposes, the internal consistency of a questionnaire was divided into scores of participants received on a questionnaire in two sets (Field, 2009) and correlations between these two variables was calculated to get the high correlation which signifies a high internal consistency. In this sense, we can conclude that questionnaire seems to be reliable and construct valid.

Further, the researcher has tried to utmost care of various variables of the study such as age, gender, education, ethnicity, and family background, of the respondents to ensure the true representation. The field work was administrated by the researcher herself. The researcher has acknowledged the ethical and moral issues. Consent of the respondents was taken from the phone before administering the questionnaire. Confidentiality of the information and identity was of the respondents has been kept privacy so that they can be encouraged to provide the real experiences. Data gathered were rechecked and cross checked with secondary data and records where possible. Similarly, the discussion and informal talks were made on the topic to the respondents by the researchers to know their views and that has been checked whether their view matches with the questionnaire or not.

CHAPTR: Five

5 Data Presentation and Analysis

This chapter presents collected data on the basis of which analysis and interpretation has been done. The data was collected by the researcher using the questionnaire survey, interview, and observation methods. In order to achieve the objectives of the study, the perception of civil servants towards inclusiveness was analyzed using the lens of gender perspectives. Then the findings of the dependent variable and independent variable were discussed sequentially with some of the relevant analysis with the help of data table, literatures review, and observation method during the questionnaire survey. Finally, critical analysis was been made on the collected data to find out the linkage between dependent variable and independent variable.

For quantitative method, the data was processed by the help of statistical tool i.e. IBM SPSS-20 along with observation method was followed to explain the fact more critically. Quantitative data was obtained from the 62 respondents of NVC.

5.1 Analysis and Discussion of Dependent Variable

5.11 Inclusiveness

The nature of social exclusion is varied and it is also regarded as a social problem which is rooted in disability, poverty, unemployment, gender, caste system; ethnicity, language, and area are specific. Therefore, inclusion in this study is defined as the equal opportunity and participation of women, marginalized, ethnic, and other caste group in civil service and its key role in increasing their access to social and economic spheres by creating opportunities to target group with mainstreaming in decision making processes and guaranteeing recognition, identity and social justice for them”.

This section tries to seek the information regarding the inclusiveness on the basis of selected issues such as opportunity, its key role on target group, participation, mainstreaming, and attitudinal changes. Here in the study, the researcher has measured inclusiveness by diving into following different sub-heading;

a) Role of Opportunities in Inclusiveness:

Opportunity, in the study measures the perception of officers of NVC about inclusiveness and its role in bringing opportunities in decision making, and distribution of equal justice for the targeted group. The above table reflects the general scenario of the perception of the respondents regarding the inclusiveness by using the selected issues of opportunity. Perception of respondents was collected and measured by using *Likert scale* measurement i.e. *completely disagree-1, disagree-2, moderate-3, agree-4, and don't know-9*. Further, this scale was recoded in two scale measurement as *completely disagree plus disagree equal to 1(disagree)* and *moderate and agree equal to 2(disagree)* whereas some of the respondent replied as *don't know (9)* which was recoded as missing system, in this case the respondents remains silent to giving their opinion.

The researcher did the detail study of Civil Service Act-1993 and Constitution of Nepal which ensures the opportunity of inclusiveness. There were 3 closed ended questions regarding the selected topic. The responses of the respondents were taken in 5 *Likert scale* measurement (as mentioned earlier) which was further recoded in 2 scale measurement as *disagree* and *agree* provided with number 1 and 2 respectively.

Table 5.11.1: Role of Opportunities in Inclusiveness

S.N.	Question	1 (Disagree) (%)	2 (Agree) (%)	Total	
				N	%
B1	Do you agree that the principle of proportional inclusion is fully ensured in Civil Service?	14	86	62	100
B2	To what extent the Constitution of Nepal-2015, ensure more opportunities to women and disadvantage group?	34	66	62	100
B3	Do you agree that the quota policy is only cherished in the Constitution is an exception for the improvement of backward section of the society?	24	76	62	100

Source: Field Survey, 2016.

The following table illustrates that among 62 respondents, majority of the respondents i.e. 86% agree that the principle of proportional inclusion is fully ensured in the Civil Service while only 14% disagree about it. It may be due to the spirit of Interim Constitution of Nepal 2007, which first time ensures more right to the targeted groups. In this regards, the Article

21 made provision according to which women, *Dalit*, indigenous ethnic groups, *Madhesi* communities, oppressed groups, the poor farmers and laborers who are economically, socially or educationally backward, shall have the right to participate in state structures on the basis of the principle of proportional inclusion (Awasty and Adhikary, 2012). According to which amendment of Civil Service Act, 1993 was done in 2007 (as mentioned earlier). In this regards, 66% of respondents agree that the present Constitution of Nepal-2015, which was passed by the second Constituent Assembly ensure much more opportunities compared to previous Constitution to women and disadvantage group while 34% disagree about it, which means more targeted people are getting opportunities ensure by Civil Service Act-1993 and Constitution of Nepal which was implemented in 2007 compared to previous Constitution. Further, 76% of respondents agree that the quota policy is only cherished in the Constitution is an exception for the improvement of backward section of the society while 24% disagree about it. In this regard, it is also clear from the literature review that Ferdous, (2015) argues that the validity of some part of quota system has been challenged taking into consideration the provisions of the Constitution that guarantees equal opportunity of employment for all inhabitants and avoids discrimination against "any backward section of citizens" and particularly women but there is no definite technique which was specified by the Constitution to attain the satisfactory representation of diverse groups in society especially in the civil service.

b) Key Role of Inclusiveness:

Under this category, key role of inclusiveness in advancing justice, equality, empowerment, gender balance and benefit to marginalized and deprived group related question were asked to respondents. There were 5 closed ended questions and further the responses were coded in *Likert* scale measurement and again this code was recoded in two scale measurement as 1 (*Disagree*) and 2 (*Agree*) respectively.

Table 5.11.2: Key Role of Inclusiveness

S.N.	Question	1 (Disagree) (%)	2 (Agree) (%)	Total	
				N	%
B4	In your opinion, do you agree that the inclusive policy has played important role in advancing justice?	23	77	62	100
B5	Do you agree that the inclusive policy has played important role in advancing equality?	34	66	62	100
B6	Do you agree that the inclusion policy has played important role in advancing empowerment?	34	66	62	100
B7	Do you agree that the without empowering the situation of gender imbalance will not possible?	16	84	62	100
B8	Do you agree that the measures of positive discrimination do not appear to benefit marginalized and highly deprived group?	34	66	62	100

Source: Field Survey, 2016.

It may be seen from the above table that 77% of the respondents agree that inclusive policy has played important role in advancing justice while remaining 23% respondents disagree about it. Similarly, 66% of respondents agree that inclusive policy has also played important role in advancing equality and empowerment while 34% disagree about it and 84% respondents also believes that without empowering the situation of gender imbalance will not be possible while 16% disagree about it. Although majority of the respondents agree that inclusive policy has been successful in advancing justice, equality, and empowerment but at the same time a huge amount of respondents i.e. 84% strongly agree that without empowering the situation of gender imbalance will not be possible, in this regards, Mainali, (2004), highlighted that the serious challenges towards gender mainstreaming is gender imbalance which has been deeply rooted within many societies and he also mentions that despite many attempts made for the balanced betterment of men and women, their full potentialities in the society are yet to be utilized well, but at the same time they can contribute positively to the overall prosperity of a country therefore they must be closely involved in the development process of the country.

Further, nearly more than half of the respondents agree that measures of positive discrimination do not appear to benefit marginalized and highly deprived group but only 34% of respondents disagree about it. In this regard, Tamang et al (2014), mentions that the representation of subgroups shows some progress but individual caste and ethnic groups who were being marginalized remain unrepresented or under-represented. For example,

Newar, Gurung, Limbu, Rai, Sherpa and Thakali among *adibasijanajati* have representation higher than their population.

c) Role of Participation in Inclusiveness:

In this section, participation related questions was asked to respondents and provided them with set of eight closed ended question. The *Likert scale* measurement is same as mentioned earlier but in case of statement B15 and B16, the 5 *Likert scales* measurement was *Completely (1), Large extent (2), Small extent (3), Not at all (4), and Don't know (9)*. Further, this code was merged into two scale measurement and recoded as *Small extent (3) plus Not at all (4) equal to 1(Disagree)* and *Completely (1) plus Large extent (2) equal to 2 (Agree) respectively*, while *Don't know (9)* denotes missing system, meaning some respondents remained silent to give their opinion.

Table 5.11.3: Role of Participation

S.N.	Question	1 (Disagree) (%)	2 (Agree) (%)	Total	
				N	%
B9	Do you agree that male has low level of participation in decision making?	72	28	62	100
B10	Do you agree that the female has low level of participation in decision making?	19	81	62	100
B11	Do you agree that the equal access to resources ensures decision making?	14	86	62	100
B12	Do you agree that the women equal participation is the demand of social justice and democracy?	18	82	62	100
B13	Do you agree that the male are more sincere and responsible towards their jobs?	21	79	62	100
B14	Do you agree that the female are more sincere and responsible towards their jobs?	12	88	62	100
B15	What is the level of your participation to enhance your capacity in your organization?	-	100	62	100
B16	Does your current work have enriched your capacity development?	-	100	62	100

Source: Field Survey, 2016.

In the overall survey, 72% respondents disagree that male has low level of participation in decision making while 81% agree that female has low level of participation in decision making. It means male has high level of participation in the decision making in comparison to female. In this regards, Zafarullah, 2000; Kabir and Jahan, 2007 cited in Kabir, (2015) mentions that women have little or unequal access to public employment. There are few women in the civil service while executive positions are generally occupied by men. Similarly, 86% respondents agree that equal access to resources ensures the decision making. It means if the women are given equal opportunity or access to resources, they can be good decision maker. In a similar vein, 82% agree that women equal participation is the demand of social justice and democracy. At the same time, it can also been seen as a necessary condition for women's interests to be taken into account. In this regards, Kabir, (2015) also mentions that without active participation of women and the incorporation of women's perspectives at all levels of decision-making, the goals of equality, development and peace cannot be achieved. Also, Haque, (2003) cited in Kabir, (2015) highlighted that the validity and trustworthiness of democracy will be in question if women, who constitute half the population, remain absent from the decision-making institutions of a society. Further, 79% of respondents believed that male are more sincere and responsible towards

their jobs while 88% of respondents believed that female are more sincere and responsible towards their jobs. It means if women are given right opportunities they can perform tasks better than men. Lastly, 100% of respondents replied that they have high level of participation to enhance their capacity in the organization.

Interview no. 1, an officer of NVC shared her views on her own words;

.....my level of participation has increased after I participated in capacity development training, which has been very helpful to enhance my participation in the organization. Besides this, my organization has been very successful to provide opportunities in equality basis, so the level of participation has been gradually increasing compared to last few years, (Interview, 2016/11/27).

Further, the entire respondent agrees that their current work have enriched their capacity development.

Interview no. 2, an officer of NVC shared his views in his own words;

.....yes, definitely. In my organization, I am at decision making position therefore it's my prime duties to guide the juniors and provided them with the capacity development trainings. Besides this, due to long work experience in the related field I am habituated of not only observing the things but also analyzing the things more critically, which has definitely enriched my decision-making capabilities, (Interview, 2016/11/27).

d) Role of Target Group in Inclusiveness

In this section target group of inclusiveness related issues were measured by providing the set of questions while scale measurement is same as mentioned earlier.

Table 5.11.4: Role of Target Group

S.N.	Question	1 (Disagree) (%)	2 (Agree) (%)	Total	
				N	%
B17	Do you agree that the target group is not able to utilize the advantage of inclusive policy?	12	88	62	100
B18	Do you agree that the notion of inclusiveness has been introduced which tries to correct the historical wrongs by the state?	33	67	62	100
B19	Do you agree that the inclusion policy can only be success by safeguarding general standard of merit?	48	52	62	100
B20	Do you agree that the men face invisible barriers than women?	47	53	62	100
B21	Do you agree that the women face invisible barriers than men?	33	67	62	100

Source: Field Survey, 2016.

The given table illustrates that 88% of respondents agree that the target group is not able to utilize the advantage of inclusive policy. In this regards, Awasthi and Adhikary, (2012) identified major reasons behind it are that there is a wide gap in the standards of educational institutions located in developed and remote areas. Candidates who are educated in urban areas and appear in PSC examination for the reserved seats stand a better chance of getting through the exam.

Interview no. 3, an officer of NVC shares his view as;

.....not at all, because civil service act clearly states that the people who are deprived from social, economic, and education status should be brought in the mainstream of development but in their name other target group are taking the full advantage. For example, now the percentage of women participation in the service is increasing but it includes more those women who belong to urban family or whose family members or husband are already in the service. Where are those women who belong to backward family of backward area? (Interview, 2016/ 11/28).

In the survey although more than the half of the respondents i.e. 67% agrees that the notion of inclusiveness has been introduced which tries to correct the historical wrongs made by

the state but Dhakal, (n.d) mentions that societies have been found to be fragmented over religion, ethnicity, race, color, and culture since from the ancient time that’s why it is almost impossible to find a state where justice has been fully realized by each people. Similarly, half of the respondents agree that the inclusive policy can only be success by safeguarding general standard of merit while 48% disagree about it. Therefore, quota can only be powerful technique that can be succeed only by safeguarding the general standard of merit for safeguarding equal prospects of employment for all the citizens devoid of any discrimination. Further, half of the respondents agree that men faces invisible barriers than women while 29% respondents disagree about it. In a similar vein, 67% of the respondents agree that female faces invisible barriers in comparison to men but 33% disagree about it. Examples of such barriers can be the attitudes of society in general, group or individual prejudice, restrictive and biased male working practices, and a lack of the support from men—these are all important factors that conspire to build and strengthen the barriers women face (Flanders 1994; Mavin, 2000 cited in Kabir, 2015).

e) Role of Mainstreaming in Inclusiveness

In this section, mainstreaming related issues is measured and scale construction was same as mentioned earlier.

Table 5.11.5: Role of Mainstreaming

S.N.	Question	(1) Disagree (%)	(2) Agree (%)	Total	
				N	%
B22	Does disadvantage group feel to be included in the mainstream?	2	98	62	100
B23	Does the targeted group have been able to utilize the opportunities provided in the Civil Service Act?	-	100	62	100
B24	The Constitution has guarantees equal opportunity to employment for all inhabitants and avoids discrimination of “any backward section” and particularly women. Does it happen in Civil Service?	-	100	62	100

Source: Field Survey, 2016.

The given table illustrates that nearly all the respondents agree that disadvantage group feel to be included in the mainstream. Along with it, all the respondent agree that the targeted group have been able to utilize the opportunities provided in the Civil Service Act and the

Constitution has guarantees equal opportunity to employment for all inhabitants and avoids discrimination of “any backward section” and particularly women.

Interview no. 4, an officer of NVC shares her views as;

.....yes, definitely, the disadvantage groups are in the mainstream not only in civil service but equally in other sector too, which has certainty increase their participants and accessibility. Along, with it, it has also able to create a sense of opportunity and ownership in the targeted group, (Interview, 2016/11/28).

(f) Role of Attitudinal Changes:

Under this category, key role of inclusiveness was measured by attitudinal related questions. There was 6 closed ended statement and further the responses was coded in *Likert scale* measurement and again this code was recoded in two scale measurement as 1 (*Disagree*) and 2 (*Agree*) respectively.

Table 5.11.6: Role of Attitudinal Changes

S.N.	Question	1 (Disagree) (%)	2 (Agree) (%)	Total	
				N	%
B25	Do you agree that the male has more superiority complex and negative attitudes towards female?	14	86	62	100
B26	Do you agree that the female has more superiority complex and negative attitudes towards male?	55	45	62	100
B27	Do you agree that the male social behavior is impressive in the organization?	29	71	62	100
B28	Do you agree that the female social behavior is impressive in the organization?	21	79	62	100
B29	Do you agree that the special arrangement for male officer are absent in the office environment?	39	61	62	100
B30	Do you agree that the special arrangement for female officer are absent in the office environment?	41	59	62	100

Source: Field Survey, 2016

The given table illustrates that 86% of the respondents agree that male has more superiority complex and negative attitudes towards female. In the similar type of questions was asked to the remaining respondents than the result shows that only 45% of the respondents agree that female has more superiority complex and negative attitudes towards male. It means the survey shows that male has more superiority complex and negative attitudes towards female. In the similar vein, 71% of the respondents agree that male social behavior is impressive in the organization while 79% of the respondents agree that female social behavior is impressive in the organization. It means female social behavior is more impressive in the organization. Similarly, 61% of the respondents agree that special arrangement for male officer are absent in the office environment while 59% of the respondents agree that special arrangement for female officer are absent in the office environment. It means nearly both the male and female are provided equal amount of special arrangement in their respective office's environment.

5.12 Analysis and Discussion of Independent Variable:

The independent variable of the study was Scio-demographic Factor, Individual Factor, and Organizational Factor. Perception of respondents was collected and measured by using *Likert scale* measurement as *completely disagree-1, disagree-2, moderate-3, agree-4, and don't know-(9)*. Further, this scale was recoded in two scale measurement as *completely disagree plus disagree equal to 1(disagree)* and *moderate and agree equal to 2(agree)* whereas some of the respondent replied as *don't know (9)* which was recoded as missing system, in this case the respondents remains silent to giving their opinion. The following section sections deals with the relationship between dependent and independent variable through bivariate analysis.

5.12.1 Socio-demographic Factor

The given section deals with the relationship of Scio-demographic factor with the inclusiveness. Though there are many factors which comes under Scio-demographic factor, but here the researcher has only taken gender, age, educational qualification, and entry level position of the respondents as important variable for desired study. Therefore, the relationship between Scio-demographic factors with the inclusiveness is listed in the given table.

Table 5.12.1: Role of Scio-demographic Factor in Inclusiveness

Variable		Number of Respondents	Percent (%)		Chi-Square Test	
			Disagree	Agree	Value	Sig. Level
Gender	Male	31	87	13	4.309	0.038
	Female	31	65	35		
Age (years)	24-40	48	83	17	6.566	0.010
	41-58	14	50	50		
Educational Qualification	Bachelor	24	67	33	1.784	0.182
	Master	38	82	18		
Entry level position	Gazette	38	76	24	0.140	0.906
	Non-gazette	24	75	25		

Source: Field Survey, 2016.

(a) Gender:

The first variable which comes under Scio-demographic factor is gender. The given table shows the relationship between gender and inclusiveness. There are altogether 62

respondents, of which male and female comprises equal in number. When gender and inclusiveness was crosstab, then the given table shows that 35% of female respondents agree that gender has more to deal with inclusiveness while in case of male respondents only 13% of the respondents agree about it. It means female have strong notion that gender plays crucial role in inclusiveness in comparison to male. It may be due to the fact that after the realization of the low participation of women, the GoN directed its efforts for more participation of women in the governance system of Nepal. In this similar vein, GoN amended the Civil Service Act 1993 in 2007 to introduce the quota system in Nepalese Civil Service along with it the present Constitution of Nepal-2015 which ensures more opportunities to women and disadvantage group.

The bivariate analysis of the given table shows that when gender and inclusiveness was crosstab than we got the value of chi square as 4.309 and $p = 0.38$ which means that there is high relationship between this two variable and are statistically significant at 0.05. From this analysis, we can conclude that there is strong relationship between the gender of the respondents and inclusiveness and plays the crucial role.

(b) Age:

The second variable of Scio-demographic factor is age. Here in the survey the age of the respondents was collected in years than it was classified into age group between 24-40 and 41-58. In order to see how the age affects the notion of inclusiveness, the researcher has used bivariate analysis. From the given table, it is clear that maximum number of respondents belongs to age group 24-40 but only 17% of the respondents agree that age have crucial role in the inclusiveness. It may be due to the fact that, some of the respondents of the survey who is between this age groups have enjoyed the privileges of this policy. Similarly, 42% of the respondents fall under quota category (based on the survey). Out of the given percentage, 29.0% women, 6.5% *adibasijanjati*, 3.2% *madhesi*, 1.6% *dalits*, and 1.6% backward area people have been enjoying the benefit of the given policy. So, the benefitted group may have strong belief about the inclusive policy. Besides this one of the very important supporting points are that the after the amendment of the Civil Service Act 1993, there are more privileges to the targeted group and some of its characteristics includes firstly the maximum age for the entry has been set at 40 years for

women and 35 years for men, secondly the maximum age for lateral entry in second and first class posts have been set at 45 years, and no maximum age limit for those who are already in the service. Therefore, this group strongly agrees that age have very crucial role in the inclusiveness.

While the next types of the respondents of the survey who belongs to the age group 41-58, have more belief than comparison to the previous group. As half of the respondents agree that age have crucial role in the inclusiveness. The reasons for this may be as this policy has been recently implemented in Nepal so they may be unable to take the privilege of the desired policy because those age group have entered the civil service before this policy has been implemented by the government or they have strong notion that they are capable enough so this types of the preferential policy is not needed for them.

The bivariate analysis of the given table shows that there is strong relationship between age of the respondents and the inclusiveness. When age and inclusiveness was crosstab than the findings indicate that the given variable are statistically significant at 0.05 (chi square 6.566 and $p = .010$). It means age matter in case of inclusiveness.

Interview no. 5, an officer of NVC shares her view as;

.....both gender and age have crucial role in the inclusiveness, according to our construction of Nepalese society; women are much behind in comparison to men. Along with it, in the provisions of civil service act, there is fix time period to enter in the service, which can be regarded as the somehow hindrance factor if we talk about only age and gender in the inclusiveness, (Interview, 2016/11/28).

(c) Educational Qualification:

In the survey, there are 24 respondents who have bachelor degree and 38 respondents who have master degree. As we know that minimum education qualification for gazette (III class officer) level is bachelor degree. Here, in this survey who have minimum qualification (i.e. 33%) agree that minimum requirement of education have crucial role in inclusiveness than in comparison to those who have master degree. The reasons may be as the level of the

education is determining factor for the upward movement of the respondents and it can also provide more opportunities in comparison to the less educated person.

Above the given table of bivariate analysis shows that the education and inclusiveness are not statistically significant as the value of chi square is 1.784 and $p = .182$. It indicates that both the variable has no relation at all. It can be interpreted in such a way that the minimum educational qualification for the gazette post is bachelor degree and only that candidate will apply for the job. Therefore, the foremost requirement is bachelor degree but if some have the master degree it will be the plus points for the new candidates for upward movement easily than those who have only bachelor degree. Therefore, the entry level positions of the respondents do not have much to deal with the inclusiveness.

(d) Entry Level Position:

In the given survey, 38 respondents enter to civil service through gazette posts while only 24 respondents enter through non-gazette posts. Similarly, the nature of agree and disagree between gazette and non-gazette officer differs slightly so it can be interpreted in this way that the inclusive policy have been very helpful and the target group have been able to come in the mainstream while some of the respondents do not agree on it.

Due to this policy, many disadvantage groups are able to get full benefit from it. Likewise, in the survey 38 respondents have entered the civil service through the gazette posts and have little belief regarding the benefit of inclusiveness. In this regards, one of the major reasons behind this may be some of the respondents has been benefited by this policy and they are able to enter in the civil service through the gazette posts. While 24 respondents have entered the civil services through non-gazette posts have also little more concur in comparison to the gazette officer. It may be also due to reason that those officers have already succeeded to become gazette officer so they have little less concur in comparison to the non-gazette officer.

When the entry level position of the respondents and inclusiveness was crosstab then the findings were its chi square value is 0.14 and p is 0.906, which means that these variables are not statistically significant. It means entry level position do have much more to deal with the inclusiveness as the desired people have already enter in the civil service whether from

the gazette post or from non- gazette post. Therefore, the upward movement of their career entirely depends upon him/her.

5.13 Individual Factor

This section examine that the individual factor of the respondents have relationship with the inclusiveness or not. Individual factor in the study refers how the respondents perceive about confidence, personal values and belief, skills and potential and motivational factor, which are regarded as strong determining factor to achieve the desired targets in the respective organization. Based on these key points, six set of question related to the individual factor are asked to the respondents. But in the questionnaire these questions are set in the statement form with closed ended question but later on the this chapter the questions are set as WHO question so that it was easy to make comparison between male and female. The overall bivariate analysis and its relationship with inclusiveness are highlighted in the given table.

Table 5.13.1: Role of Individual Factor in Inclusiveness

		Total Individual Factor		Total	Chi Square Test	
		Disagree	Agree		Value	Sign Level
Total Inclusiveness	Disagree	86%	70%	76%	2.072	0.150
	Agree	14%	30%	24%		
Total		100%	100%	100%		

Source: Field Survey, 2016

(Q. How much confident are you during your Civil Service Examination? Does your confidence level was helpful during your exam? Do you think the present curriculum prescribed by PSC is suitable to certain discipline only? Do you think there is gap between education system, PSC curriculum, and the organizational structure? Why male candidates are selected in PSC examination even though there were more female applicants? Is the opportunities provided by your organization are fair enough to enhance your skills and potentials?)

The given table shows the relationship between individual factor and inclusiveness. In case of level of confidence, nearly all the respondents i.e. 98% agree that they are very high confidence during their exam and this was very helpful while only few respondents remain silent in the given question. The major reasons behind this may be those respondents who have prepared very well and they are almost sure that they will definitely achieve their

desired goals. But in case of few respondents who remain silent maybe they don't want to share their opinion regarding this question as they were not confident at all. Besides this the findings of the Tiwari, (2009) also supports this statements. He revealed that the main reasons behind the success of the new entrants in the civil service especially at officer level had taken preparation classes. The other and perhaps even most important reason is support from the family and they are fully motivated by the family during the preparation of the exam. It means high level of confidence have crucial role during the preparation as well as during the exam.

Similarly, 76% of the respondents agree that the present curriculum prescribed by PSC is suitable to certain discipline only because candidates from other disciplines find it difficult to get through it. Along with it, 79% of the respondent agrees that there is gap between education system, PSC curriculum, and the organizational structure. In this regards, Awasthi and Adhikary, (2012) also mention that this may be due to variation in the quality of education, educational institutes impart and availability of access to information. Further 66% of the respondents agree that the male candidates are selected in PSC examination even though there are more female applicants. In this regards, South Asia Partnership Report, (2000) also mentions that the reason behind the low level of selection is that women have a secondary status in the 'patriarchal' Hindu structure. Beside these other reasons may be lack of awareness of rights and education; the majority of women are socially oppressed. Similarly, 71% of the respondents agree that the female candidates are selected even though there is less male applicants. But now the situation has been gradually changing. It can be linked in the sense that after the realization of the low participation of women, the GoN directed its efforts for more participation of women in the governance system and made its commitment to amend the country's rules and regulations in line with international convention forwarded by the UN and its bodies (Poudel, 2006).

While both the respondents have nearly mix opinion regarding the opportunities provided by their organization are fair enough to enhance their skills and potentialities meaning, the survey also shows that 42% of the respondents agree in the same case while 30.6 % disagree regarding the given question at the same time 1.6% of the respondents remains silent. But it is surprisingly, to know that all the respondents agree in case of their personal

potential is utilized properly in their organization. It means the respondents are able to utilize their own potential whatever the opportunities the organizations are provided to them and the respondents are fully benefitted by it and it is very helpful to enhance their capacity.

Lastly, the bivariate analysis of the given table also supports the discussed argument and shows that there is significant relationship between the roles of individual factors in inclusiveness. Similarly, the calculated value of chi square is 2.072 and $p=.150$, which shows somehow less significant but at the same time the 30% of the respondents agree that individual factors like level of confidence, educational achievement, motivation from the family, etc. plays very crucial role in the achievement of the persons desired targets. Therefore, we can conclude that there is high relationship between individual factor and inclusiveness.

5.14 Organizational Factor

Here an organizational factor refers to the challenges, performance, attitudes, and satisfaction level of the respondents towards the organizations. On the basis of the given key factor, the perception of the respondents was analyzed. The given table shows the overall bivariate analysis of organizational factor and its relationship with the inclusiveness.

Table 5.14.1: Role of Organizational Factor in Inclusiveness

		Total Organizational Factor			Chi Square Test	
		Disagree	Agree	Total	Value	Sign Level
Total Inclusiveness	Disagree	78%	75%	76%	0.022	0.881
	Agree	22%	25%	24%		
Total		100%	100%	100%		

Source: Field Survey, 2016.

(Q Who is posted in a challenging job? Who is more risk taker? Who are earner as well as policy makers and executives? Who is good learner and adjustable? Who is good decision marker? Whose performance is good? Who has more superiority complex and negative attitudes? Which social behavior is impressive in the organization? Is there any special

arrangement in the office environment for the officers? Who are more satisfied with their jobs?)

In the survey, 63% of the respondents agree that male are posted in the challenging job while 81% of the respondents agree that female are posted in the challenges job while 1.6% of the respondents remain silent in sharing their opinion. According to this survey more female are posted in the challenges jobs in compared to men. While nearly half of the respondents agree that male is more risk taker but 73% of respondents agree that female are more risk taker, which means female are more risk taker in comparison to male. Similarly, 63% of the respondents agree that male are earner as well as policy makers and executives while 57% of the respondents agree that female are earner but not policy makers and executives, in the same case 1.6% of the respondents remains silent. It may be due to the reasons that society, too, accepts, women as earners but not as policy makers and executives and female are also involved in the civil service as earners but not the aim of making it a career (Kabir, 2015).

Similarly, 62.9% of the respondents agree that male are good learner and adjustable but 86% of respondents agree that female are good learner and adjustable than male, at the meantime 1.6% of the respondents remains silent in this case. Along with it, 66% of the respondents agree that males are good decision maker, but at a same time it is also surprisingly to know that in this case huge amount of the respondent's remains silent i.e. 10% out of the total respondents but the similar type of question was asked regarding the case of female than 94% of the respondents agree that female are good decision maker. Here the questions can be raised why the large numbers of the respondents' remains silent in case of the question of male are good decision maker. But in the same case of female, all the respondents replied the answer.

Interview no. 6, an officer of NVC, shares her views as;

.....the decision making capability does not depend upon whether she/he is male/female. It only depends upon on how much dedicated and committed towards the designated tasks. Responsibility is always bigger than the gender and obviously, day to day practice will defiantly enhance the decision-making capabilities, (Interview, 2016/11/28).

Further, 89% of the respondents agree that male performance is good in the organization while 90% of the respondents agree that female performance is good. Therefore, in this case if we analyze (base of this survey) than it were found that female is better than male in case of taking risk, learning, and decision making, and performing their designated tasks.

Interview no. 7, an officer of NVC shares her views as;

.....it may be due to the reasons that women do not discriminate on the basis of gender and they are also equally dedicated and committed to the designated tasks along with the prescribed rules and regulations of the organization and are equally capable to tackle the situation according to the demand of time in comparison to men, (Interview, 2016/11/28).

In the survey, 86% of the respondents agree that male has more superiority complex and negative attitudes toward female while 55% disagree that female has more superiority complex and negative attitudes towards male but at the same time 1.6% of the respondents remain silent in both the cases. In the similar vein, Kabir, (2015) also revealed that along with other factors, they is superiority complex and negative attitudes from their male superiors and colleagues, and there is lack of a supportive work environment, and people still consider a man's work much more important than that of a woman. This may be some of the reasons and this survey also shows that there are more superiority complexes in men in comparison to female. Similarly, 71.0% of the respondents agree that male social behavior is impressive in the organization while 79% of the respondents agree that female social behavior is impressive in the organization. More than the half of the respondents i.e. 60% of the respondents agree that special arrangement for male officer are absent in the office environment while 59% of the respondents agree that special arrangement for female officer are absent in the office environment, at the same time 1.6% of the respondents remains silent. Here special arrangement means it is related to security and extra incentives, when the employees are posted in the challenges jobs as well as remote areas.

Further, 74% of respondent agree that work space and work pattern are male oriented while nearly more than the half of respondents i.e. 59% agree that work space and work pattern are female oriented, at the same time 1.6% of the respondents remains silent in

both the cases. It may be due to the reasons that society consider man's work are much more important than that of a woman as the result, work spaces and work patterns are completely male-oriented in the societies, Kabir, (2015). Similarly, 68% of the respondents agree that male is more satisfied with their jobs but 3.2% of respondent's remains silent in this case. In this regards, 71% of the respondents agree that the female are more satisfied with their jobs. This survey shows that there is high level of satisfaction of female officers in comparison to male.

Interview no. 8, an officer of NVC shares her views as;

.....I have joined the civil service because of the social status and prestige of the government jobs, as well as job security, (Interview, 2016/11/28).

Along with it most of the women have a positive opinion about the organizations they serve, and they seem quite satisfied with the notion that their contributions and achievements are recognized by their organizations in comparison to men.

The bivariate analysis of the given table also shows that there is less relationship between organizational factor in the inclusiveness as the chi square value is .022 and $p = .881$, as we know that the high the value of p less is the significant. Similarly, the nature of agree and disagree of the respondents in the role of organization factor in the inclusiveness differs slightly, which means there is no significant relationship between organizational factor in the inclusiveness.

Chapter: Six

6 Summary, Major Findings, and Scope for the Further Research:

The final chapter of the thesis highlights the whole study, discusses on the major findings, and suggests for the further research. In this regards, recommendation for the future research is also outline.

6.1 Summary

This study was carried out to analyze the perception of civil servants by using the lens of gender perspectives. In this regards, the study focuses on to what extent inclusive policy that was implemented in 2007, has brought changes in the representativeness of the target group in civil service of Nepal. For this purposes, two objectives and two research questions are set and the whole study revolve around it.

In order to carry out the research smoothly, the researcher finds the representative bureaucracy theory most relevant for this study. Along with it, related research both on home as well as abroad was reviewed to develop the analytical framework. Similarly, to fulfill the research objectives and questions, empirical study has been carried out. Therefore, the primary data was collected from NVC. In this regards, the total sample size was 68, which comprises both questionnaire survey as well as interview. In order to support the primary data, secondary data was collected from PSC, books, journals articles, dissertations, repots, and so on.

After the collection of the data from rigorous effort of months, the collected data was managed in systematic way in SPSS for the presentation and analysis. During analysis, the references were taken from various sources (as mentioned earlier). In this regards, both qualitative and quantitative method were used during the data presentation and analysis.

6.2 Major Findings:

In order to fulfill the objectives of the research, the researcher has set inclusiveness as dependent variable and Scio-demographic factor, individual factor, and organizational factor

as independent variable. Since, the study was perception analysis of the civil servants so the perception was measured by using *Likert scale*.

6.2.1 Inclusiveness

The measurable indicators of inclusiveness were role of opportunity in inclusiveness, key role of target group, participation and mainstreaming of the target group, and attitudinal changes.

a) Role of Opportunities in Inclusiveness:

In the study, the opportunity means the perception of officers of NVC about inclusiveness and its role in bringing opportunities in decision making, and distribution of equal justice for the targeted group. Perception of respondents was collected and measured by using *Likert scale* measurement.

Based on the empirical study done by researcher in NVC show that among 62 respondents, 86% agree that the principle of proportional inclusion is fully ensured in the Civil Service and remaining respondents disagree about it. Similarly, 66% of respondents agree that the present Constitution of Nepal-2015, ensure much more opportunities compared to previous Constitution to women and disadvantage group while remaining respondents disagree about it. Further, 76% of the respondents agree that the quota policy is only cherished in the Constitution is an exception for the improvement of backward section of the society while 24% disagree about it.

b) Key Role of Inclusiveness:

Here key role of inclusiveness in advancing justice, equality, and empowerment, gender balanced and benefit to marginalized and deprived group was measured based on the perception of civil servants.

The findings show that 77% agree that inclusive policy has played important role in advancing justice while remaining 23% disagree about it. Similarly, 66% agree that inclusive policy has played important role in advancing equality and empowerment and 84% of respondents believes that without empowering the situation of gender imbalance will not

be possible. Along with it, nearly more than half of the respondents agree that measures of positive discrimination do not benefit marginalized and highly deprived group.

c) Role of Participation in inclusiveness:

In the overall study, 72% of respondents disagree that male has low level of participation in decision making while 81% agree that female has low level of participation in decision making. Similarly, 86% of the respondents agree that equal access to resources ensures the decision making. In the similar vein, 82% of the respondents agree that women equal participation is the demand of social justice and democracy. Further, 79% of respondents believed that male are more sincere and responsible towards their jobs while 88% of the respondents agree that female are more sincere and responsible towards their jobs. It means female are more sincere and responsible towards their jobs in comparison men (based on the survey). Lastly all the respondents agree that there is a high level of participation to enhance their capacity in the organization and all the respondents also agree that defiantly their current work have enriched their capacity development.

d) Role of Target Group in Inclusiveness:

The study shows that 88% agree that the target group is not able to utilize the advantage of inclusive policy. Along with it, more than the half of the respondents i.e. 67% agrees that the notion of inclusiveness has been introduced which tries to correct the historical wrongs made by the state. Similarly, half of the respondents agree that the inclusive policy can only be success by safeguarding general standard of merit while 48% disagree about it. Further half of the respondents agree that men face invisible barriers than women. In a similar vein, 67% of the respondents agree that female faces invisible barriers in comparison to men.

e) Role of Inclusiveness in Mainstreaming:

The survey shows that nearly all the respondents agree that disadvantage group feel to be included in the mainstream. Along with it, all the respondents agree that the targeted group have been able to utilize the opportunities provided in the civil service act and the constitution has guarantees equal opportunity to employment for all inhabitants and avoids discrimination of any “backward section” and particularly women.

f) Role of Attitudinal Changes:

In this case, 86% of the respondents agree that male has more superiority complex and negative attitudes towards female. In the similar type of questions was asked to the remaining respondents than the result shows that only 45% of the respondents agree that female has more superiority complex and negative attitudes towards male. It means that the male has more superiority complex and negative attitudes towards female. Similarly, 71% of the respondents agree that male social behavior is impressive in the organization while 79% of the respondents agree that female social behavior is impressive in the organization. It means female social behavior is more impressive in the organization in comparison to men. Further, 61% of the respondents agree that special arrangement for male officer are absent in the office environment while 59% of the respondents agree that special arrangement for female officer are absent in the office environment. It means nearly both the male and female are provided equal amount of special arrangement in their respective office's environment.

6.3 Findings of Independent Variable

The independent variable of the study was Scio-demographic factor, individual factor and organizational factor. The findings of the relationship between dependent variable and independent variable through the bivariate analysis are;

1. Scio-demographic Factor:

Though there are many factors which come under Scio-demographic factors but here the researchers have only taken gender, age, educational qualification, and entry level position of the respondents as important variable for the study.

(a) Gender:

The first variable of Scio-demographic factor was gender. When gender and inclusiveness was crosstab than 35% of the female respondents agree that gender has more to deal with inclusiveness while in case of male respondents only 13% agree about it. Similarly, the bivariate analysis between gender and inclusiveness shows that there is high relationship between the variable and are statistically significant. Therefore, the findings show that there

is strong relationship between gender of the respondents and inclusiveness and definitely plays the crucial role.

(b) Age:

In the survey the age of the respondents was collected in years and then classified into two groups between 24-40 and 41-58. In this regards, the finding shows that there is strong relationship between age of the respondents and inclusiveness and are statistically significant.

(c) Educational Qualification:

The findings of the survey show that the education and inclusiveness are not statistically significant and one of the major reasons behind it may be the minimum educational qualification for the gazette post is bachelor degree and only that candidates can apply for the job.

(d) Entry Level position:

The survey shows that entry level position of the respondents and inclusiveness was not statistically significant. It means entry level position do not have much more to deal with the inclusiveness as the desired people have already enter in the service whether from the gazette posts or from non-gazette posts. Therefore, the survey also shows that there was not significant between entry level position and inclusiveness.

2. Individual Factor:

In the study, the individual factor refers how the respondents perceive about confidence, personal values and beliefs, skills, and potentials, and motivational factors, which are regarded as strong determining factor to achieve the desired targets in the designated organization.

In this regards, the bivariate analysis of the role of individual factor in inclusiveness shows that there is high significant relation between the individual factors and inclusiveness. As the calculated values of chi square is 2.072 and $p=.150$, which shows somehow less significant but at the same time the 30% of the respondents agree that individual factors

like level of confidence, educational achievement, motivation from the family, etc. plays very crucial role in the achievement of the persons desired targets. Therefore, we can conclude that there is high relationship between individual factor and inclusiveness.

3. Organizational Factor:

In the study, the organizational factor refers to the challenges, performance, attitudes, and the satisfaction level of respondents towards the organization.

The findings of the survey show that, there was no significant relationship between organizational factor in the inclusiveness and the variable was not statistically significant. In this regards the calculated value of Chi square was high which means there is less relationship between the two variables and also the nature of agree and disagree of the respondents in the role of organization factor in the inclusiveness differs slightly, which means there was no significant relationship between organizational factors in the inclusiveness.

6.4 Scope for the Future Research

The research was conducted for academic purpose and was done within the limited scope and time. Along with it, the research primarily focused was on the perception analysis of the civil servants. But, the perceptions have been generalized with the officers of NVC by taking key samples. Therefore, the overall scenario of the perception had somehow not reflected in the study by ignoring other types of respondents like non-gazette officer as well as other officers of private organizations due to various limitation (as mention earlier in chapter first). Besides above reasons, inclusiveness itself is very vague terms and covers the various dimensions. So, it is definitely unfair to compare of inclusiveness with only the perceptions or attitudinal changes of the respondents. Therefore, the future research can be directed towards covering the others dimensions of the inclusiveness as well as while doing the perception analysis, the sample size should be large and nearing covering all the marginalized group prescribed by the act. For this purpose, one of the best ways may be to make comparison between gazette as well as non-gazette officers and also by including the officials of the private sector too.

Lastly, this study only focuses on the analysis of perception but the actual true representation of the targeted group has not been reflected in the study. Similarly, the inclusive policy that was implemented in 2007; the act also stated that this policy will be reviewed after the ten years of its implementation. Therefore, this sector will be very interesting sector in the further research in order to trace the changes up to now and also be interesting sector for the further research too.

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ANNEXURE

Annexure: 1

Questionnaire:

Thesis title: **"Inclusiveness in Nepalese Civil Service: Perception Analysis from Gender Perspective"**.

Dear Sir/Madam

We would like to request you for participation by providing your valuable time as well as comments for successful completion of the research. The purpose of the research is to analyze the perception of inclusiveness in Civil Service from gender perspective and to map their attitudinal behavior. Therefore, you are humbly requested to fill the questionnaire and provide your valuable comments as well suggestion.

Disclaimer:

The information gather through the given questionnaire is fully academic in nature and researcher insures that respondent's name and information provided will be highly confidential. The information gather will be strictly used for research purpose only. The valuable inputs provided by respondents will be very helpful for the researcher; further can follow respondent's suggestion and comments for analyzing the ground scenario as well as successful completion of the research.

Section A: General Information of the Respondent (Scio-demographic factor)

(a) Name (Optional):

(b) Sex:

(a) Male:

(b) Female:

(c) Age (*in years*):

(d) Ethnicity:

Brahmin Chettri Indigenous Madhesi

Dalit Others

(e) Marital Status:

Married Unmarried Widow/Widower
Divorced Separated

(f) Spouse's Occupation (if applicable):

(g) Educational Qualification

Intermediate Bachelor Master Higher

(h) Date of appointed in Civil Service:

(i) Entry level position:

(j) Nature of service during entry:

Technical Non- technical

(k) Service group during the entry in the Service:

General Administration Accounts Foreign Service
Revenue Audit Parliament Law

Others (if please mentioned):

(l) Name of your Organization:

(m) During the entry in the service which advertised (category) do you belong:

Open Inclusive

(n) If you belong to inclusive category than which category do you belong:

Women Adibasijanajati Madhesi Dalits
Disabled Backward Area

Section B: Inclusiveness

(a) Role of Opportunities in Inclusiveness:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
B1	The principle of proportional inclusion is fully ensured in Civil Service.	1	2	3	4	9
B2	The Constitution of Nepal-2015, ensure more opportunities to women and disadvantage group.	1	2	3	4	9
B3	The quota policy is only cherished in the Constitution is an exception for the improvement of backward section of the society.	1	2	3	4	9

(b) Key Role of Inclusiveness:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
B4	In your opinion, the inclusive policy has played important role in advancing justice.	1	2	3	4	9
B5	The inclusive policy has played important role in advancing equality.	1	2	3	4	9
B6	The inclusive policy has played important role in advancing empowerment.	1	2	3	4	9
B7	Without empowering the situation of gender imbalance will not possible.	1	2	3	4	9
B8	Measures of positive discrimination do not appear to benefit marginalized and highly deprived group.	1	2	3	4	9

(c) Role of Participation in Inclusiveness:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
B9	Male has low level of participation in decision making.	1	2	3	4	9
B10	Female has low level of participation in decision making.	1	2	3	4	9
B11	Equal access to resources ensures decision making.	1	2	3	4	9
B12	Women equal participation is the demand of social justice and democracy.	1	2	3	4	9
B13	Male are more sincere and responsible towards their jobs.	1	2	3	4	9
B14	Female are more sincere and responsible towards their jobs.	1	2	3	4	9
		Completely	Large extant	Small extant	Not at all	Don't know
B15	What is the level of your participation to enhance your capacity in your organization?	1	2	3	4	9
B16	Does your current work have enriched your capacity development?	1	2	3	4	9

(d) Role of Target Group in Inclusiveness:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
B17	The target group is not able to utilize the advantage of inclusive policy.	1	2	3	4	9
B18	The notion of inclusiveness has been introduced which tries to correct the historical wrongs made by the state.	1	2	3	4	9
B19	The inclusion policy can only be success by safeguarding general standard of merit.	1	2	3	4	9
B20	Men face invisible barriers than women.	1	2	3	4	9
B21	Women face invisible barriers than men.	1	2	3	4	9

(e) Role of Mainstreaming in Inclusiveness

Q.N.	Question	Options/Coding				
		Completely	Large extent	Small extent	Not at all	Don't know
B22	Does disadvantage group feel to be included in mainstream?	1	2	3	4	9
B23	Does the targeted group have been able to utilize the opportunities provided in the Civil Service Act?	1	2	3	4	9
B24	The Constitution has guarantees equal opportunity to employment for all inhabitants and avoids discrimination of "any backward section" and particularly women. Does it happen so in the Civil Service?	1	2	3	4	9

(f) Role of Attitudinal Changes:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
B25	Male has more superiority complex and negative attitudes towards female.	1	2	3	4	9
B26	Female has more superiority complex and negative attitudes towards male.	1	2	3	4	9
B27	Male social behavior is impressive in the organization.	1	2	3	4	9
B28	Female social behavior is impressive in the organization.	1	2	3	4	9
B29	Special arrangement for male officer are absent in the office environment.	1	2	3	4	9
B30	Special arrangement for female officer are absent in the office environment.	1	2	3	4	9

Section C: Individual Factor

(a) Confidence

Q.N.	Question	Options/Coding				
		Completely	Large extent	Small extent	Not at all	Don't know
C1	How much confident are you during your Civil Service Examination?	1	2	3	4	9
C2	In your opinion, your confident level was helpful during exam.	1	2	3	4	9

(b) Values and belief:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
C3	Do you think the present curriculum prescribed by PSC is suitable to certain discipline only?	1	2	3	4	9
C4	Do you think there is gap between education system, PSC curriculum, and the organizational structure?	1	2	3	4	9
C5	In your opinion, male candidate is selected in PSC examination even though there were more female applicants.	1	2	3	4	9
C6	Female candidate is selected even though there were more female applicants.	1	2	3	4	9

(c) Skill and potential:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
C7	The opportunities provided by your organization are fair enough to enhance your skills and potentials.	1	2	3	4	9
C8	In your opinion, male full potential is utilized properly in the organization?	1	2	3	4	9
C9	Female full potential is utilized properly in the organization?	1	2	3	4	9

(d) Motivational factor:

S.N.	Question
C10	What is your family background?
C11	What is your reason behind your success in the Civil Service?
C12	In your opinion, your motivation in joining the Civil Service?

Section D: Organizational Factor:

(a) Challenges:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
D1	In your opinion, male are posted in the challenging job.	1	2	3	4	9
D2	Female are posted in the challenging job.	1	2	3	4	9
D3	Male are more risk taker.	1	2	3	4	9
D4	Female are more risk taker.	1	2	3	4	9
D5	Male are earners as well as policy makers and executives.	1	2	3	4	9
D6	Female are earners as well as policy makers and executives.	1	2	3	4	9

(b) Performance:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
D7	Male are good learner and adjustable.	1	2	3	4	9
D8	Female are good learner and adjustable.	1	2	3	4	9
D9	Male are good decision maker.	1	2	3	4	9
D10	Female are good decision maker.	1	2	3	4	9
D11	Male performance is good.	1	2	3	4	9
D12	Female performance is good.	1	2	3	4	9

(c) Satisfaction:

Q.N.	Question	Options/Coding				
		Completely disagree	Disagree	Moderate	Agree	Don't know
D19	Work space and work pattern are male oriented.	1	2	3	4	9
D20	Work space and work pattern are female oriented.	1	2	3	4	9
D21	Male are more satisfied with their jobs.	1	2	3	4	9
D22	Female are more satisfied with their jobs.	1	2	3	4	9

Annex: II

Interview:

1. In your opinion, what is the level of your participation to enhance your capacity in the organization?

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.....
.....

2. In your opinion, does your current work have enriched your capacity development?

.....
.....
.....

3. In your opinion, does the targeted group have been able to utilize the opportunities provided in the Civil Service Act?

.....
.....
.....

4. In your opinion, how do you feel that disadvantage group feel to be included in the mainstream?

.....
.....
.....

5. In your opinion, why gender and age have crucial role in inclusiveness?

.....
.....
.....

6. In your opinion, why do you think female are good decision maker?

.....
.....
.....

7. In your opinion, why female performance is good in your organization?

.....
.....
.....

Name:

Sex:

Designation:

Signature:

Date:

Thank You for Your Cooperation.